

Audit Committee

Agenda



Date: Friday, 23 June 2017

Time: 2 pm

Venue: City Hall

Distribution:

Councillors: Barry Clark, Jos Clark, Olly Mead, Steve Pearce, Liz Radford, Afzal Shah and Clive Stevens

Copies to: Anna Klonowski (Chief Executive), Denise Murray (Service Director Finance), Steve Gregory (Democratic Services Officer), Melanie Henchy-McCarthy, Alison Mullis, Nancy Rollason (Service Manager Legal) and Tony Whitlock (Principal Accountant), Jonathan Idle (Internal Audit Consultant), BDO representative, Steve Gregory (Democratic Services Officer)

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Date: 15 June 2017



Agenda

1. Election of Chair 2017/18

To elect the Chair for the 2017/18 municipal year.

2. Election of Vice-Chair 2017/18

To elect the Vice-Chair for the 2017/18 municipal year.

3. Welcome, Introductions and Safety Information

(Pages 6 - 7)

4. Membership of the Committee

To note the members appointed to serve on the Committee for the 2017/18 municipal year, as detailed on the agenda.

5. Terms of Reference

AUDIT COMMITTEE - Terms of Reference

Overview

The Audit Committee is a non-statutory committee independent of the council's executive and scrutiny and it reports to full council. Its purpose is to provide independent assurance to the council in relation to:-

1. The effectiveness of the council's governance arrangements, risk management framework and internal control environment including overseeing:

- risk management strategies
- anti-fraud arrangements
- whistle-blowing strategies
- internal and external audit activity;

2. The effectiveness of the council's financial and non-financial performance to the extent it affects exposure to risk and poor internal control;

3. The annual governance statement;

4. The review and approval of the annual statement of accounts, confirming the appropriate accounting policies have been followed, including the external auditor's report to those charged with governance



on issues arising from the audit of the accounts.

Functions

Full Council has delegated the following functions to the Audit Committee:

- Duty to review and consider the effectiveness of the council’s system of internal control and approve the annual governance statement; review and consider the effectiveness of the Council’s internal audit; consider and approve the statement of accounts (Accounts and Audit (England) Regulations 2011 S.I. 2011/817).
- Assist the council in its statutory duty to promote and maintain high standards of conduct by members and co-opted members.
- Advise the council on the adoption or revision of the Code of Conduct for Members and any associated codes or protocols and monitoring their operation.
- Advise and training members on the Code of Conduct.
- Consider and determine any allegations of misconduct by a member of council (which could be a breach of the code of conduct) if the Monitoring Officer requests assistance.
- Consider nominations made by Group Whips for the conferring of the title “Honorary Alderman” and “Honorary Alderwoman” and making recommendations to Full Council thereon.
- To monitor the register of members interests.
- To advise and assist as required in the selection of the Lord Mayor.
- To grant dispensations pursuant to section 33(2) of the Localism Act 2011 where:
 - (i) without the dispensation, the representation of different political groups on the body transacting the business would be so upset as to alter the outcome of any vote on the matter.
 - (ii) that the authority considers that the dispensation is in the interests of persons living in its area; or
 - (iii) where the Committee considers that it is otherwise appropriate to grant a dispensation.
- Responsibility for ensuring effective scrutiny of the Councils’ Treasury Management Strategy and policies.
- Involvement in the appointment/dismissal of the Chief Internal Auditor.
- Involvement in monitoring the performance of the Chief Internal Auditor.

6. Dates and times of meetings 2017/18

Below are the provisional dates of meetings for 2017/18 based on the same sequence last year -

2017	2018
28 July	26 January
22 September	23 March



24 November

25 May

These dates are not fixed as it is for the Audit Committee to determine what dates are most suitable. Although the Audit Committee has historically met on a Friday morning at 9.30 am, the Committee may wish to consider if this remains the favoured option for 2017/18.

A proposal has been received from Councillor Jos Clark for future meetings of the Audit Committee to be held at 2 pm on Thursday afternoons.

7. Declarations of Interest

To note any declarations of interest from the Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

8. Public Forum

Up to 30 minutes is allowed for this item.

Any member of the public or Councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to democratic.services@bristol.gov.uk and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be received in this office at the latest by 5 pm on 19 June 2017.

Petitions and Statements - Petitions and statements must be received on the working day prior to the meeting. For this meeting this means that your submission must be received in this office at the latest by 12.00 noon on 22 June 2017.

9. Minutes of Previous Meeting

To agree the Minutes of the previous meeting as a correct record.

(Pages 8 - 12)

10. Action sheet



To note actions taken.	(Pages 13 - 14)
11. Work Programme	
To note the work programme.	(Pages 15 - 17)
12. Internal Audit Annual report 2016/17	
	(Pages 18 - 39)
13. Draft Annual Governance Statement	
	(Pages 40 - 60)
14. Draft Statement of Accounts 2016/17	
	(Pages 61 - 207)
15. External Audit update	
	(Pages 208 - 217)
16. Audit Committee Annual report 2016/17	
	(Pages 218 - 228)



Public Information Sheet

Inspection of Papers - Local Government
(Access to Information) Act 1985

You can find papers for all our meetings on our website at www.bristol.gov.uk.

You can also inspect papers at the City Hall Reception, College Green, Bristol, BS1 5TR.

Other formats and languages and assistance
For those with hearing impairment

You can get committee papers in other formats (e.g. large print, audio tape, braille etc) or in community languages by contacting the Democratic Services Officer. Please give as much notice as possible. We cannot guarantee re-formatting or translation of papers before the date of a particular meeting.

Committee rooms are fitted with induction loops to assist people with hearing impairment. If you require any assistance with this please speak to the Democratic Services Officer.

Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee and be available in the meeting room one hour before the meeting. Please submit it to democratic.services@bristol.gov.uk or Democratic Services Section, City Hall, College Green, Bristol BS1 5UY. The following requirements apply:

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **three clear working days before the meeting**.

Any statement submitted should be no longer than one side of A4 paper. If the statement is longer than this, then for reasons of cost, only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the committee. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record (available from Democratic Services).

We will try to remove personal information such as contact details. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement

contains information that you would prefer not to be in the public domain. Public Forum statements will not be posted on the council's website. Other committee papers may be placed on the council's website and information in them may be searchable on the internet.

Process during the meeting:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on statements or petitions.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute.**
- If there are a large number of submissions on one matter a representative may be requested to speak on the groups behalf.
- If you do not attend or speak at the meeting at which your public forum submission is being taken your statement will be noted by Members.

Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all Full Council and Cabinet meetings and some other committee meetings are now filmed for live or subsequent broadcast via the council's [webcasting pages](#). The whole of the meeting is filmed (except where there are confidential or exempt items) and the footage will be available for two years. If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.



Bristol City Council Minutes of the Audit Committee



24th March 2017 at 9.30 am

DISCLAIMER

The attached Minutes are DRAFT. Whilst every effort has been made to ensure the accuracy of the information and statements and decisions recorded in them, their status will remain that of a draft until such time as they are confirmed as a correct record at the subsequent meeting

Committee Membership:-

Councillor Nicola Beech; Councillor Nicola Bowden-Jones; Councillor Helen Godwin; Councillor Gary Hopkins; Councillor Olly Mead; Councillor Liz Radford; Councillor Clive Stevens.
Independent Member(s): Ken Guy, Vacancy

Members Present:-

Councillor Nicola Beech; Councillor Nicola Bowden-Jones; Councillor Helen Godwin; Councillor Gary Hopkins; Councillor Olly Mead; Councillor Liz Radford; Councillor Clive Stevens.
Independent Member(s): Ken Guy

Officers in Attendance:-

Alison Mullis/Melanie Henchy-McCarthy Chief Internal Auditor, Greg Rubins - BDO External Auditors, Denise Murray Service Director (Finance), Nancy Rollason Service Manager Legal & Democratic Services, Steve Gregory Democratic Services.

1. Welcome, introductions, apologies and safety information

No apologies received.

2. Declarations of Interest

None declared.

3. Minutes of 27 January 2017

The Minutes of the 27 January 2017 were agreed as a correct record.

4. Action sheet 27 January 2017

The Action sheet was noted.

5. Public forum

None received.



6. Work Programme

The Work Programme was noted.

7. Update on Council's Control Framework (based on the work of Internal Audit)

The Committee received a report from the Head of Internal Audit in respect of a dashboard view of the control framework within the Council, based on the work of Internal Audit (IA) during the period of 1st April 2016 – 28th February 2017.

The Committee discussed the contents of the report and arising from this the following key points were made or clarified –

Figure 1 - Residual Level of Risk & Figure 2 - Risk Trend

1. Noted that there had been an increase in red indicators and a decrease in amber and green indicators. Members were informed that the increase in red indicators needed to be understood in context as this was consequent upon the work that was done and where attention was being focussed eg known poorer areas of service provision and schools governance which had not been investigated for a number of years;
2. Recent staff reductions in the Internal Audit team required remaining resources to focus on high risk areas so it was likely that the red indicator trend would increase in the short term;
3. The Audit Plan would in future identify key high risk areas so that progress could be made;
4. It was emphasised that amber should not always be seen as a potential problem as it might mean that the service area was not 'very good' but improvements were ongoing. The information was effectively a 'snapshot' of evidence found at the time of the audit;
5. The next report would update on all these areas and a narrative would be provided to outline the peaks and troughs of performance and the overall direction of travel;
6. Some areas had not responded to internal audit recommendations for various reasons eg, finance, procurement, projects. It was thought that this was down to embedded cultures and inability to prioritise internal audit recommendations. It was vitally important that these areas of service be fed into the Audit Plan to ensure that improvements would be made;
7. With regard to cultural aspects it was recognised that scrutiny commissions had a role to play in terms of providing an influence on how work was done;
8. Some members felt that in serious cases internal audit should effectively 'name and shame' senior managers and that they be invited to the Audit Committee to help find a positive way forward;
9. Members were assured that going forward all areas of poor performance would be reviewed to ensure that the right skills and capacity was in place to make significant improvements. A report would be brought to the Audit Committee which would show where senior officers were being challenged to make significant improvements to their areas of work and service provision;

Figure 3 - Level of Assurance



10. Regarding 'Assurances' members were advised that the amber indicator did not mean 'bad' performance but doing the bare minimum. Assurance was given that this would be followed up proactively until a green indicator was achieved including the involvement of directorate leadership teams where necessary;
11. The Committee noted staffing reductions had impacted internal audit function but that ongoing work was more focussed and that statutory minimum requirements were consistently met;
12. It was recognised that it was vital that the scope of future audit need to be clearly defined and more clarity given regarding what was being measured;
13. With regard to the new Payroll project members were assured that there was no risk of staff not being paid. It was acknowledged that the new system still had issues to be resolved and that in the meantime the existing system was being adequately supported to ensure continuity of the service;
14. Safeguarding (Adults) issues about deprivation of liberty assessments not being completed. This was being audited again and a report back would be made when completed;
15. Neighbourhoods sport centres contract issues around financial vetting of contractor not being completed and risk of potential failure, procurement team would be asked to attend a future audit committee meeting to update members;
16. Recruitment and Selection - Disclosure and Barring Service checks not taken place, some in critical areas, update to be given to members;
17. Disclosure and Barring Service, checks for Councillors was discussed amid serious concern that this was not routinely done. Members were advised that Councillors were not legally obliged to be DBS checked and it would normally only be done on a case by case basis. Members considered if this should be raised as an issue of concern or perhaps the Council could consider optional checks for certain councillors. The Service Manager Legal & Democratic Services undertook to look at this matter and produce a report to explain the issues and consider where the report should go for formal consideration;
18. Internal auditor agreed to include an extra column showing progress in future updates;

Figure 4 - Potential Recoverable Savings and Cost Avoidance

19. Housing (right to buy) comparator to be included in future report to show trend;
20. Savings had been identified in a number of areas;
21. Blue badge fraud being prioritised and an 'amnesty' project about to be launched. Members suggested that parking services also be asked to assist with blue badge fraud as this was an area of concern.

Resolved – that, subject to the comments made during the discussion, the report be noted.

8. Internal Audit Draft Annual Plan for 2017/18

The Committee received a report from the Head of Internal Audit in respect of a Draft Internal Audit Plan regarding detailed planned audit work for 2017/18.

The Committee discussed the contents of the report and arising from this the following key points were made or clarified –

1. Regarding consultation (2.4) in future scrutiny commission members would be included;



2. A member expressed concern that the Bundred report was not on the agenda. Service Director (Finance) explained that the Overview & Scrutiny Management Board was leading on this. With specific regard to governance issues the opinion of the Chair and Vice Chair of the Audit Committee would be sought;
3. For future work the Audit Committee Terms of Reference would be revised with particular emphasis on its governance role. A special meeting could look at this or the Chair and Vice Chair of the Audit Committee could oversee informally with an option for an additional meeting. Notwithstanding that additional training sessions might be necessary regarding any changes to how the Audit Committee might work in the future;
4. Contract renewals needed to be reviewed as some contracts were not being flagged up in advance in the Council's Forward Plan which could lead to contracts needing to be extended and thereby waste money by not entering into a properly negotiated contract;
5. It was suggested that the App store was a security risk and could present the Council with a significant cost risk if councillors downloaded apps and charged them to the Council, equally high data usage cost the Council money. Noted that this issue was already being looked at by internal audit team;
6. A clear timetable would be produced for the Audit Plan once all the work areas and associated consultation with partners had been completed. Progress reports would be made to the Audit Committee so that members were kept fully informed.

Resolved - that, subject to the comments made during the discussion, the report be noted.

9. Money Laundering Policy Update

The Committee received a report from the Service Director Finance & S.151, in respect of a review of the Money Laundering Policy and guidance that had been undertaken to simplify and clarify guidance for work colleagues.

The Head of Internal Audit advised members that the Money Laundering officer would be the Section 151 officer subject to approval by Cabinet.

Resolved – that the report be noted.

10. BDO Audit Plan 2016/17

The Committee received a report from BDO the Council's external auditors in respect of the Audit Plan 2016/17 and which set out the work BDO would carry out in discharging their responsibilities to give an opinion on the Council's financial statements and a conclusion on the Council's value for money. The plan set out BDO's responsibilities under the Code of Audit Practice and included an outline of the key issues relevant to the audit of the financial statements and an initial assessment of the key risks.

Key points raised were that due to the Council's large budget deficit, value for money was now essential and that mitigation of reductions in expenditure continued to take place robustly.

Resolved – that the report be noted.

11. BDO Annual Fee Letter



The Committee received a report from BDO the Council's external auditors in respect of the Annual Audit Letter.

Resolved – that the report be noted.

12. Honorary Aldermen nomination

The Committee received a report from the Service Director Legal & Democratic Services to consider and decide whether a nomination for Honorary Alderman should be recommended to Full Council for approval.

After due consideration of the unique circumstances surrounding the nomination in this case, due to the Member dying in office, it was proposed and seconded that the nomination be agreed in principle subject to checking with the nominees family for their approval.

On being put to the vote there five in favour and two abstentions, the motion was therefore carried.

Resolved – that, given the exceptional circumstances in this case due to the Member dying in office, the nomination for Honorary Alderman, as nominated by the respective political group be approved subject to checking with the nominees family for their approval, and that a recommendation to Full Council on the appointment of a new alderman be made.

13. Information item - Whistleblowing Arrangements Governance

The item was noted.

Meeting ended 12.50 pm



Audit Committee Action Sheet – 24 March 2017

Action number	Item/report	Action and Deadline	Responsible officer	Action taken
1	Work programme	Training of members to be arranged in relation to draft Statement of Accounts including implications of Bundred report.	MHC/AM	Complete. Statement of Accounts and Annual Governance Statement training provided 26/5/17. Chair has raised Bundred report with the Mayor.
2	Update on Council's Control Framework (based on the work of Internal Audit)	Disclosure and Barring Service checks not taken place - some in critical areas, update to be given to AC members. Report to be brought to a future meeting of the Audit Committee	NR	Added to work programme.
3	“	Blue badge fraud issue to be raised with Parking Services	MHC/AM	In discussion with Parking Services. Aiming to undertake joint exercise with the Police later in the summer.
4	Internal Audit Draft Annual Plan for 2017/18	Scrutiny Commissions to be included in the consultation process perhaps annually	MHC/AM	To be reviewed during 2018/19 planning process.
5	“	Downloading of Apps by Councillors risk of being charged. Officers investigating to be made aware of	MHC/AM	Pending

Action number	Item/report	Action and Deadline	Responsible officer	Action taken
		AC's concerns		

**AUDIT COMMITTEE
DRAFT WORK PROGRAMME 2017/18**

Meeting Date	Report Author	Report Details	Routine Work Programme/ Other?	Officer Providing Report	Presented Y/N	Comments:
23rd June 2017 (AGM)	External Audit: Internal Audit: Finance: Legal:	Confirm Dates and Times of Meeting Update Report Audit Committee Annual Report to Full Council Internal Audit Annual Report Draft Annual Governance Statement Draft Statement of Accounts 2016/17 Member Standards items: Information Items: None	Routine Routine Routine Routine Routine	Steve Gregory External Audit Lead Head of Internal Audit Head of Internal Audit Head of Internal Audit Service Director - Finance		Note: suggested timing re June 2018
28th July 2017 9.30am	External Audit: Internal Audit: Finance: Legal	Audit Committee Effectiveness Review Update Report Terms of Reference for Peer Review of Internal Audit Service Risk Management Policy Update Internal Audit Update External Auditor Appointment Process Update Member Standards items: DBS Check Requirements for Members. Information Items: None	Routine Routine Routine Routine Routine Ad hoc Requested	Head of Internal Audit External Audit Lead Head of Internal Audit Head of Internal Audit Head of Internal Audit Service Director Finance/ Head of Internal Audit Legal and Democratic Services		
22nd September 2017 9.30am	External Audit Internal Audit Finance Legal	ISO 260 Report Final Annual Governance Statement 2016/17 Internal Audit Update and Governance Dashboard Corporate Risk Register Update Final Statement of Accounts 2016/17 Treasury Management Annual Report 2016/17 External Auditor Appointment Process Update Member Standards items: Information Items:	Routine Routine Routine Routine Routine Routine Ad hoc	External Audit Lead Head of Internal Audit Head of Internal Audit Head of Internal Audit Service Director - Finance Service Director - Finance Service Director Finance/ Head of Internal Audit		

Meeting Date	Report Author	Report Details	Routine Work Programme/ Other?	Officer Providing Report	Presented Y/N	Comments:
		Directorate Risk Register Ombudsman Letter				
24th November 2017 9.30am	External Audit Internal Audit Finance: Legal	Annual Audit Letter Internal Audit Update and Governance Dashboard. Update - CIPFA Code of Practice on Managing the Risk of Fraud and Corruption Code of Governance Update Annual Governance Statement Update and Action Plan Treasury Management Half Year Report Member Standards items: Information Items: Directorate Risk Register	Routine Routine Routine Routine Routine Routine	External Audit Lead Head of Internal Audit Head of Internal Audit Head of Internal Audit Head of Internal Audit Service Director Finance		
26th January 2018 9.30am	External Audit: Internal Audit: Finance: Legal	Grants Audit Results of Peer Review of Internal Audit Service Annual Governance Statement Update and Action Plan Annual Whistleblowing Review External Auditor Appointment Process Update Member Standards items: Information Items: Directorate Risk Register	Routine Routine Routine Routine Ad hoc	External Audit Lead Head of Internal Audit Head of Internal Audit Head of Internal Audit Service Director Finance/ Head of Internal Audit		
23rd March 2018 9.30am	Training External Audit Internal Audit	Statement of Accounts Annual Governance Statement Audit Committee Effectiveness - Self Assessment Review Audit Approach and Planning Letter Draft Annual Plan 2018/19 Audit Committee Annual Report to Full Council Corporate Risk Register Update Annual Fraud Update and Policy Review Annual Governance Statement Update and Action Plan Information Items: Directorate Risk Register	Training Training Routine Routine Routine Routine Routine Routine Routine	Service Director Finance Head of Internal Audit Head of Internal Audit External Audit Lead Head of Internal Audit Head of Internal Audit Head of Internal Audit Head of Internal Audit Head of Internal Audit		
25th May 2018 9.30am	External Audit	Update Report	Routine	External Audit Lead		

Meeting Date	Report Author	Report Details	Routine Work Programme/ Other?	Officer Providing Report	Presented Y/N	Comments:
<i>change to early June re draft account sign off</i>	Internal Audit	Internal Audit Annual Report Draft Annual Governance Statement 2017/18	Routine Routine	Head of Internal Audit Head of Internal Audit		
	Finance	Draft Statement of Accounts 2017/18 Accounting Policies	Routine Routine	Service Director - Finance Service Director - Finance		

Audit Committee

23rd June 2017



Report of: Head of Internal Audit

Title: Internal Audit Annual Report 2016/17

Ward: Citywide

Officer Presenting Report: Alison Mullis/Melanie Henchy-McCarthy – Head of Internal Audit – Job-share. Jonathon Idle – Interim Chief Internal Auditor

Contact Telephone Number: 01179222448/0117922063

Recommendation

The Audit Committee receive and note this report as a source of assurance regarding the risk, control and governance environment across the Council. The Committee may wish to consider the issues identified in section 3 of the report as potential areas relevant to their annual work programme. The report was presented to the Cabinet Member for Finance, Governance and Performance on 14th June 2017.

Summary

The report provides details of the work completed by Internal Audit during 2016/17 and the Head of Internal Audit's opinion on the control, risk and governance environment.

The significant issues in the report are:

- The Head of Internal Audit's opinion on the control, risk and governance environment, (Section 2 of the report)
- The work completed by the Internal Audit Team from which that opinion is derived (Section 3 and Appendix A to the report)
- Areas of risk exposure identified by the Audit Team (Section 3)
- The Audit Teams Performance and compliance with their professional standards (Section 4)

Policy

1. Audit Committee Terms of Reference.

Consultation

2. **Internal**
Not Applicable.
3. **External**
Not Applicable.

Context

4. Public Sector Internal Audit Standards (PSIAS) require that a report on the work of Internal Audit should be prepared and submitted to Audit Committee annually. Accordingly, the Internal Audit Annual Report is prepared and submitted to both the Executive and the Audit Committee. Additionally, in year update reports have periodically been provided to the Committee and the Executive detailing key issues arising throughout the year. The report being submitted at this time is the Annual Report of Internal Audit activities during the financial year 2016/17.
5. The PSIAS detail the following requirements in respect of annual reporting: “The Head of Internal Audit must provide an annual report to the organisation timed to support the Annual Governance Statement. This must include:
 - An annual opinion on the overall adequacy and effectiveness of the organisations governance, risk and control framework;
 - A summary of audit work from which the opinion is derived;
 - A statement on conformance with the PSIA and the result of the audit quality assurance and improvement programme;
 - Disclosure of any qualifications to the opinion, together with the reasons for the qualification;
 - Disclosure of any impairments (in fact or appearance) or restriction in scope;
 - A comparison of the work actually undertaken with the work that was planned and a summary of the performance of the internal audit function against its performance measures and targets;
 - Any issue the Head of Internal Audit judges particularly relevant to the preparation of the Annual Governance Statement.”
6. The issues detailed in the attached report have been considered by the City Council in the formulation of the draft AGS for 2016/17. The report has also been considered by the Extended Leadership Team (ELT) who will support and monitor improvement actions required.
7. The Audit Committee’s Terms of Reference include ensuring that Internal Audit is effective. Section 5 of the Annual Report sets out performance information to enable the Committee to continually assess and consider the effectiveness of internal audit.

Proposal

8. The Audit Committee receive and note this report as a source of assurance regarding the risk, control and governance environment across the Council. The Committee may wish to consider the issues identified in section 3 of the report as potential areas relevant to their annual work programme.

Other Options Considered

9. Not applicable

Risk Assessment

10. The work of Internal Audit minimises the risk of failures in the Council's internal control, risk management and governance arrangements, reduces fraud and other losses and increases the potential for prevention and detection of such issues. Areas of significant risk are detailed in the report.

Public Sector Equality Duties

- 11a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following "protected characteristics": age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
 - i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - tackle prejudice; and

- promote understanding.

11b) No equality impact assessment is necessary for this report. The matters concern internal control, governance and risk management processes only.

Legal and Resource Implications

Legal

No advice sought.

(Legal advice provided by N/A)

Financial

(a) Revenue

None arising from this report.

(b) Capital

None arising from this report

(Financial advice provided by N/A)

Land

Not Applicable

Personnel

Not Applicable

(Personnel advice provided by N/A)

Appendices:

Appendix 1- Internal Audit Annual Report 2016/17

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

- Various Audit Files
- Public Sector Internal Audit Standards 2017 and Local Government Application Note



BRISTOL INTERNAL AUDIT

Information Classification: Level 1 Due care

INTERNAL AUDIT: ANNUAL REPORT 2016/17

Date: June 2017

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9	Appendix A: Summary of Internal Audit work completed or in progress during the period.	
10	Appendix B: Summary of Audit Opinions Used.	

1. Purpose of this Annual Report

1.1 This Annual Report provides a summary of the work completed by Internal Audit (IA) during 2016/17. Its purpose is to:

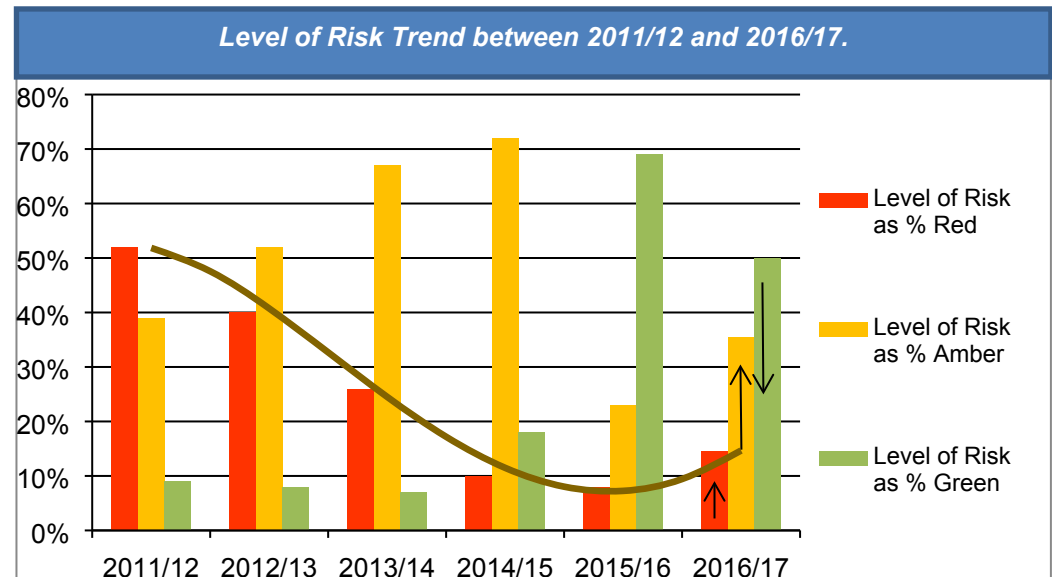
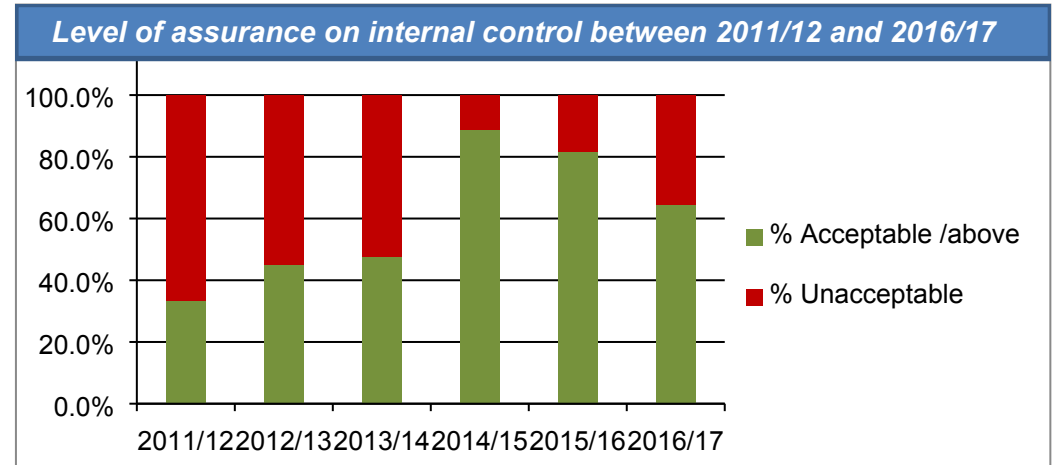
- Provide the Head of Internal Audit's (HoIA) annual opinion on the overall adequacy and effectiveness of the Council's governance; risk management and control framework during 2016/17 to support the preparation of the Annual Governance Statement;
- Provide a summary of the work completed from which the opinion is derived;
- Draw attention to areas of significant risk exposure which need corrective action to improve the control framework;
- Consider the performance and contribution of the Internal Audit service.

2. Head of Internal Audit Opinion and Key Headlines:

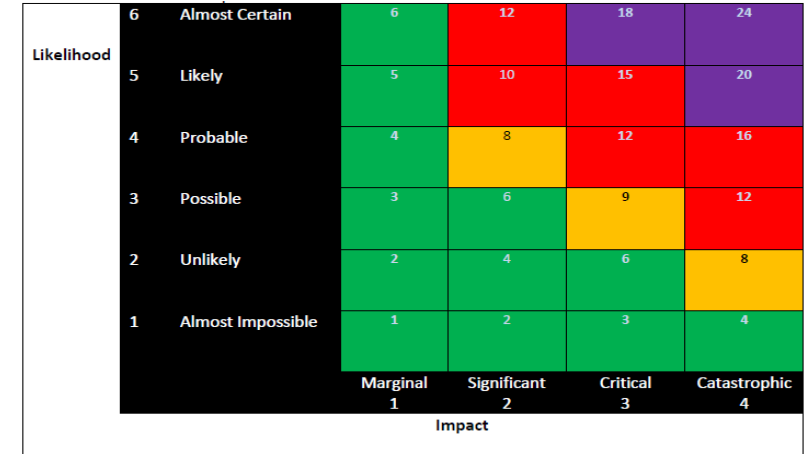
2.1 This report provides a summary of the work undertaken by Internal Audit in the financial year 2016-17 and the results of that work. From the work undertaken during the year, our overall opinion on the adequacy of the Council's arrangements for Corporate Governance, Risk Management and Internal Control is that:

- Only **limited assurance** can be given that the framework of control is adequate. In 36% of areas examined, controls were not operating effectively.
- There has been a **further decline** in the number of audit reviews concluding that 'acceptable' or 'good' controls were in place from 82% in 2015/16 to 64% in 2017/18. This trend is worrying and means that the level of risk in the Council's control systems is increasing. (see right)
- The level of **implementation of Internal Audit recommendations is unsatisfactory**. Recommendations resulting from Internal Audit reviews are made in order to achieve improvement to the Council's control framework, therefore it is of concern that of the recommendations followed up during 2016/17, only 31% have been fully implemented, with 39% only partially implemented. 30% have not been implemented at all. Additionally, only 35% of our highest priority recommendations had been implemented.

This is likely to be reflective of the changing nature of the public sector and the continuing state of change being experienced across the Council as resources reduce. Whilst this change is necessary, and some loss of control is to be expected whilst new ways of working are established and embedded, a strong control environment is also crucial to ensure the resilience of the Council going forward.

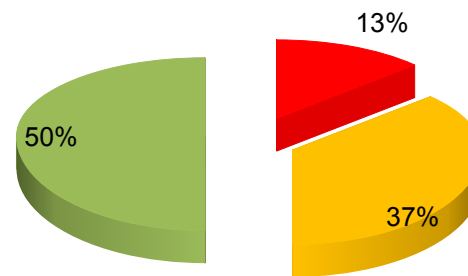


- 2.2 Our opinion is based on evidenced assessment of the control framework in a number of areas in accordance with our annual plan. Full details of the work we have completed can be seen in Appendix A together with the opinions we have formed for each review. For each audit review completed, an audit opinion is formed as set out in Appendix B.
- 2.3 Using the audit opinion as an indicator of how likely things are to go wrong and considering the impact of the area under review on achievement of the Council’s objectives, a level of risk to the Council is determined using the Corporate risk matrix (see figure on right). In making this assessment the guidance parameters in the Risk Management Policy are used
- 2.4 Full details of the opinions and risk levels formed for each review completed during 2016/17 and the associated risk level can be seen in Appendix A, which is summarised below:



Opinion	No of Audits
Good Control	7 (11%)
Acceptable Control	33 (53%)
Partial Control	22 (36%)
No Control	0

Levels of Risk for Reviews in 2016/17:



- 2016/17 Arrangements:**
- Programme/Project Governance (Bristol Workplace, HR Payroll System implementation, Improving Tenants Experience)
 - Capital Programme Board Effectiveness
 - Safeguarding Adults
 - Budgetary Control – People
 - Partnership Governance

3. Areas of Risk Exposure:

- 3.1 In planning to be able to conclude an opinion on the whole risk management, governance and internal control framework, audit work is framed around 8 key lines of enquiry. Appendix A details which key line of enquiry each piece of work relates to. Our conclusions in each area are as follows:

Corporate Governance Arrangements:

A number of Internal Audit reviews (either planned or requested during the year) have identified issues around governance processes that needed improvement including:

- A need for stronger and more transparent decision making processes was identified in post programme review of the Bristol Workplace Programme.
- A review of the effectiveness of the Capital Programme Board found ineffective challenge of overspends and forecasting and insufficient information being provided to facilitate effective monitoring of projects.
- Two draft reports of arrangements in place when working with partners identified the need for stronger governance arrangements to ensure that Council (and partner) expectations are being met from the investments made in them and that risk and accountability is clear.
- Improvements were required in our process for declaration of interests by employees.
- Improvements to the complaints process were also identified.
- A gap in the whistleblowing procedures has also been identified and we have worked with the HR team to change these.

During the year, the Council was subject to an independent external review of the governance in place within the Council, more specifically, within its Change Programme. The outcome is well publicised and the Council has published its improvement plan to address the concerns raised.

Risk Management

Our involvement in facilitating risk management leaves us well placed to form a view on the robustness of risk management arrangements at the Council. Whilst the Council has a policy detailing its approach to risk management and a series of strategic risk registers (the Corporate Risk Register (CRR) and Directorate Risk Registers (DRRs) which have been updated during the year, the CRR has yet to be aligned to achievement of the new 2017/18 – 2021/22 strategy, which proposes changes in the way the Council provides its services, which will impact on the corporate risks faced by the Council.

Additionally, service planning is not yet consistently developed to help consideration of risk to embed. Directorate Risk Registers (DRR) have continued to be scrutinised by the respective Scrutiny Commissions, however linkage and escalation between the Directorate and Corporate Risk Registers could be improved and the review of risk registers needs to be iterative and ensure forward

looking consideration of risk.

An early audit of Adult safeguarding processes (a key mitigation to the Corporate risk around safeguarding) identified a back log of deprivation of liberty assessments and errors in information held regarding the prioritisation of cases. Additionally, statutory safeguarding training had not been delivered although we are aware that this aspect has now been addressed.

Financial Control

A number of reviews around financial governance and control have been completed with mixed results.

- **Partial** control was concluded in the People Directorate Budgetary control – improvements to use of management information to support accurate budget forecasting is essential.
- **Partial** control was concluded in the General Ledger Movements review due to partial controls in areas such as the accuracy of accruals and the requirement for further guidance and training for budget managers.
- **Partial** control was concluded at draft reporting stage regarding the control of Purchase Cards as there was no central responsibility for the cards or any control over their issue.
- **Acceptable** control was found in areas such as **Payments to Day Care Centres** and **Housing Benefits** administration, although benefit overpayment recovery processes need improvement.
- **Bank Reconciliation** process, whilst having improved remains reliant on spreadsheets, which makes the process vulnerable to error.
- **Financial Regulations**- work on this has continued during the year, with a summary statement to be inserted into the Constitution when it is revised. A fully revised set of regulations is scheduled to be available by end of September 2017.
- **Grant Certification** - Full details of all the grant claims we have certified are included in Appendix (A). There were no particular issues raised with the grants we certified, however there have been issues with regards to the process for obtaining a certified grant claim, where the current finance check-list process has not been consistently applied. Additionally, this has increased the risk of allowable grant funding not being fully claimable.

Change Programme and Project Management

During the year the team have worked with project teams for ongoing project and reported during the project life-cycle as follows:

- HR Payroll System Implementation – Red risks were reported regarding likely overspends and project delays. This project has now closed.
- Improving Tenants Experience Project – our second report to the project team advised them that we are currently unable to provide them with assurance that the project will deliver on time as issues around interfaces previously reported had yet to be resolved. Additionally concerns were raised regarding the quality of data for migration. The project team advise this has now been resolved but we have yet to confirm that. A revised implementation plan, agreed with the system provider, has not yet been made available to us as evidence that plans are in place to achieve the new implementation deadline.

Additionally, we completed a post project review of the Bristol Workplace Programme. Significant learning from this needs to be recognised in the new programme governance arrangements. Talks have already commenced with the Programme Management Office to ensure that processes include the escalation of audit concerns to the Delivery Executive for future programmes and to

ensure audit involvement in key projects at an earlier stage.

Procurement and Commissioning

Reviews in two areas of procurement, identified improvements are required to strengthen the following aspects of procurement:

- Improvements required in tendering process including clarity in specification setting
- Significant use of waivers in the procurement of goods and services.
- Weaknesses in contract monitoring including the need for improved pre-planning prior to the end of contracts.

Information Security

Three reviews in this area all concluded partial control:

- Network Security
- Website Resilience
- Cyber Security

Asset Management

A review in this area concluded controls were generally acceptable. However improvements were still identified:

- Sale and Disposal of Council Property. This review identified that schemes of delegation and policies for sale and disposal of assets are out of date and in need of review. Valuations also need to be re-assessed where there is a significant lapse of time between the valuation and the final sale. There is also a need to raise awareness of money laundering matters within the property team.

Counter Fraud Arrangements

The Council has a strong counter fraud policy and arrangement that are generally in line with best practice. A review of the Council's position related to the CIPFA Code of Practice on Managing the Risk of Fraud and Corruption needs to be reported to the Audit Committee in 2017/18. A proactive approach is taken to fraud which means that fraud risks are well understood and tackled appropriately. Whilst, like at all Council's, fraud occurs, arrangements are in place to ensure it is investigated and control improvements recommended where processes are found to be needing improvement. Fraud prevention controls were found to be good in the areas of homelessness and National Non- Domestic Rates (NDR) fraud and acceptable in the area of Right to Buy. Although not formally reviewed, we have worked with Housing staff to review fraud prevention methods for housing allocations and made recommendations to them.

- 3.2 In concluding audit reviews, where gaps in the control framework are identified, recommendations are made for improvement. It is the responsibility of management across the Council to ensure that those recommendations are implemented in line with the action plans and timeframes agreed when concluding each Audit Report. A quarter 4 follow up review of reports issued in year has identified issues with non-implementation of recommendations. Of the recommendations followed up during 2016/1, only 31% have been fully implemented, with 39% partially implemented and 30% not implemented at all. Additionally, only 35% of high risk recommendations had been implemented. Areas

where non-implementation has been identified will be escalated to Management via DLT's in 2017/18. During 2017/18, the audit team will concentrate on improving follow up and escalation processes to support senior management and the Audit Committee in ensuring that improvements are made.

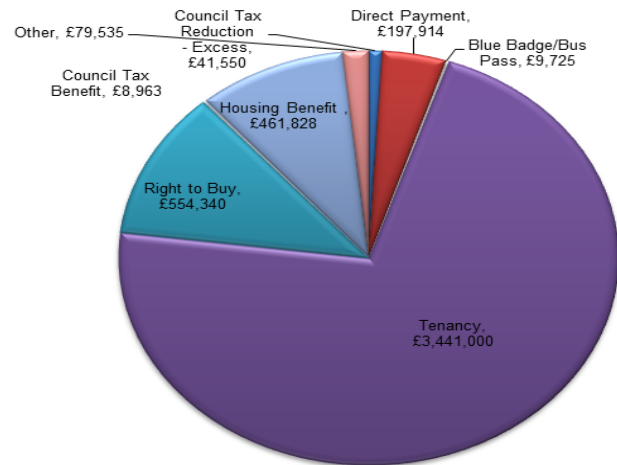
4. Internal Audit Service Performance and Contribution:

- 4.1 It is important that Internal Audit demonstrates its value to the organisation. The service provides assurance to Members and management via its programme of work and also offers support and advice to both organisations on a range of governance, risk and control matters making recommendations to improve the value for money for the service under review. The value of this element of our work is difficult to measure. However, in addition the team also demonstrates value as follows:

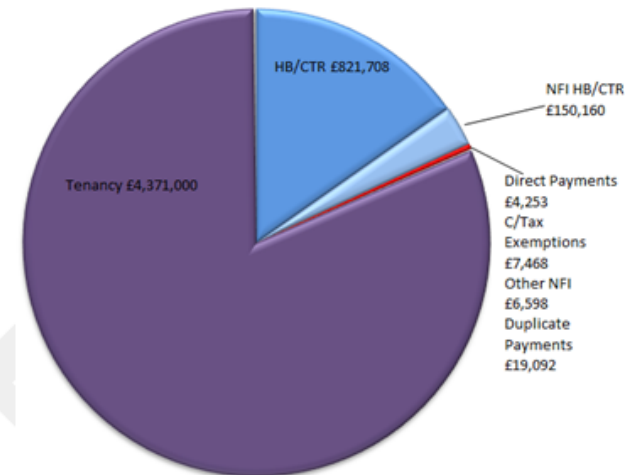
Savings Identification:

- 4.2 The Internal Audit investigations team provide the Council's counter fraud response, covering not only the investigation of allegations of fraud but also proactive fraud work, value for money reviews and proactive fraud prevention work. Significant savings are generated from Counter Fraud work undertaken by the Internal Audit Investigations team, with a comparison against 2015/16 savings, are detailed below

Potential Savings/Cost Avoidance identified in 2016/17



Potential Savings/Cost Avoidance identified in 2015/16



- 4.3 The Investigations Team recovered 37 properties to be returned into housing stock in 2016/17 which wholly supports Mayoral objectives to increase the availability of Housing across the city. The tenancy fraud savings noted above are notional, based on a national estimated £93,000 cost avoidance per property. Notional figures are also used to calculate cost avoidance value for Right To Buy (RTB) properties recovered and Blue Badge/Bus Concessionary passes cancelled.
- 4.4 Our potentially recoverable savings for 2016/17 are down on the previous year at approximately £800,000 against a figure of £1,009,000 for 2015/16. This is due to a reduction in the Team's capacity and further work directed to RTB cases, where not only is the Council at risk of providing a large discount of on a property from its housing stock, it also loses that property for rental to those in need.

Other Counter Fraud Work:

- 4.5 The National Fraud Initiative is a national data matching exercise that is mandatory for all Local Authorities and involves matching key data-sets such as tenancy records, council tax records, personal budgets etc. across each other and other Local Authorities. Work has only recently commenced on the latest output and has identified savings of £176k largely in relation to Residential Care. £115k relates to Funded Nursing Care which is paid on behalf of the NHS £61k relates to care paid for by Bristol City Council. These figures are not included in figure (5) above but will be reported in 2017/18 reporting cycles.
- 4.6 The Investigations team is also on hand to investigate all fraud referrals. A number of other fraud/irregularity investigations were undertaken during the year, of which nine identified potential savings and resulted in one employee being dismissed. This included 355 Single Person Discount (SPD) and Council Tax Reduction (CTR) cases that were initially reviewed and reduced to 105 cases for further investigation. Additionally, 17 cases were referred to the Department of Work and Pensions (DWP) for further action.
- 4.7 The Team continues to work with the Police and the DWP, providing information to assist their investigations. Additionally, the team receive requests to share our best practice in respect of their tenancy fraud success – notably, this year, members of the team were asked to present at a 'Housemark' sustainability conference.
- 4.8 The Team worked with HR to develop a process for reporting and recording 'Whistleblowing' allegations, as well as reviewing the Money Laundering Policy and guidance. A revised E Learning fraud module has been developed which will be rolled out in early 2017/18 and work is also underway to provide fraud training to social workers and schools.

Grant Certification:

- 4.9 Where a grant giving body requires an internal audit certificate before releasing payment, the team carries out work to verify and certify amounts that the Council can claim. Without this certification, grants may become repayable. 13 such grant claims were certified during 2016/17.

Performance Against Targets:

- 4.10 Overall, it has been a challenging year for the Internal Audit Service with a number of vacancies carried throughout the year. We have however been able to meet our target for the delivery of statutory assurance work, including certification of all the grants that required Head of Internal Audit sign-off.
- 4.11 Internal Audit completes an annual self-assessment of its compliance with the requirements of the Public Sector Internal Audit Standards (PSIAS) and CIPFA's Local Government Application Note (LGAN). The purpose of the self-assessment is firstly to provide assurance to the Audit Committee and management that Internal Audit is compliant with the PSIAS and that consequently they can rely on the work of Internal Audit, and secondly, to further enhance delivery of the internal audit function through the identification of opportunities for development.
- 4.12 Overall, the self-assessment has concluded that Internal Audit was generally compliant with the PSIAS requirements but areas for improvement have been identified and included in a draft Quality Assurance and Improvement Plan which will be finalised and brought to the Audit Committee to monitor improvements:
- The Head of Internal Audit currently facilitates the corporate risk approach and the collation of assurances/evidence to support the Annual Governance Statement. Whilst this work aligns well to the work undertaken to by Internal Audit, it does mean the team is functionally involved in these areas which could limit its independence in these areas. However, the Annual Governance Statement is assessed by External Audit providing an independent view on the accuracy of the statement and at such times when risk management arrangements are felt to be robust, an independent external review of those arrangement will be commissioned
 - Resourcing and skills within the team are currently being re-assessed given the changing nature of the organisation. Once this is complete, a final structure for delivery of the service and a training strategy will be developed
 - Improvements are required to our reporting, follow up and escalation policy and processes. This will need to ensure going forward that where recommended improvements to the control, risk and governance framework are made and agreed, non-implementation is brought to the attention of senior management and the Audit Committee and managers held account for this.
 - The team has yet to develop assurance mapping for governance and risk processes to ensure that all sources of assurance are understood.
 - Performance appraisal of Head of Internal Audit has not happened.
- 4.13 A peer review of Internal Audit has been commissioned in 2017/18 to provide the required external assessment of compliance with PSIAS.
- 4.14 In a move to monitor output/outcome rather than input/process measurement, we have reduced our reportable performance targets to the following: For 2016/17 our year end performance was as follows:

Value for Money Indicators	2016/17 Actual	2016/17 Target	2015/16 Actual
<i>High/Medium recommendations Implemented or Escalated</i>	31%	90%	82%
<i>No. of Properties recovered by tenancy fraud work.</i>	37	40	47
<i>% of planned Statutory Assurance work completed/in progress</i>	90%	90%	90%
<i>% of QAQs with a score of 4 or more (Customer Satisfaction)</i>	92%	90%	85%

Table (2) Internal Audit performance against Performance Indicators for 2016/17

4.15 The Team has performed well in the following important areas:

- % of statutory audits completed or in progress at the year end was on target. This ensures we are positioned to inform our opinion on the overall control, risk and governance environment.
- Our customer satisfaction ratings have increased from 2015/16.

4.16 There are some areas where we need to improve our efforts in 2017/18 and going forward:

- Implementation or escalation of recommendations – paragraph 3.2 provides fuller details
- Tenancy recoveries are down on the previous year. This was due in part to a particularly strong year in 2015/16 but also the temporary loss of expertise in tenancy fraud work for part of the year. Additionally, a developing trend in court for stronger evidence before eviction and the loss of a dedicated legal resource to advise on pursuing fraud cases had made it more difficult to progress some cases. The investigations team were functioning on reduced resources due to the spending freeze in the last quarter of the year due to the loss of 0.5fte of an audit manager.

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4.17 The following table demonstrates that actual coverage in terms of work type was broadly in line with that planned, however throughout the year; the work programme was continually re-assessed to ensure coverage was correctly prioritised:

	% Planned	% Actual
Assurance	39	40
Fraud and Value for Money	46	47
Consultancy/Risk Management	9	6
Income Generating	2	3
Audit Service Development	4	4
Total	100	100

Table (3) Planned coverage against Actual for 2016/17

5. Escalation Matters:

- 5.1 We have been working with DWP management to improve routing of cases referred to ensure they are dealt with correctly as fraud rather than non-compliance. We have a number of concerns which we are planning to bring to the attention of the DCLG to improve the approach to investigation of benefit fraud.
- 5.2 There are no additional matters to escalate other than those detailed within this report.

6. Resources:

- 6.1 During 2016/17, the Internal Audit Service continued to carry vacancies through the spending freeze period. This reduced capacity has impacted on the coverage the service has been able to provide, although we have met our target for the completion of statutory work.
- 6.2 The Service continued to support its apprentice, who has gone on to secure a job elsewhere within the Council, as well as supporting our Audit Assistant, who has now progressed further up the career ladder outside of the Council. The resulting number of vacancies has allowed the Service to look again at the structure and determine how best to staff it going forward, in order to ensure it is fit for purpose in the continually changing environment within the Council. Recruitment to senior posts will be taking place within the first quarter of 2017/18.

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7. Looking Forward:

- 7.1 The Internal Audit Service looks forward to the many challenges facing its own service and across the Council during 2017/18. Specifically:
- Developing and actioning our Quality Assurance and Improvement Programme (QAIP), including the actions resulting from the independent external Governance review mentioned in section 3. The Team has recently been joined with a temporary resource at strategic level to assist in enhancing its service and ensure it is well placed to support the Council going forward in the current risk environment.
 - Targeting a Follow-up and Escalation programme that ensures our recommendations are implemented in a timely manner and managers are held to account for neglecting their responsibilities in terms of internal control. We will be introducing more robust processes for reporting and escalating non implementation to management and Members.
 - Refocussing our involvement in the highest risk change projects/programmes so that we are involved continually during the project life-cycle and our work adds value as the project progresses rather than reviewing projects that have failed for post project learning.

- Strengthening Corporate Risk Management arrangements to ensure they are forward looking rather than retrospective, working with management to find ways to provide greater insight into the Council's risks and how they are managed, as well as embedding risk as business as usual.
- Strengthening the in-year input to the review of the governance framework by implementing a continual in year review with managers and some budget holders to inform the Annual Governance Statement.
- Working with the Audit Committee to support and strengthen its role in pursuance of robust risk management, control and governance arrangements across the Council.
- Further proactive fraud exercises designed to identify savings for the council and developing a more analytical approach to the majority of audit reviews, in order to provide maximum insight into Council operations.
- Develop our working relationship with regard to the Council's wholly owned companies, and establish the level of assurance we can provide.
- Continuing to monitor the impacts on the control, governance and risk management framework resulting from budget reductions across the Council.
- Developing our understanding of the control and governance arrangements for the West of England Combined Authority and how it will impact on the Council's governance and risk arrangements.

8. Context and Compliance:

8.1 Internal audit is an independent, objective assurance and consulting activity designed to add value and improve an organisation's operations. It helps an organisation accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, internal control and governance processes. (Source: Public Sector Internal Audit Standards and Local Government Application Note: Chartered Institute of Public Finance and Accountancy in collaboration with the Chartered Institute of Internal Auditors).

8.2 Internal Audit is a statutory requirement for local authorities. There are two key pieces of relevant legislation:

- Section 151 of the Local Government Act 1972 requires every local authority make arrangements for the proper administration of its financial affairs and to ensure that one of the officers has responsibility for the administration of those affairs
- The Accounts and Audit Regulations 2015 (England) states that "A relevant authority must undertake an effective internal audit to evaluate the effectiveness of its risk management, control and governance processes, taking into account public sector internal auditing standards or guidance"

8.3 Internal Audit independence is achieved by reporting lines which allow for unrestricted access to the Elected Mayor, Chief Executive, Strategic Leadership Team, which includes the S151 Officer, and the Chair of the Audit Committee. The fluidity of the organisation, however, has resulted in limitations being imposed on the work of Internal Audit, specifically in its reporting arrangements.

8.4 Thus, with the changing environment in which the Council has operated in order to achieve effective change, the reporting lines for Internal Audit reports became somewhat blurred during the year, resulting in a loss of impact from the issues identified by the reviews. Internal Audit is, however, currently reviewing its reporting practices with a view to ensuring this limitation does not occur in the future.

Assurance Opinion Work Completed or In progress in period of: 1st April 2016 - 31st March 2017

Key Line of Enquiry Category	Directorate	Subject	Status	Opinion on Level of Control	Residual level of risk on CRR Matrix
Projects/Programme	Resources	Bristol Workplace Programme - Phase 1 - Governance	Complete	Partial	Red
Risk Management	People	Safeguarding (Adults)	Complete	Partial	Red
Projects/Programme	Resources	Payroll/HR - Review of System Implementation Project	Complete	Partial	Red
Projects/Programme	Resources	Payroll/HR - System Implementation Project - role of Contractor	Complete	Partial	Red
Governance	Corporate	Capital Programme and Capital Programme Board	Complete	Partial	Red
Projects/Programme	Neighbourhoods	Improving Tenants Experience (Implementation of new Housing System)	Complete	Partial	Red
Financial	People	Budgetary Control and Forecasting - People	Complete	Partial	Red
Financial	Resources	General Ledger Journal Movements - Control over journals and virement	Complete	Partial	Amber
Information Security	Resources	Network/Desktop Security Review	Complete	Partial	Amber
Information Security	Resources	Website Resilience	Complete	Partial	Amber
Information Security	Corporate	Cyber Security	Complete	Partial	Amber
Financial	People	St Peter & St Pauls Primary School	Complete	Partial	Amber
Financial	People	Compass Point Primary School	Complete	Partial	Amber
Risk Management	Corporate	Corporate Risk Management Improvement	Complete	Interim	Amber
Risk Management	Corporate	Recruitment & Selection (inc Disclosure and Barring Service Checks)	Complete	Interim	Amber
Financial	Resources	ABW - Bank Reconciliation & Income Manager	Complete	Interim	Amber
Governance	Corporate	Hospitality registers and declarations of interest	Complete	Acceptable	Amber
Governance	Corporate	Customer Complaints System	Complete	Acceptable	Amber
Procurement and Commissioning	Neighbourhoods	Sports Centres Contract Monitoring/Commissioning	Complete	Acceptable	Amber
Projects/Programme	Neighbourhoods	Housing Management System	Complete	Acceptable	Amber
Financial	Neighbourhoods	Housing Benefits	Complete	Acceptable	Amber
Counter Fraud	Neighbourhoods	Right to Buy - Fraud Prevention Review	Complete	Acceptable	Amber
HR and Asset Management	People	HR Process Review	Complete	Acceptable	Amber
HR and Asset Management	Place	Sale and Disposal of Council Assets	Complete	Acceptable	Amber
Projects/Programme	Place	Bristol Workplace Programme (BWP) Phase 2 - savings attribution	Complete	Acceptable	Amber
Financial	Resources	VAT	Complete	Acceptable	Amber
Governance	People	Our Lady of the Rosary School – Use of HR Vision ID	Complete	Partial	Green
Counter Fraud	Neighbourhoods	Rogue Landlord	Complete	Acceptable	Green
Financial	People	Ashley Down Primary School	Complete	Acceptable	Green
Financial	People	New Fosseyway School	Complete	Acceptable	Green
Financial	People	Compass Point Children's Centre	Complete	Acceptable	Green
Financial	People	Cheddar Grove Primary School	Complete	Acceptable	Green
Financial	People	Knowle West Early Years Centre	Complete	Acceptable	Green
Financial	People	Bristol Community Links 3 Hubs	Complete	Acceptable	Green
Procurement and Commissioning	People	Payments to Private Day Centres/Residential Care Homes – Payments for services against contractual arrangements	Complete	Acceptable	Green
Financial	People	Broomhill infants school	Complete	Acceptable	Green
Financial	People	Perry Court Primary	Complete	Acceptable	Green
Financial	People	St Werburghs Nursery	Complete	Good	Green
Financial	People	St Barnabas Primary School	Complete	Good	Green
Financial	People	St Pauls Early Years Centre	Complete	Good	Green
Financial	People	Fonthill Primary School	Complete	Good	Green
Financial	People	Which Hazel Road Children's Home	Complete	Good	Green
Counter Fraud	Neighbourhoods	Homelessness - Fraud Prevention Controls Review	Complete	Good	Green
Counter Fraud	Neighbourhoods	NDR Fraud or Evasion	Complete	Good	Green
Financial	People	School Fund Audit Certificates	Complete	N/A	N/A
Financial	People	Collating SFVS Returns	Complete	N/A	N/A

Assurance Opinion Work currently in Draft:

Reasonable Assurance Category	Directorate	Subject	Status	Opinion on Level of Control	Residual level of risk on CRR Matrix
Financial	Corporate	Purchase and Credit Card Controls and usage	In Progress	Partial	Amber
Governance	Corporate	Bristol Is Open - Bristol City Council Monitoring and Governance Arrangements	In Progress	Partial	Red
Governance	Place	IBB - Review of Procurement	In Progress	Partial	Amber
Governance	Place	IBB - Review of grant claim	In Progress	Partial	Amber
Financial	Place	Budgetary Control and Forecasting - Neighbourhoods	In Progress	Partial	Amber

Grant Certification Work - Completed:

Directorate	Subject	Status	Opinion on Level of Control	Residual level of risk on CRR Matrix
CEX	Carbon Efficiency Grant	Complete	Acceptable	Green
Neighbourhoods	Scambuster Grant Audit	Complete	Acceptable	Green
Place	Better Bus Area Fund 2	Complete	Acceptable	Green
Resources	Gigabit Grant	Complete	Acceptable	Green
Neighbourhoods	Disability Facilities Grant	Complete	Acceptable	Green
People	Troubled Families Initiative Grant Certification Process – Complex criteria, Jan Certification process	Complete	Acceptable	Green
People	Troubled Families Initiative Grant Certification Process – Complex criteria, April Certification process	Complete	Acceptable	Green
People	Troubled Families Initiative Grant Certification Process – Complex criteria, Mar Certification process	Complete	Acceptable	Green

Place	A403 Grant	Complete	Acceptable	Green
Place	RIF Grant Monitoring	Complete	Acceptable	Green
Place	Local Growth Fund	Complete	Acceptable	Green
Place	RIF (Jobs Count)	Complete	Acceptable	Green
Place	TQEZ - EDF Grant	Complete	Acceptable	Green

Assurance Work Currently in Progress:

Directorate	Subject	Status
Corporate	Assurance Mapping - Governance Framework including CRR	In Progress
Corporate	Annual Governance Review and Statement	In Progress
Corporate	Mobile Devices Follow up	In Progress
Corporate	DLP Information Security Review	In Progress
Neighbourhoods	NNDR (including monitoring of collection rates)	In Progress
People	Safeguarding (Children's)	In Progress
People	Aids & Adaptions	In Progress
People	Electronic Monitoring System Contracts – Monitoring of providers.	In Progress
People	Foster Care Payments	In Progress
People	Schools Payroll	In Progress
People	Hospital Education Service	In Progress
People	St Mary Redcliffe (Primary)	In Progress
People	Direct payment Fraud Prevention - Follow up	In Progress
Resources	Financial Systems Interfaces	In Progress
Resources	Accounts Receivable	In Progress
Resources	E Returns Income	In Progress

Pro-active Fraud & VfM Agenda:

Directorate	Subject	Status
Corporate	Fraud Loss Profile Tool - research	Complete
Corporate	Fraud Prevention - Fraud and warning bulletins	Complete
Corporate	Fraud Prevention - Business Case - National Fraud Initiative Application	Complete
Corporate	Fraud Prevention - Business Case - ID Validation	Complete
Corporate	Fraud Detection - National Fraud Initiative - Household Composition Pilot	Complete
Corporate	Fraud Reporting - Annual Fraud Update Report	Complete
Corporate	Fraud Reporting - Transparency Code Data Reporting	Complete
Corporate	Fraud Identification - Fraud Hotline	Complete
Corporate	Fraud Reporting - Annual Fraud Survey - CIPFA	Complete
Corporate	Fraud Reporting - Annual Fraud Survey - TEICAFF	Complete
Corporate	Fraud Detection - National Fraud Initiative 2016-17	Complete
Corporate	Fraud Detection - Gain Network /Police Enquiries	Complete
Neighbourhoods	Benefit Fraud Detection - Information Exchange with DWP	Complete
Neighbourhoods	Benefit Fraud Detection - Liaison and Monitoring SLA with DWP.	Complete
Neighbourhoods	Benefit Fraud Prevention - Residual Benefit Fraud Prosecutions	Complete
Neighbourhoods	Council Tax Reduction - investigation work	Complete
Neighbourhoods	Housing Fraud - investigation casework	Complete
Neighbourhoods	Housing Fraud Detection - National Fraud Initiative	Complete
Neighbourhoods	Housing Fraud Detection - Business Case/Research Ilatch System	Complete
Neighbourhoods	Housing Fraud Prevention - awareness training	Complete
Neighbourhoods	Fraud Investigation - Single Persons Discounts/Council Tax Reduction	Complete
Neighbourhoods	Tenancy Fraud Advertising/ Marketing/Seminars	Complete
Corporate	Fraud Risk Register Review and maintenance	In Progress
Corporate	Fraud Detection - Fiscal Fraud Module	In Progress
Corporate	Fraud Prevention - Web pages review and Maintenance	In Progress
Corporate	Fraud Prevention - awareness induction and staff	In Progress
Corporate	Value for Money - Charge Backs reversed card payments	In Progress
Corporate	Value for Money - Telephone Review (Ceased number, charging)	In Progress
Neighbourhoods	Fraud Prevention - Home Choice & Sign up Arrangements	In Progress
People	Fraud Prevention - Schools Fraud Healthcheck	In Progress
People	Fraud Prevention - Social Worker - Fraud Prevention training	In Progress

Consultancy Agenda:

Subject	Status
Code of Governance update	In Progress
General Liaison and Advice	Complete
Audit Committee Support	Complete
Corporate Risk Register /DRR	Complete
Risk Management Guidance (incl web)	In Progress
Risk Management Integration and Automation	In Progress
Whistleblowing - Policy review	Complete

Audit Development Agenda:

Subject	Status
Service Benchmarking	In Progress
Sale of Services	In Progress
Fraud Management System implementation and development, testing	Complete
Fraud Team - Review of Investigation Templates	Complete
Networking Groups	Complete
External Auditor Appointment process	Complete
Workforce strategy and training plan	In Progress
Best Practice Development	In Progress

Audit Opinion Definitions

Opinion	Meaning
Good Control	There is a good system of governance and internal control to assist achievement of the identified objectives and manage the associated risks. Only minor weaknesses were identified and management can have reasonable assurance that areas covered by the review are effectively managed and controlled.
Acceptable Control	Overall the system of internal control and governance is satisfactory and management can have reasonable assurance that many areas covered by the review are effectively managed and controlled. There are however weaknesses which put some of the identified objectives at risk.
Partial Control	Missing or failing controls were identified which have a substantial impact on the extent to which management can rely on the systems of internal control and governance. Only limited assurance can be given that the risk areas covered by this review are effectively managed and controlled
No Control	Internal control and governance is weak and management can place no reliance on it. This leaves the system open to significant risk, error or abuse. No assurance can be given that the risk areas covered by this review are properly managed and controlled

**BRISTOL CITY COUNCIL
AUDIT COMMITTEE**

23rd June 2017

Report of: the Chief Executive

Report Title: Draft Annual Governance Statement 2016/17

Ward: Citywide

Officer presenting report: Jonathan Idle, Interim Chief Internal Auditor

Contact Telephone Number: 0117 9222452 / 07768 635672

RECOMMENDATION

The Audit Committee consider and agree the draft Annual Governance Statement together with an Action Plan as a fair reflection of the internal control and governance environment during 2016/17 and to date, prior to it being finalised and signed by the Mayor, the Chief Executive.

SUMMARY

The City Council is required by the Accounts and Audit Regulations 2015 to prepare an Annual Governance Statement to accompany its published financial statements. A review of the internal control, risk management and governance arrangements has taken place and the resulting draft Statement and action plan is attached to this report.

The significant issues in the report are:

- the requirement for the Annual Governance Statement
- the review process undertaken to enable the Statement to be made
- the draft Annual Governance Statement is attached together with an action plan which details the most significant control and governance issues identified during 2016/17 together with the actions for improvement in these areas.

Policy

Publication of an Annual Governance Statement is a requirement of the Accounts and Audit Regulations 2015. Additionally, the Council's Risk Management Policy Statement requires the Audit Committee to review the Annual Governance Statement to ensure it accurately reflects the internal control, risk management and governance arrangements in place.

Consultation:

Internal: Elected Mayor, Deputy Mayor, Extended Leadership Team (ELT), Section 151 Officer, Audit Committee, other relevant officers (Monitoring Officer, Chief Internal Auditor)

External: None necessary

1. Introduction

- 1.1 Arising from the Accounts and Audit Regulations 2015, the Council is required to conduct an annual review of its system of internal control, and publish an Annual Governance Statement (AGS) with the annual Statement of Accounts. The process is a key mechanism for ensuring that the Council has an effective system of internal control and governance, and that any shortfalls are identified and addressed.
- 1.2 The Annual Governance Statement must be a fair reflection of the internal control and governance environment during 2016/17 up to the date of being signed by the Mayor and Chief Executive alongside the 2016/17 Annual Statement of Accounts. The External Auditors will review the draft AGS in detail as part of their audit of the Statement of Accounts for 2016/17. The AGS can be updated in September to reflect any governance changes that have occurred since this report.
- 1.3 The Accounts and Audit Regulations 2015 also specify that the AGS is considered by “the organisation itself, or a Committee of the organisation”, and this requirement is being met by this submission to the Audit Committee.

2. Draft AGS

- 2.1 A more robust approach to providing assurance for the 2016/17 Annual Governance Statement has been developed with senior managers from across the Council completing assurance statements for each of their areas acknowledging responsibility for internal control and risk management. Each of these employees have certified or otherwise their satisfaction with arrangements in place during 2016/17.
- 2.2 The review process also examined a wide range of internal control and governance processes., which included:
 - meeting with Senior Management and other key officers within the Council, where appropriate;
 - obtaining and reviewing all External Audit and Inspection reports, Internal Audit reports and management monitoring reports;
 - a review of all corporate risk register items;
 - the scrutiny and evaluation of the information obtained;
 - determining significant control issues within the definition agreed for disclosure; and
 - consultation with the ELT, Audit Committee, Deputy and Elected Mayor.

- 2.3 The draft AGS describes the Council's governance framework and reviews its effectiveness, which covers the following:
- External Commissioned Review;
 - Audit Arrangements;
 - Financial Arrangements;
 - Decision Making; and
 - Council Owned Companies.
- 2.4 The Statement summarises the actions and improvements which have been taken to enhance governance arrangements in 2016/17 before setting out significant governance and control issues.
- 2.5 In determining the significant governance issues to disclose, the following factors have been considered on whether the issues had:
- seriously prejudiced or prevented achievement of a principal objective;
 - resulted in the need to seek additional funding to allow it to be resolved or had resulted in a significant diversion of resources from another aspect of the business;
 - a material impact on the accounts;
 - been considered as significant for this purpose by the audit committee or equivalent;
 - attracted significant public interest or had seriously damaged the reputation of the Council;
 - resulted in formal action being taken by the Section 151 Officer/Monitoring Officer;
 - received significant adverse commentary in external inspection reports and which the Council has not been able to address in a timely manner.
- 2.6 In summary the significant governance issues arising in the Statement are as follows, from which actions are required relate to:
- The range of issues in the Bundred Review;
 - Rate of Implementation of Internal Audit Recommendations;
 - Strategy and Business Planning;
 - Performance Management;
 - Governance of the Capital Programme;
 - Procurement and Contract Management
 - Decision Pathways
 - Partnership Agreements;
 - Information Security and Data Breaches;
 - Risk Management processes;
 - Member development;
 - Protocol for Member Officer Relations;
 - Audit Committee effectiveness; and
 - Asset Disposal.
- 2.7 In addition to enabling the drafting of the AGS, this process has provided an opportunity for the review and evaluation of control issues throughout the Council. Where appropriate, the issues identified in the AGS will be included in the Corporate Risk Register (CRR), and progress on the actions to address the issues will be monitored and reported to management teams and Cabinet accordingly.

2.8 It has also been identified that the Council's Code of Corporate Governance requires refreshing and updating, This will be presented to a subsequent Audit Committee.

Other Options Considered

None necessary

Risk Assessment

The need to maintain a robust Risk, Governance and Control environment is pivotal to the effective operations of the Council's functions, a statutory requirement of the Accounts and Audit Regulations 2015 and an implied requirement of the External Auditor.

Failure to maintain and where required improve this environment will not only impact on the proper practices of the Council, but will also be in breach of the Accounts and Audit Regulations 2015 and may attract an adverse opinion from the External Auditor.

Disclosures of significant control weaknesses in a public statement could result in adverse press coverage. Hence the wording of the disclosures has been discussed with the ELT to minimise this risk. The document has also been discussed with Corporate Communications prior to publication.

Equalities Impact Assessment

None necessary for this report

Environmental Impact Assessment

None necessary for this report

Legal and Resource Implications

Legal - none sought.

Resources - none arising from this report, however resource implications may arise if the Council fails to maintain a robust control, risk and governance environment.

Appendices

Appendix A - Draft Annual Governance Statement and Action Plan 2016/17

LOCAL GOVERNMENT ACCESS TO INFORMATION

Background Papers
Audit Committee Terms of Reference
Risk Management Policy Statement
CIPFA/SOLACE Guidance on the Annual Governance Statement

How did we do?

In May 2016, a new Mayor was elected and there was the appointment of a new Cabinet bringing a change of vision, direction, values and key priorities, which are now reflected in the new Corporate Strategy for the Council. This has allowed the Council to reflect upon its governance. This Annual Governance Statement reflects a changing culture in the Council towards transparency and a determination on the part of the Mayor, Members and Officers to improve how we do business

Organisationally, there have been significant changes to the Leadership Team. New appointments have been made to key roles such as Chief Executive, Monitoring Officer and Director of Finance (Section 151). Wider changes in the Leadership Team have been evident as the organisation and its structures seek to improve its efficiency and effectiveness in a financial climate which requires significant reductions in expenditure or the implementation of strategic and governance changes.

It has been a challenging year in terms of governance at the Council. In the first half of 2016/17, financial monitoring information indicated significant challenges in balancing the budget and delivering the Council's priorities and spending plans as set out in the three year Medium Term Financial Strategy for 2014/15 - 2016/17. Whilst the Leadership Team were tasked with reviewing income and expenditure, by November 2016 it was apparent that the initial mitigating actions proposed would not deliver the savings required to balance the budget. Decisive action was taken and a Management Instruction to cease all non-essential spending across the whole Council was put in place and remained until 31 March 2017.

The statement of accounts for 2016/17 indicates a year end overspend which is at a level that can now be contained within funds identified from a redirection of reserves. The budget for 2017/18 seeks to ensure a stable position can be sustained, and noted the indicative budget gap and initial savings positions from 2018/19 onwards. The medium term financial plan is in development and will refresh the position after consideration of the financial climate at both national and local level, pressure on wider public sector expenditure, in particular, the NHS and Police, any consequential impacts for the City Council's budgets and available resources. This will assist in ensuring reducing resources are invested in activities that have the greatest impact on the delivery of priority outcomes.

Improved governance arrangements relating to the delivery of savings have been implemented. This replaces the role of the Directors Working Group (introduced during 2016/17) to a new framework for governance which includes a Delivery Working Group and strategic oversight by a Delivery Executive, which includes the Mayor (on a quarterly basis) the Deputy Mayor for Finance Governance and Performance and Chief Executive. This reflects an intended change in culture reflecting greater Member oversight of performance and clarity of governance within the Council.

The Council has initiated wide-ranging governance reviews, including the Council's Constitution, Financial Regulations, the Scrutiny process and arrangements relating to Council owned companies and subsidiaries. The emerging Target Operating Model will set out how the Council will arrange itself in order to enable delivery of outcomes and become a fit for future, resilient and high performing organisation. A more robust approach to providing assurance has been introduced with more regular reporting by statutory officers and senior managers.

Membership of the Audit Committee, the Committee appointed to oversee governance arrangements at the Council, also changed significantly with several new Council Members (new to the Council as well as the Audit Committee) appointed to serve on the Committee.

Despite the challenges faced, there are numerous examples of how governance at the Council has seen improved outcomes, for example the Council success for Business Improvement Strategy at the National Contact Centre Awards.

Scope of Responsibility

We are responsible for ensuring that our business is conducted in accordance with the law and proper standards, and for ensuring that public money is safeguarded, properly accounted for and used economically, efficiently and effectively. We also have a duty under the Local Government Act 1999 to continually review and improve the way we work, while at the same time offering value for money and an efficient and effective service.

What is Corporate Governance?

“Governance comprises the arrangements put in place to ensure that the intended outcomes for stakeholders are defined and achieved. “

The Code of Corporate Governance

The Council has approved and adopted a Code of Corporate Governance (the Code), which is consistent with the principles of the Chartered Institute of Public Finance and Accountancy / Society of Local Authority Chief Executives (CIPFA/SOLACE) Framework *Delivering Good Governance in Local Government*.

A copy of the Code is available on the Council’s website. This statement explains how the Council has complied with the Code.

The Code, which was approved and adopted by the Council in January 2009 is revised and approved annually by the Audit Committee. In 2017 /18, the Council will refresh the Code to reflect the latest guidance.

Purpose of Statement

The purpose of the Annual Governance Statement (AGS) is to explain how the Council has endeavoured to deliver good governance through the arrangements in place during the period covered, and how the Council has reviewed the effectiveness of these arrangements.

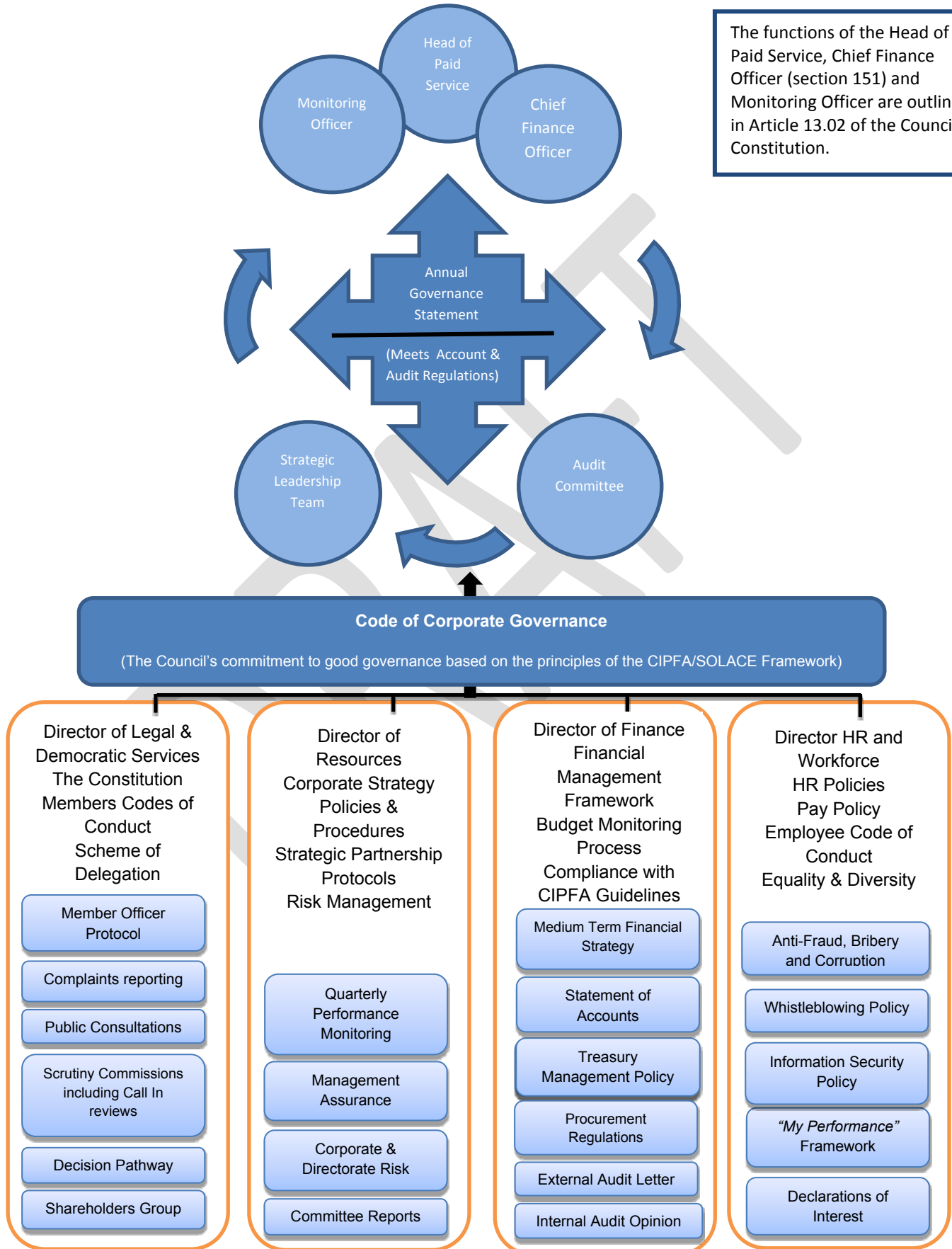
It also meets the requirements of the Accounts and Audit Regulations 2015, which require the Council to publish an AGS in accordance with proper practice in relation to internal control.

The AGS covers financial year 2016-17 and the subsequent period, up to the sign off of the 2016/17 financial statements. The draft statement was presented to Directors and to the Audit Committee in June 2017, following which this statement was formally approved.

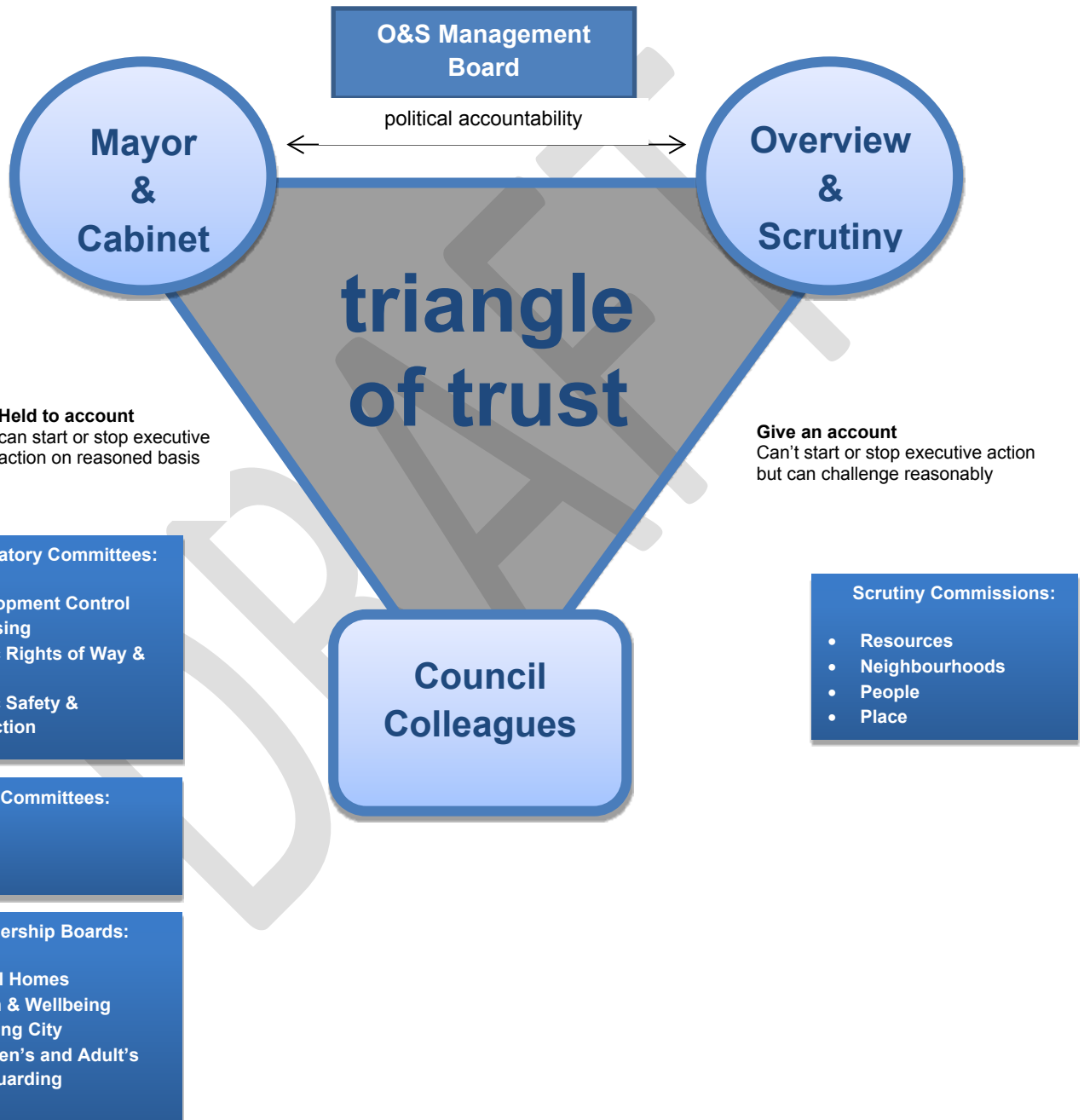
The Governance Framework

The governance framework comprises the systems and processes, culture and values, by which the authority is directed and controlled and its activities through which it accounts to, engages with and leads the community.

The functions of the Head of Paid Service, Chief Finance Officer (section 151) and Monitoring Officer are outlined in Article 13.02 of the Council's Constitution.



Accountability within the Governance Framework



The above model illustrates who is accountable for what and to whom within a strong governance framework. It locates decisions and enables delegation in the public interest. This is the model to which the Council aspires.

Review of Effectiveness

The Council has responsibility to review the effectiveness of its governance. This review was coordinated by the Internal Audit Team and included managers from each directorate collating, reviewing and evidencing compliance and identifying any governance improvements required within their areas. Issues identified by External Reviews, Internal and External Audit were also considered for inclusion in this statement. Where the issues identified are considered significant, these will be outlined in the 2016/17 Annual Governance Statement improvement plan.

External Commissioned Review

The **Bundred Review** (an external review by the Local Government Association) was commissioned by the Mayor following a report to Cabinet in September 2016 outlining an estimated budget deficit of £29.1m in 2016/17. The causes of the budget deficit were reviewed and recommendations were made to improve financial management and governance.

The report, published in February 2017, made 12 recommendations across a broad range of topics including the Council's Finance Department, improving the Council's approach to reporting, writing business cases, managing documents and making specific departments accountable for savings. It also highlighted the need to improve management culture, keep backbench and opposition Councillors better informed and maintain more regular financial reporting to Cabinet.

It noted that many improvements had been made since September 2016, with regular and stronger financial reporting, more involvement of elected members and changes in senior management. This includes recruiting a new permanent Director of Finance, who has been made a full member of the Council's Senior Leadership Team.

The report noted that changes must be made over the long term under the Council's new Chief Executive. Comprehensive responses to the recommendations within the report were agreed at Cabinet in May 2017 to strengthen the governance framework of the Council.

Review of Effectiveness - Audit Arrangements

A more robust approach to providing assurance for this Annual Governance Statement has been developed with **Managers and relevant budget holders** from across the Council completing assurance statements for each of their areas acknowledging responsibility for internal control and risk management. Each of these employees have certified or otherwise their satisfaction with the arrangements in place during 2016/17. Several areas for improvement have been identified.

In the 2015/16 Annual Governance Statement, 11 key areas for improvement were identified. An update has been reviewed by the Audit Committee in year. Several of the improvements identified remain outstanding and there is a need for enhanced monitoring of agreed actions in 2017/18.

The Audit Committee has received standards of conduct of Members. Entries made in the Register of Members Interests were reviewed by the Monitoring Officer.

The **Audit Committee** provides independent assurance on the adequacy of the governance arrangements in the Council and has cross party representation.

The Committee met regularly during 2016/17, considering reports, from the Chief Internal Auditor including the Annual Internal Audit Report, the Section 151 Officer, the Monitoring Officer and the External Auditor.

An assessment of the Committee is underway (following CIPFA good practice guidance) to identify any areas where improvements are necessary to increase its effectiveness.

The **Head of Internal Audit** has undertaken a programme of reviews around governance arrangements, internal control and risk management arrangements at the Council. Overall, their opinion is that only partial assurance could be provided in respect of 2016/17 as detailed in their Annual Audit Report.

BDO is currently the Council's appointed **External Auditor**. As well as the examination of the Council's financial statements, the work of the Council's External Auditor includes an assessment of the degree to which the Council delivers value for money in the use of its resources.

In its Annual Report for 2015/16, BDO stated that the Council had proper arrangements in place for securing economy, effectiveness and efficiency in its use of resources.

Moving forward, BDO will be reviewing the significant estimates and judgements that could influence the Council's financial position.

The Audit Committee received regular reports on counter fraud and fraud investigations throughout 2016/17. A review of the Council's position related to the CIPFA Code of Practice on Managing the Risk of Fraud and Corruption needs to be reported to the Audit Committee in 2017/18.

An Improvement Plan for the Internal Audit service will be prepared in 2017/18 and an external peer review is also planned by the Core Cities Chief Internal Auditors Group for autumn 2017, both designed to enhance the service.

Review of Effectiveness – Financial Arrangements

The **Director of Finance** has confirmed that the principles outlined in the CIPFA *Statement on the Role of the Chief Financial Officer in Local Government* have been complied with in performing her duties.

It has, however, been recognised that there was a need for significant improvements in financial management and reporting arrangements across the organisation. Integral to this is the finance function which is still in the midst of a sustained period of change with the aim of improving the efficiency of our processes and effectiveness of our service.

Longer term improvements planned include increasing capacity and the skill base within both Finance and Internal Audit, continued development of finance systems and processes, refreshing of financial strategies and key policies and the provision of a more flexible, agile and adaptive support to the business.

Audit findings and responses contained in the Assurance Statements in respect of **Procurement and Contract Management** highlighted the following concerns regarding robustness of process:

- Improvements required in tendering process including clarity in specification setting.
- Significant use of Waivers in the procurement of goods and services
- Weakness in contract monitoring including the need for improved pre-planning prior to the end of contracts and agreement timeframes.

There has been a move from quarterly to monthly **budget forecasting** and reporting to members, these reports feed in to the cyclical Cabinet meeting. Budget reports are considered by Directorate Leadership Teams who are supported by Finance Business Partners. The Strategic Leadership Team and Scrutiny also receive reports which identify forecasted budget positions and planned remedial actions.

A material overspend was forecasted during the year and a number of control measures were introduced or enhanced to assist in managing down the shortfall and provide greater assurance:

- Ceasing spending on activities that are not wholly and exclusively funded from; specific ring fenced grant, cash neutral to the general fund or funded from trading / operating income.
- Chief Executive, in conjunction with the Monitoring Officer and the Section 151 Officer, was charged with reviewing exception requests.
- The Commissioning and Procurement Group ensure the Council and its partners procure services with efficiency, value for money and in line with best practice.
- Directors Working Group established to provide assurances relating to the delivery of the Savings Plan. This function has been further enhanced in the form of the Delivery Working Group / Delivery Executive.

In 2016/17, there has been unplanned slippage in the annual delivery profile of key **capital projects** to which funding has been earmarked in the capital programme. In making that statement it must also be recognised that there has, also been greater visibility in capital monitoring, reporting and financing, which has been reviewed and assisted in verify the availability and timing of funds assumed within the programme. Improvements have commenced and are required on an ongoing basis to ensure that:

- The Capital Programme is realistic, of strategic importance, economically justifiable and financial affordable.
- There is robust project management to effectively oversee the monitoring of key milestones and benefits realisation within the programme.
 - A Capital Strategy is approved aligned to corporate objectives.

Review of Effectiveness – Decision Making

The Council's **Monitoring Officer** has legal responsibility to look into matters of potential unlawfulness and has confirmed that there has not been the need to make a report concerning any proposal, decision or omission that would give rise to unlawfulness or maladministration. Decisions have been made in accordance with the budget and policy framework.

The Council's **Senior Information Risk Owner** has confirmed that information security arrangements are in place although some areas were in need of improvement. Online training is available and course refresh requested for all staff to raise awareness of what each employee needs to do to keep Council information secure. At the time of writing, 61% of employees have completed it.

The **Constitution** establishes how the Council operates, outlining the roles and responsibilities of the executive, non-executive and scrutiny functions. It includes setting out how decisions are made, delegation arrangements to Members and Officers, Financial Regulations and Procurement and Contract Procedures, Member / Officer Protocols and other supporting procedures of how decisions are taken and the processes and controls required to manage this.

The Constitution was reviewed at the annual meeting of full Council and published on the Council website. The need for a more extensive revision has been identified and this includes a review of the Financial Regulations, Schemes of Delegation, Procurement and Contract Procedures and the Member / Officer Protocol (not updated since 2002), which will be concluded and implemented in June 2017

The Council's approach to managing staff performance is, "**My Performance**", which requires regular, quality conversations and periodic online assessment. On line completion is monitored and incorporated in the internal quarterly performance reports. This has highlighted inconsistent application with only 68% of staff having registered the completion of performance reviews. For the Council to successfully deliver its vision and commitments these objectives need to be linked to the Councils overarching principles and priorities.

For **complaints**, in 2016/17, the Council responded to 58% of Stage 1 statutory complaints within 15 days (the service target is 90%) and 73% of Stage 2 within 20 days (the service target is 90%).

This will need to be strengthened in 2017/18 and the Chief Executive has already written to Strategic Directors setting out the need for improvement and closer monitoring

In February 2017, the new **West of England Combined Authority** made up of three of the local authorities in the region, was established, working in partnership to deliver economic growth in the region, and address some of the challenges particularly in relation to transport, housing, productivity and skills.

West of England Overview and Scrutiny and Audit Committees will be established to scrutinise and hold to account the new combined authority and West of England Mayor.

Review of Effectiveness – Decision Making

The **Mayor** personally holds significant Executive decision making powers within the context of the budget and policy framework approved by full Council in relation to all major policy decisions not reserved for the Council. Whilst some of this responsibility may be shared with Cabinet members, the Bristol Mayor retains this function.

The **Cabinet** is responsible for the key decisions of the Council. The Cabinet met frequently (every 6 weeks) and made decisions in line with the Council's overall policies and budget. The decisions of the Cabinet were subject to scrutiny through the Overview and Scrutiny Management Board and four Scrutiny Commissions, which met regularly during the year.

Members have recognised that that the **Scrutiny process** has not operated as effectively as possible and the Council has initiated a review of arrangements in order to enhance effectiveness.

The Overview and Scrutiny Commissions have reviewed a wide variety of reports and "call ins" including:

Corporate Strategy
Savings Proposals
Combined Authority and Devolution Proposals
Performance Reporting Framework
Engagement and Democracy
Financial Monitoring

Annual Report of the Director of Public Health
Neighbourhood Partnerships
Local Flood Resilience Strategy
Bristol Transport Plan
Bristol Children's Services Improvement Plan
Adult Social Care Strategic Plan

Decisions made by Committees, Council and Cabinet, (under their delegated powers) and the Chief Executive and Strategic Director decisions are recorded and published online for transparency. A review of the publishing of Officer Executive decisions is under way to improve reporting arrangements.

Delegation arrangements for Cabinet Members are reviewed annually as part of the appointments process.

The Council publishes a calendar of meetings and deadlines for the submission of agenda items; agendas and reports are produced promptly and provided to the relevant Members.

The companies **Bristol Energy** and **Bristol Waste** are wholly owned by the Council through a company, Bristol Holding Limited. Bristol Energy is a 'social' supplier of gas and electricity to the public. Bristol Waste provides recycling, waste collection, disposal and street cleansing services on behalf of the Council.

The companies produce their own accounts which are subject to an independent external audit. In 2016/17 the companies' accounts have been consolidated into the Council's accounts for the first time. An assurance statement based on the model completed by Council managers has been completed on behalf of each company to provide assurance that governance arrangements are sound.

Each company has put in place their own governance arrangements which reflect the commercial environment within which they operate. These governance arrangements are similar to some of the Council's arrangements but do not replicate them exactly. The companies operate in accordance with business plans and progress against them is monitored internally and reported to the Council through the client management team and the shareholder function.

The Council has, to 31st March 2017, invested significant sums in the wholly owned subsidiaries. It has retained a very small client management team to oversee the relationship with the companies. A 'shareholder' function has also been established to hold the companies to account for their performance. During 2016/17, the Council has increased the level of performance monitoring of the companies. The energy supply market is highly competitive and many of the changes experienced from its inception were difficult to predict. The shareholder meetings have managed this well and the company is showing a positive trajectory with in the region of 80,000 customers signing up.

There is a Code of Practice which sets out how the Council should govern its relationship with the companies. There are some inconsistencies in governance across the companies, for example Bristol Energy established an Audit Committee in March 2017 and the other companies do not have Audit Committees and also none of the companies have appointed internal auditors. With recent departures of Board members, there is a need to ensure that their replacement brings the right skills mix to the Board and that the Council ensures appropriate induction.

After a year of operation the time is right to review and improve, where appropriate, the governance model. This review is underway across the group, looking at best practice from other authorities, including the role of Council Officers and Members and skills required for Board members and it will report back in 2017/18.

IMPROVEMENTS MADE IN 2016/17

During 2016/17, the Council has made progress in enhancing its' governance arrangements via the following:

- ✓ There is a basis for stability and continuity of strategic leadership with the appointments to the posts of Chief Executive, Section 151 Officer and Monitoring Officer.
- ✓ The Section 151 and Monitoring Officer are now substantive members of the Strategic Leadership Team ensuring finance and good governance is at the heart of strategic management and decision making.
- ✓ Budget processes for 2017/18 place clear accountability with budget holders to deliver services within budget allocations. The process to be followed by Strategic Directors should a request for additional resources, within the financial year, requires approval in advance of expenditure being incurred except where urgency procedures apply.
- ✓ Governance arrangements around delivery of savings have been enhanced and include strategic oversight by a Delivery Executive which includes the Mayor and Deputy Mayor.
- ✓ Budget reporting has increased in its frequency with the all members now receiving monthly rather than quarterly financial information. More timely review of budget and financial information will continue into 2017/18.
- ✓ The 2015/16 accounts were not qualified and there were few adjustments to the draft accounts, which were prepared to a good standard
- ✓ Final accounts closure process has been improved with earlier sign off than in previous years.
- ✓ A more robust approach to providing assurances through the Annual Governance Statement now sees all senior managers and responsible officers input to the governance assessment.
- ✓ Work has commenced on facilitating a greater understanding of the Constitution of the Council and its Scheme of Delegation with senior managers of the Council.
- ✓ The establishment of the Children's Services Improvement Board which focused on improving social work outcomes and improvement in Care Leavers outcomes.
- ✓ Additional resource/expertise has been sourced to provide capacity and support to the finance and internal audit teams to deliver the function and organisational improvements required.
- ✓ The Bristol Resilience Strategy was prepared to provide a framework to protect the city against potential shocks and stresses it may encounter in the future including economic, social and environment resilience factors, setting out how the Council will work together with city organisations and local citizens towards

**Significant
Governance Issues**
(see key below for definition)

No systems of control can provide absolute assurance against material misstatement or loss. In concluding this review a number of issues have been identified that need to be addressed to ensure continuous improvement in the governance framework. Some of these, identified below, are significant and, where necessary, additional improvements have been identified in a separate internally monitored action plan.

Issue No.	Issue Identified	Actions Taken and Proposed
1	The Bundred Review identified a range of recommendations to improve financial and budget management, including the achievement of savings and in how the Council managed the process.	The responses to the Bundred report agreed at Cabinet will be regularly monitored in 2017/18 in line with this AGS action plan.
2	Internal Audit has reported in their Annual Report that only 70% of recommendations followed up had been fully or partially implemented.	More rigorous monitoring of the implementation of Internal Audit recommendations is scheduled for 2017/18 accompanied by the enhancing of communication and escalation to Strategic Directors and Service Directors, who will then be held to account for their performance by the Chief Executive and Members.
3	Whilst the high level Corporate Strategy has been agreed, business planning requires development via the agreement of a detailed Target Operating Model (TOM) to ensure the whole organisational resource is focussed on delivery of the strategy and values.	<p>A new coordinated approach is underway, developing a wider strategic approach to delivering the Mayor's vision and strategic priorities.</p> <p>Sitting at the heart of this is the development of a single overarching strategic vision for the city for the next 20-50 years, alongside a 10 year rolling delivery proposition – The Economic Growth Strategy. This will bring together a single refreshed and forward thinking view of a number of existing plans including the Corporate Strategy, supported by the baseline data and evidence to support the delivery of the objectives.</p> <p>The emerging Target Operating Model (TOM) will set out how the Council will arrange itself in order to enable delivery of the outcomes of the Economic Growth Strategy and become a fit for the future, resilient and high performing organisation.</p> <p>Underpinning this will sit the Council's emerging Medium Term Financial Plan (MTFP) which, on a rolling basis, sets the financial and policy framework and principles within which the Economic Growth Strategy will be delivered.</p>

		<p>The MTFP and TOM set the direction, objectives and framework under which all Council plans will fit, these include:</p> <ul style="list-style-type: none"> • Business plans • Performance management framework – defining the outcomes and KPIs for the organisation, team and individual • Workforce plan – the employee offer, experience and development • Transformation plans • Communication and employee engagement plan • Values and behaviours framework
4	Performance management of our employees has been inconsistent with only 68% having registered completed performance reviews.	Our employees are supported by a comprehensive individual performance management process, with objectives that link to the Councils overarching principles and priorities outlined in the TOM. (see 3 above)
5	A review of governance relating to the Capital Programme Board was assigned partial assurance in relation to Capital Programme and Project delivery and, in 2016/17, there has been significant slippage in delivery of key capital projects in line with the agreed capital programme.	Capital governance to be reviewed and project management / profiling and monitoring strengthened to ensure the Council achieves its investment aspiration and does not unnecessarily lock revenue.
6	Weaknesses in the timing and advanced planning for procurement and subsequent post award Contract Management have been identified by both Audit reviews and from responses in the Assurance Statements.	<p>A Commissioning and Procurement Group has been established to consider all procurement requests including requests for waivers.</p> <p>Instigate robust Council-wide contract monitoring governance and guidelines in order to ensure best practice for all procurement activities, value for money is achieved and poor contract management arrangements are quickly identified.</p> <p>Internal Audit to continue to undertake assurance reviews of the effectiveness of Procurement and Contract Management arrangements which support the Council in achieving value for money and delivering on corporate objectives.</p>

7	<p>There are a number of decision documents and processes which are considered too complex to navigate and which need to be simplified bringing together the Mayor and Cabinet's decision making and internal working groups. This will provide clarity and enable an efficient and meaningful engagement process not constrained by time and urgency.</p>	<p>Reviews of both the Decision Pathway and the current internal working groups are underway.</p> <p>Briefing sessions have been provided on the Constitution and the Scheme of Delegation for all managers.</p> <p>The Constitution, Scheme of Delegation and Financial Regulations are in the process of being updated for submission to full Council June 2017 for approval.</p>
8	<p>The Council has a number of partnership agreements in place and while we recognise the unique nature of some of these, many have been in existence for a number of years and require review. Corporately, we do not specify what governance arrangements we expect to see in place when working with partners which could expose the Council to risk.</p>	<p>Partnership agreements to be reviewed to improve governance and provide guidelines in order to ensure best practice, value for money and minimise the risk to which the Council is exposed.</p> <p>The Work Plan of BDO (External Audit) includes review of both the Council's partnership arrangements and its interest in companies.</p> <p>The findings will be reported to the Audit Committee.</p>
9	<p>A number of Internal Reviews have concluded only partial assurance relating to Information Security as well as issues around Public Service Network (PSN) compliance and the occurrence of 18 data breaches where data was disclosed or potentially disclosed which should not have been.</p>	<p>An information security risk assessment has been completed to identify risks, lessons learnt and Action Plan developed.</p> <p>This will inform the Internal Audit plan for 2017/18.</p>
10	<p>Risk Management processes need further embedding to provide forward looking views of risk which anticipate risk rather than retrospective reporting of how already known risks are managed.</p>	<p>Internal Audit will fundamentally review Risk Management arrangements and recommend improvements to arrangements.</p>
11	<p>It has been identified that there is a need for member development to concentrate upon the Mayoral model and in enhancing the community leadership role.</p>	<p>The Members Development Programme is currently being reviewed and formulated.</p> <p>Training sessions and financial briefings have been provided to members.</p>

12	The Protocol for Member / Officer Relations has not been updated since 2002 but has been considered annually as part of the annual governance report to Full Council.	The Protocol will be reviewed and updated as part of the Constitution review and will be presented to Full Council June 2017.
13	An assessment against a CIPFA checklist on the effectiveness of the Audit Committee has been commenced and will report by September 2017.	The Audit Committee should formally review its effectiveness annually in year and prioritise any improvements for the subsequent reporting period.
14	Ongoing work remains outstanding in relation to concerns raised with regards to the control and treatment of Council Assets, in particular the governance surrounding asset disposal.	Audit report to be concluded to identify lessons learnt from asset disposal.

Key – Significant Governance Criteria:

The criteria for “significant governance” are issues/ areas which:

- Seriously prejudiced or prevented achievement of a principle objective;
- Resulted in the need to seek additional funding to allow it to be resolved;
- Required a significant diversion of resources;
- Had a material impact on the accounts;
- Resulted in significant public interest or has seriously damaged reputation;
- Resulted in formal actions being taken by the Chief Financial Officer or Monitoring Officer;
- Received significant adverse commentary in external inspection reports that has not been able to be addressed in a timely manner

Statement of Commitment

We have been advised of the implications of the result of the 2016-17 review of the effectiveness of the governance and internal control frameworks by the Audit Committee and of the plans to address identified weaknesses and ensure continuous improvement of the systems in place.

We propose over the coming year to take steps to address the above matters to enhance further the Council's governance and internal control arrangements.

As part of our commitment to further strengthen governance, local accountability and to explore how effectively we are delivering services, the Mayor and I have volunteered Bristol City Council to take part in a number of Corporate Peer Challenge organised by the Local Government Association. This is an invaluable opportunity to provide an external perspective and 'baseline' for the Council in terms of our current position. Furthermore, the challenge will explore how the Council can best achieve its ambitions and plans for the future and use the organisational values as key references points to guide the teams work.

We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and that we will monitor their implementation and operation over the next year and as part of our next annual review of effectiveness.

Signed:..... **Date:**.....

Marvin Rees

Elected Mayor

Signed:..... **Date:**.....

Anna Klonowski

Chief Executive

Audit Committee

23rd June 2017



Report of: Bristol City Council

Title: Draft Statement of Accounts 2016/17

Ward: City Wide

Officer Presenting Report: Chris Holme

Contact Telephone Number:

Recommendation

The Audit Committee note and consider the Draft Statement of Accounts for 2016/17, and comment as appropriate.

Summary

The Statement of Accounts sets out the Council's financial position at 31 March 2017 and a summary of its income and expenditure for the year to 31 March 2017. The financial statements are the main method of demonstrating financial accountability and stewardship.



Policy

None affected by this report. BDO are the Council's appointed external auditors. In carrying out their audit and inspection duties they have to comply with the relevant statutory requirements, namely the Local Audit and Accountability Act 2014.

Consultation

- 1. Internal**
Service Director Finance
- 2. External**
None

Other Options Considered

- 3. None**

Risk Assessment

- 4. None necessary for this report**

Public Sector Equality Duties

- 5. None necessary for this report**

Legal and Resource Implications

Legal

None arising from this report

Financial

(a) Revenue

None arising from this report

(b) Capital

None arising from this report

Land

Not Applicable

Personnel

Not Applicable

Appendices:

Appendix 1 - Draft Statements of Accounts 2016/17

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None



Draft Statement of Accounts

Bristol City Council

For the Year Ended 31 March 2017

Subject to Audit

The Accounts and Audit Regulations 2015 require the City Council to prepare a set of Financial Statements. The Financial Statements have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2016/17 (the Code) published by the Chartered Institute of Public Finance and Accountancy (CIPFA).



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Councillor Preface

An introduction to the 2016/17 statement of accounts by the deputy mayor and portfolio holder for finance, governance and performance, Councillor Craig Cheney.

I am pleased to introduce this year's statement of accounts for Bristol City Council. The statement sets out our financial performance for the past year. It summarises what we spent, how we spent it and what we have achieved.

There is no getting away from the fact that 2016/17 has been an incredibly challenging year for the Council. By late summer it had become apparent that that we were facing a significant budget deficit, and immediate action was required to bring that deficit down and stabilise the Council's financial position. The subsequent independent review which we published sets out the reasons and lessons to be learnt, which are reflected in our Annual Governance Statement.

As part of the budget process for this year we took some difficult decisions to reduce the budget gap over the next five years from an estimated £100m to just over £40m. But the process of identifying savings is ongoing and we anticipate will need to continue for the period of our medium term financial plan, and beyond.

We continue to face a difficult and uncertain economic environment, as budgets across the public sector continue to be reduced and traditional means of generating income change, requiring us to think differently about how we invest in, prioritise and deliver services. However, as a Council, we are resolute in our determination to provide the best and most cost-effective services for our residents.

I should like to take this opportunity to thank all colleagues who have worked hard to address the deficit we have faced during this last year, and also prepared the accounts so promptly, facilitating greater transparency to give you assurance that taxpayers money is spent properly, and so that we can be better placed to tackle those financial challenges ahead.

Councillor Craig Cheney

Deputy Mayor – Finance, Governance and Performance





Narrative Report

Background

Bristol is a city, situated in the south west of England, covering an area of 110 square kilometers. It is the 8th largest city in England and has a population of around 449,300 living in approximately 187,700 households.

Our vision is for Bristol to be a city:

- In which everyone benefits from the city's success and no-one is left behind
- Where people have access to decent jobs and affordable homes
- In which services and opportunities are accessible
- Where life chances and health are not determined by wealth and background
- That leads on tackling climate change and the damaging impact of air pollution
- Which is easier to get around and has improved public transport

Whether it is developing strategies which take us decades into the future or providing the daily services relied on by thousands of citizens, we're committed to building a better Bristol which includes everyone in the city's success. We are here to take care of the economic, social and environmental wellbeing of Bristol. In particular we are:

- Shaping and stewarding the future development of the city, including encouraging inclusive business growth and the provision of homes and jobs.
- Helping people help themselves, whilst providing a safety net of care and support for those who most need it.
- Improving population health and ensuring we live in a clean and safe city.
- Representing the city at local, regional, national and international governance levels.

Our Services

The following core services are provided by the Council:

● People - high level narrative for each

Education and skills
Social care and support for adults including the elderly
Safeguarding vulnerable adults and children
Support for carers
Commissioning services

● Resources

Provides internal support services including;
IT, Finance, Business Change, Human Resources and
Legal Services.

● Neighbourhoods

Neighbourhood Partnerships
Parks and open spaces
Library service
Licencing
Coordinates Bristol's response to crime, community
safety and antisocial behaviour
Customer Services

● Place

Culture including major projects such as the Arena
Planning
Property including the management of the Councils
buildings and the City Docks
Transport including the introduction of the Metrobus

● City Director

Includes the Mayor, Senior Leadership Team, Bristol
Futures and Policy, Strategy and Communications.

Ring-fenced Accounts:

● Housing Revenue Account

Accounts for the management and maintenance of
around 27,000 Council homes in Bristol

● Dedicated Schools Grant

Grant funding the majority of the Council's expenditure
on schools. The grant can only be used to meet
expenditure properly included in the schools budget

● Public Health

An annual ring fenced grant from the Department of
Health. Funds the Council's statutory duties to improve
public health.

We work with local partners (including charities, businesses
and other public services providers like the police and the
NHS) and residents to determine and deliver local priorities.
Typically councils like us provide over 700 services, either
directly ourselves or by commissioning services from outside
organisations.

In future we will still provide hundreds of day to day services,
from being a landlord to cleaning the streets to huge projects
worth hundreds of millions of pounds. However at the start
of 2017/18 we faced a budget gap of over £100m over the
next five years due to reduced funding, a growing population
and increasing costs of goods and services. Following the
setting of this years budget that gap has been reduced to
£42m.

This means we will have an increasing role as an enabler
and facilitator of others, as well as our traditional role as the
steward of the social, economic and environmental wellbeing
of the city and a direct provider or commissioner of services.

Our Leadership and Workforce

Our 70 elected Councillors represent the people of Bristol
and set the overall policy of the Council. The political
management structure is centred upon our:

Mayor, Marvin Rees, elected Mayor for Bristol,
with City Council responsibilities that includes ultimate
responsibility for all major policy decisions, setting the vision
and direction of the Council; and makes 'executive' decisions
within the budget and policy framework set by Full council.

Cabinet Members, appointed by our Mayor, with
responsibilities for particular portfolios. The Cabinet is made
up of the Mayor and Cabinet members and the role of the
Cabinet is to:

- provide leadership
- propose the budget and policy framework
- implement policy through strategic directors

Scrutiny Commissions provide local accountability,
openness and involvement in decision-making, aiming to
improve results for people in Bristol.

Regulatory Committees that we have to have by law
and other committees such as the Audit Committee which is
responsible for:

- oversight of the council's accounts and governance
arrangements
- codes of conduct and protocols

Senior officers - led by our Chief Executive Anna
Klonowski and our Strategic Directors and Statutory
Officers, are responsible for:

- Advising councillors on policy;
- Implementing councillors' decisions; and
- Service performance.

Together, these officers form our Strategic Leadership Team.

Our workforce - Overall, our workforce comprises
8,202 'full time equivalent' employees. Of this total, 2,968
are employed within our locally maintained schools. Our
non-schools' workforce therefore comprises 5,234 'full time
equivalent' employees.



Our Vision

Aspiration and equality lie at the heart of the Council's vision for building a better Bristol, which identifies seven key commitments to address during the next five years:

The Commitment:

- We will build 2,000 new homes
– 800 affordable – a year by 2020



The Commitment:

- We will deliver work experience and apprenticeships for every young person



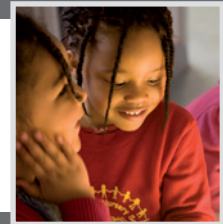
The Commitment:

- We will not impose future Residents' Parking Schemes and will review existing schemes



The Commitment:

- We will protect children's centre services



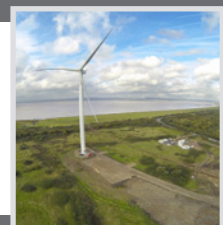
The Commitment:

- We will increase the number of school places and introduce a fairer admissions process



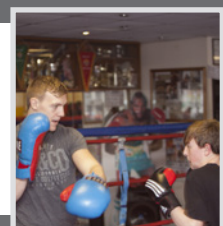
The Commitment:

- We will put Bristol on course to be run entirely on clean energy by 2050 and introduce a safe, clean streets campaign



The Commitment:

- We will be a leading cultural city, making culture and sport accessible to all





Council's Performance

Our Performance

The seven commitments outlined above explain how we seek to deliver the best result for residents and the following paragraphs highlight some of our achievements contributing to these commitments in 2016/17.

Bristol has again been named as the “best place to live in the UK” (Sunday Times Best Places to Live Guide, March 2017). - “The city is a worthy winner thanks to its ideal combination of extraordinary culture, impressive schools, buzzing culinary scene, exciting redevelopment and community spirit”



In 2016 Bristol was awarded the title of a “European City of Sport” for 2017 - see www.bristolcityofsport17.co.uk for more details.



Bristol: Learning City 2016-17 - “Bristol is a great place to learn, with many opportunities available. Our schools are better than ever; our universities are world-class and our cultural and city organisations offer a great breadth of opportunity” – see bristollearningcity.com for more details.

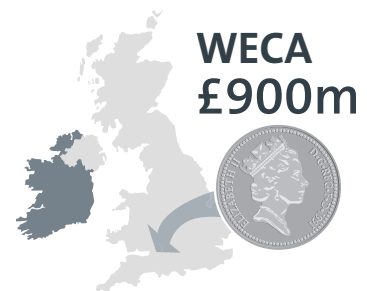


The Bristol Quality of Life survey 2015-16 highlighted 82% of residents were “satisfied with their local area as a place to live” and 1 in 4 people thought their neighbourhood had “got better over the last 2 years”.



82%
satisfied with
their local area
as a place to live

The West of England Combined Authority (WECA) has now been established; and is made up of three of the local authorities in the region – Bath & North East Somerset, Bristol and South Gloucestershire. WECA’s aim is to deliver economic growth for the region exercising the functions devolved from central Government as part of a deal which brings £900 million of investment. The initial focus will be on improving transport and skills training.



During 2016-17, over 250 new affordable homes were built.



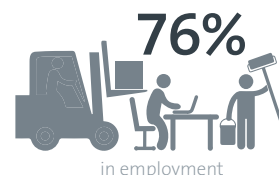
During 2016/17 we helped to return 477 empty properties back into occupation.



Our outreach teams continue to actively work with rough sleepers, as addressing homelessness is a priority issue, and average numbers of rough sleepers continue to rise. Bristol reported one of the highest numbers of rough sleepers nationally at the national Rough Sleeper count (Nov 2016).



The Employment rate remains buoyant at 76% and the gap between best and worst performing neighbourhoods has reduced.



46% of household waste was sent for reuse, recycling, composting or anaerobic digestion.



Bristol continues to be a major destination for tourists and entertainment. In 2016/17 there were over 3.7m visitors to the city for visitor attractions and performance venues.



We run and maintain 8 Leisure Centres and swimming pools, where over 2.5 million individual visits occurred during 2016/17.



The number of bus journeys made in the city last year exceeded 38.5 million, up 4.9% on the previous year. Investment in the local infrastructure including new ways for travel information, better bus shelters and a major roll-out of mobile phone based ticketing from the local operators all contributed to a third year of increased numbers of journeys.



There was significant work to achieve approval for 4 new schools to be built in Bristol, to cater for the additional demand for school places.



The percentage of children with a good level of development at Early Years is solid at 66.3%



The percentage of Bristol Schools rated 'Good or Better' by Ofsted continues to improve:

- Nurseries @ 100%
- Primaries @ 91%
- Secondaries @ 100%.

Ofsted
'Good or Better'

Nurseries 100%
Primaries 91%
Secondaries 100%

Financial Performance

Our budget for the provision of services in 2016/17 was set against a backdrop of considerable financial challenge, due to on-going austerity programmes, compounded by inflationary pressures and an increasing demand for our services. We are a large and diverse organisation and our accounts are by their nature both technical and complex. This section of the report provides an explanatory narrative to the key elements of the statements and sections in the accounts and also provides a summary of our financial performance for 2016/17.

- The Council collects £219.8m of business rates, of which £108.1 is passed to central government and £108.6 is retained by the Council.
- The Council also collects £214.1m of Council Tax (on behalf of the Avon and Somerset Police and Crime Commissioner, Avon Fire Authority and itself), of which £178.4m is retained by the Authority.
- The Council holds £2.5b of fixed assets comprising £915m of operational assets for delivering services and £249m of investments property.
- The Council is responsible for managing cashflows with an annual churn exceeding £2.2b.
- The Council generates £829m of fees, charges and grants used to deliver services and keep council tax down

Revenue Financial Summary 2016/17

Revenue expenditure covers the cost of the Council's day to day operations and contributions to and from reserves.

In September 2016 it was reported to the Council's Cabinet that the Council was forecasting a General Fund overspend for the year of some £29m. The Council commissioned an independent review to understand what caused the deficit and make recommendations moving forward. The report and its recommendations are available on the Council's website and key issues are referred to in the Annual Governance Statement, which forms part of this document.

A number of in-year mitigating actions were taken to reduce the overspend, and the final outturn position was net spend of £398m, compared to a final net general fund budget of £387.5m (actual overspend of £10.5m). This net expenditure position forms part of the consolidated income and expenditure account. A detailed analysis of the reasons for overspend were reported to Cabinet on the 16th May 2017. These are summarised as follows:

- financial pressures, particularly in the areas of adults and children's social care, relating to both, complexity of need and cost. This led to an overspend of some £8m for provision of residential and associated care of elders and other vulnerable adults, and some £3.3m for children in care.
- The Council was also unable to deliver a number of savings agreed by Full Council at the beginning of the

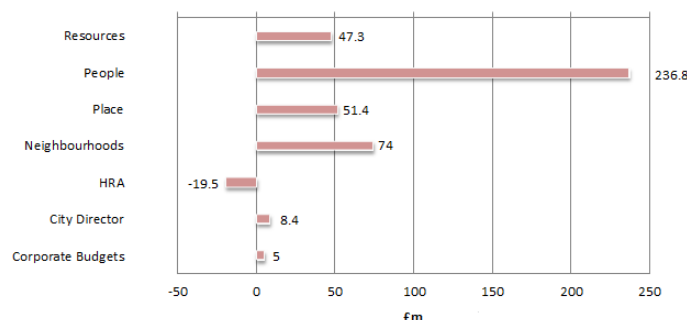
financial year in areas such as property and a range of cross directorate functions. A full analysis of the reasons for this were set out in the independent review.

The impact of the overspend is reflected in the Movement in Reserves Statement.

Within the accompanying Statement of Accounts the Comprehensive Income and Expenditure Statement (CI&ES) sets out the Council's financial position for the year before taking account of statutory adjustments required to be made to the accounts. The Movement in Reserves Statement (MIRS) reflects these statutory adjustments and shows how the financial performance for the year has impacted on the Council's reserves.

The gross cost of services during the year was £832m (£1.135b in 2015/16). This includes both General Fund services and the Housing Revenue Account (HRA). The main reason for the difference is the reversal of £321m of impairment into the HRA. (See HRA section in report for more details.) After deducting specific grants and income from fees and charges, the net cost of services was £82.6m (£381.4m in 2015/16). The breakdown of net expenditure between the different service areas is shown in the following chart. The chart excludes the impairment reversal in the HRA.

Directorate Net Expenditure (£m)



Revenue Expenditure

The table overleaf compares the outturn position as reported to Cabinet in May with the position shown in the Comprehensive Income and Expenditure Account in this Statement. The analysis below takes account of all the technical accounting adjustments required under International Financial Reporting Standards.

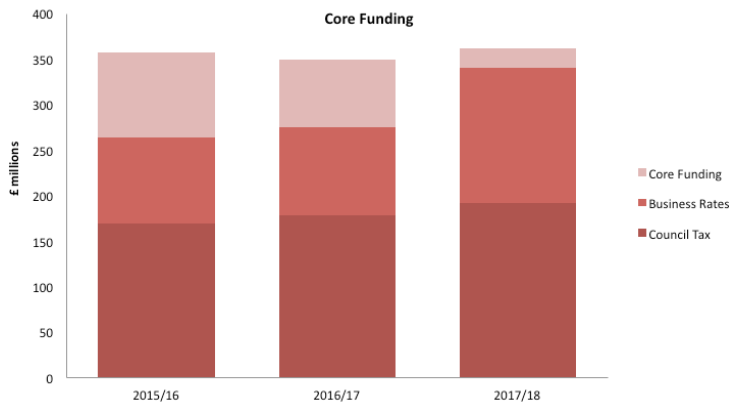
	£m
General Fund deficit reported to Cabinet	10.5
Include HRA	(45.1)
Overall Surplus	(34.6)
Post Outturn Adjustments (see note 1)	34.6
Remove total net transfers from reserves – agrees to the Expenditure and Funding Analysis (Note 7 to the Accounts)	47.4
Technical accounting adjustments required by Statute	
Impairment and other capital adjustments	(365.5)
Pensions	20.5
Other (see note 2)	(4.8)
Surplus per Comprehensive Income & Expenditure Account	(302.4)

Note 1 – adjustments include charges for PFI and financing the Capital Programme and the transfer of the surplus on the HRA and the deficit on the General Fund.

Note 2 – adjustments include timing differences for receipts and payments from the Collection Fund into the General Fund.

Sources of Funding

Services were funded from a range of sources including core government funding (Revenue Support Grant and New Homes Bonus), business rates and council tax. In common with the rest of local government, the Council has seen a steady reduction in its core funding; a decrease in Revenue Support Grant and other general government grants of £18.1m (represents a 20% reduction in this source of funding); in 2016/17 this was partly mitigated by locally generated funding streams such as council tax and business rates. The chart below shows where the Council gets its core funding.



In 2016/17 the government allowed councils to apply an additional 2% levy on council tax to fund Adult Social Care pressures. This raised an additional £3.4m for the Council to spend specifically on adult social care. During the year it was also necessary to withdraw £10.5m from reserves to support the budget.

Against this backdrop of increasing service costs and reduced central government funding, the Council has approved a net budget for 2017/18 of £364.1m. This includes a range of proposed service reductions and income generating options equating to £33.1m. The Council has prioritised the revenue resources available to fund key services – for example social care, waste & recycling and other external funds aligned to infrastructure for the benefit of its wide range of customers and to facilitate a sustainable

future.

Whilst a balanced budget was set for 2017/18, it includes high levels of risk in terms of delivery of the programme of savings. The challenge does not end in 2017/18, as the central government grant to the Council continues to reduce and there are significant pressures to deal with (including inflation, increasing demand and new legislation). £104m of savings need to be found over the medium term which, along with the savings already proposed of £62m (this includes £33.1m above) a budget gap of £42m remains. It is therefore essential that the Council continues with its transformation programme to identify further savings opportunities to ensure future balanced budgets are able to be set.

Further details of the Council's budget are included in the **Budget Report 2017/18** which is available on the Council's website.

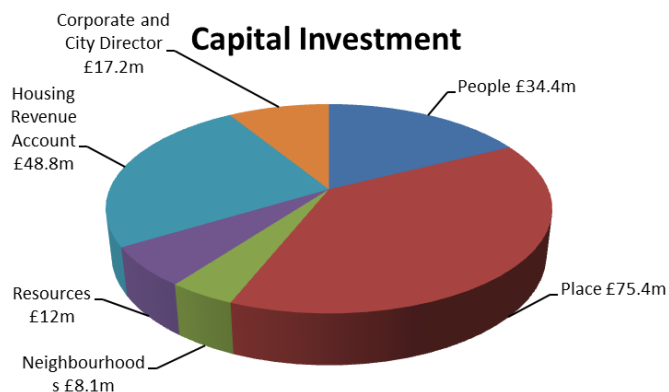
Under current Government central funding proposals, the intention is to radically change the way local authorities are funded by moving to full business rate retention and phasing out the Revenue Support Grant by 2020. The council within the West of England Combined Authority (WECA) will be piloting 100% business rates retention from 2017/18.

Pilot authorities will each retain 100% of locally raised business rates. In return they will forego Revenue Support Grant (RSG) and a number of other funding streams. Each authority's tariffs and top-ups calculated by central government will be adjusted to ensure the change is cost neutral for central government.

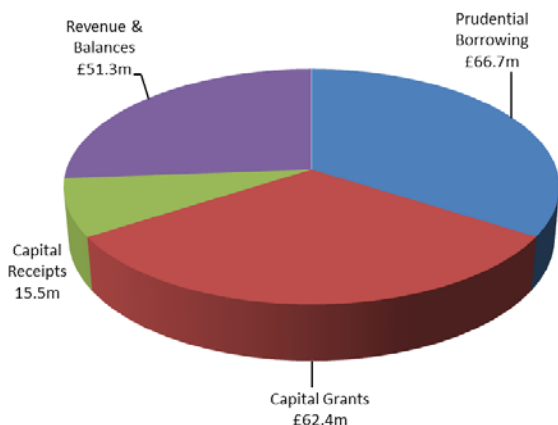
Capital Investment

Capital expenditure forms a large part of our spending. The Council has an ambitious capital programme to deliver projects that are fundamental to the Council achieving its aspiration to re-shape how we deliver our services as well as helping to unlock revenue savings and efficiencies to secure our ongoing financial sustainability.

- Overall, the Capital Programme for 2016/17 was originally set at £190.1m. Capital spending during the year totalled £195.9m. An analysis of capital investment by directorate sources of capital financing are shown in the charts below.



Capital Financing



The Capital Programme was financed from a combination of borrowing (£66.7m) and from grants, contributions and reserves (£129.2m).

The major areas of investment have included:

- £62m invested in transport schemes including the Metrobus programme (spend in year of £40m), Cycling Network improvements, traffic management and infrastructure
- £49m invested in the Council's housing stock
- £31m invested in schools buildings to provide additional pupil capacity to meet increased demand
- £11m invested in Bristol Workplace Programme to provide effective environments to support agile working, providing technical solutions and to deliver efficiency savings

- £4m investment in Bristol Operations Centre at the Temple Street offices
- £4m invested in the Arena Project and surrounding infrastructure

Housing Revenue Account (HRA)

The HRA Income and Expenditure Statement sets out the financial position for the year before taking account of statutory adjustments required to be made to the accounts. The Statement of Movement on the HRA Balance reflects these statutory adjustments and shows how the financial performance for the year has impacted on HRA reserves.

The HRA Income and Expenditure Statement shows a net surplus for the year of £4.8m. The reversal of an impairment loss previously recognised of £321m has been credited to the surplus on provision of Services (2015/16: £21m). This £321m relates to the revaluation of HRA Council Dwellings carried out in 2016/17. Impairment is where the value of an asset falls below the carrying value in the accounts and so to reflect the commercial reality of the situation a charge is made in the running costs.

- The council's housing stock is a ring fenced landlord account.
- The council owns and manages 27,198 homes
- It collects £113m in dwelling rent in 2016/17 (£115 in 2015/16)
- The council spent £48.8m in 2016/17 on new builds and improvements to its existing housing stock.

Treasury Management

The 2016–2019 Treasury Strategy identified a medium term borrowing requirement of £293m to support the existing and future Capital Programme. The Council's agreed policy is to defer borrowing while it has significant levels of cash balances (£70m at March 2017). The authority, as planned, borrowed £19.2m, at a preferential rate (2.21%), from the Public Works Loan Board (PWLB) on the 31st March 2017 for the Bristol Temple Meads East Regeneration (Arena) scheme reducing the interest rate risk and liquidity risk exposed to the authority.

Net debt (borrowing less investment) was £363m at the end of the year. The average level of funds available for investment purposes during the year was £146m. The return for the period was 0.57% compared to the recognised benchmark of 0.20% (7 day Libid average for period).

The Council has complied with all treasury management legislative and regulatory requirements during the period and all transactions were in accordance with the approved Treasury Management Strategy.

Pensions

The City Council is a member of the Avon Pension Fund. The pension liability as at 31 March 2017 is £921m. This represents the value of what the Council owes across future years offset by the value of assets invested in the pension fund. The pension fund is revalued every three years. The 2016 valuation will set contribution rates for three years commencing on 1 April 2017.

The current funding level is an estimated 83%. The funds employers are paying additional contributions over a period of 17 years in order to meet the shortfall.

Contingencies

The Council has set aside a provision of £11m within the collection fund for any business rates appeals against rateable values in future years. There were approximately 1,800 appeals outstanding at the 31 March 2017.

Group Results

The Council is required to produce Group Accounts alongside its own financial statements where it has material interests in subsidiaries, associates and/or joint ventures. The Council has involvement with a number of companies. However, on the grounds of materiality, in 2015/16 the Council was not required to produce group accounts. The Council's analysis has concluded that in 2016/17 there is a requirement to produce Group Accounts; these have been prepared and include comparative consolidated information for 2015/16. The Group Accounts included as part of the Statement of Accounts fully incorporate the results of Bristol Holding Limited, Bristol Waste Company Limited and Bristol Energy and Technology Services Limited. Full details of the relationship can be found in the Group Accounts section of the Statement.

The Council's investment in the group is £15.951m.

Other entities which fall within the group boundary, but which are not consolidated into the Group Accounts as they are not considered to be material, are detailed within the Related Parties note within the Statement of Accounts.

The Statement of Accounts

The Statement of Accounts is set out in the accompanying document, they consist of the following statements that are required to be prepared under the Code of Practice.

The Core Statements are:

- The Comprehensive Income and Expenditure Statement – this records all the Council's income and expenditure for the years. The top half of the statement provides an analysis by service area. The bottom half of the statement deals with corporate transactions and funding. Expenditure represents a combination of:

- Service and activities that the Council is required to carry out by law (statutory duties) such as street cleaning, planning and registration; and
- Discretionary expenditure focussed on local priorities and needs

- The Movement in Reserves Statement is a summary of the changes to our reserves over the course of the year. Reserves are divided into "useable", which can be invested in capital projects or service improvements, and "unusable" which must be set aside for specific purposes. We continually review the money we have in reserves for specific purposes to make sure they are at the right levels, and that our reserves continue to meet our needs
- The Balance Sheet is a "snap shot" of the Council's assets, liabilities, cash balances and reserves at the year-end date
- The Cash Flow Statement shows the reasons for changes in the Council's cash balances during the year, and whether that change is due to operating activities, new investment, or financing activities (such as repayment of borrowing and other long term liabilities).

The Supplementary Financial Statements are:

- The Housing Revenue Account – this separately identifies the Council's statutory landlord function as a provider of social housing under the Local Government and Housing Act 1989
- The Collection Fund summarises the collection of Council tax and business rates, and the redistribution of some of that money to Avon Fire Authority, the Avon and Somerset Police and Crime Commissioner and central government.
- The Pension Fund Account reports the contributions received, payments to pensioners and the value of net assets invested in the Local Government Pension Scheme on behalf of Council employees.

The Notes to these financial statements provide more detail about the Council's accounting policies and individual transactions. Our Annual Governance Statement sets out the governance structure of the Council. It summarises the outcome of our review of the Governance Framework that has been in place during 2016/17 and our system of internal control, which is a critical component of our overall governance arrangements.

Conclusion

Through careful planning and management, the Council has been able to reduce the forecasted deficit and close its 2016/17 accounts with a £10.5m overspend (funded from a redirection of reserves no longer required) and general balance of £20m retained; which will support the Council in meeting the financial challenges of 2017/18 and beyond.

The Council set an annual budget for 2017/18 and a medium-term financial plan will be presented to Council mid-2017. The Council faces a great deal of uncertainty over our future finances, and it is clear there will be continued pressure to reduce the cost of the public sector and to equalise resources within the council to deliver our priorities.

Accurate financial planning is made even more difficult with the impact of appeals and revaluations on Non-domestic Rates and the the new 100% Business Rates retention scheme that could expose us to more risks from fluctuations of Business Rates income. We will have to make assumptions on these and other issues and explore resourcing principles that can facilitate the production of a balanced budget over the medium term.

Denise Murray
Director of Finance (Section 151 Officer)

Statement of Responsibilities

The Authority's Responsibilities

The Council is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council that officer is the Service Director Finance;
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets;
- Approve the Statement of Accounts by the 30th September 2017.

The Service Director Finance's Responsibilities

The Service Director Finance 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 Service Director Finance has:

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

The Service Director Finance has also:

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

Certificate of the Service Director Finance

I hereby certify that this Statement of Accounts, provides a true and fair view of the financial position, financial performance and cash flows of Bristol City Council for the period ending 31 March 2017.

Denise Murray

Denise Murray
Director of Finance (Section 151 Officer)
15th June 2017

Independent Auditor's Report To The Members of Bristol City Council

How did we do?

In May 2016, a new Mayor was elected and there was the appointment of a new Cabinet bringing a change of vision, direction, values and key priorities, which are now reflected in the new Corporate Strategy for the Council. This has allowed the Council to reflect upon its governance. This Annual Governance Statement reflects a changing culture in the Council towards transparency and a determination on the part of the Mayor, Members and Officers to improve how we do business.

Organisationally, there have been significant changes to the Leadership Team. New appointments have been made to key roles such as Chief Executive, Monitoring Officer and Director of Finance (Section 151). Wider changes in the Leadership Team have been evident as the organisation and its structures seek to improve its efficiency and effectiveness in a financial climate which requires significant reductions in expenditure or the implementation of strategic and governance changes.

It has been a challenging year in terms of governance at the Council. In the first half of 2016/17, financial monitoring information indicated significant challenges in balancing the budget and delivering the Council's priorities and spending plans as set out in the three year Medium Term Financial Strategy for 2014/15 - 2016/17. Whilst the Leadership Team were tasked with reviewing income and expenditure, by November 2016 it was apparent that the initial mitigating actions proposed would not deliver the savings required to balance the budget. Decisive action was taken and a Management Instruction to cease all non-essential spending across the whole Council was put in place and remained until 31 March 2017.

The statement of accounts for 2016/17 indicates a year end overspend which is at a level that can now be contained within funds identified from a redirection of reserves. The budget for 2017/18 seeks to ensure a stable position can be sustained, and noted the indicative budget gap and initial savings positions from 2018/19 onwards. The medium term financial plan is in development and will refresh the position after consideration of the financial climate at both national and local level, pressure on wider public sector expenditure, in particular, the NHS and Police, any consequential impacts for the City Council's budgets and available resources. This will assist in ensuring reducing resources are invested in activities that have the greatest impact on the delivery of priority outcomes.

Improved governance arrangements relating to the delivery of savings have been implemented. This replaces the role of the Directors Working Group (introduced during 2016/17) to a new framework for governance which includes a Delivery Working Group and strategic oversight by a Delivery Executive, which includes the Mayor (on a quarterly basis) the Deputy Mayor for Finance Governance and Performance and Chief Executive. This reflects an intended change in culture reflecting greater Member oversight of performance and clarity of governance within the Council.

The Council has initiated wide-ranging governance reviews, including the Council's Constitution, Financial Regulations, the Scrutiny process and arrangements relating to Council owned companies and subsidiaries. The emerging Target Operating Model will set out how the Council will arrange itself in order to enable delivery of outcomes and become a fit for future, resilient and high performing organisation. A more robust approach to providing assurance has been introduced with more regular reporting by statutory officers and senior managers.

Membership of the Audit Committee, the Committee appointed to oversee governance arrangements at the Council, also changed significantly with several new Council Members (new to the Council as well as the Audit Committee) appointed to serve on the Committee.

Despite the challenges faced, there are numerous examples of how governance at the Council has seen improved outcomes, for example the Council success for Business Improvement Strategy at the National Contact Centre Awards.

Scope of Responsibility

We are responsible for ensuring that our business is conducted in accordance with the law and proper standards, and for ensuring that public money is safeguarded, properly accounted for and used economically, efficiently and effectively. We also have a duty under the Local Government Act 1999 to continually review and improve the way we work, while at the same time offering value for money and an efficient and effective service.

What is Corporate Governance?

“Governance comprises the arrangements put in place to ensure that the intended outcomes for stakeholders are defined and achieved. “

The Code of Corporate Governance

The Council has approved and adopted a Code of Corporate Governance (the Code), which is consistent with the principles of the Chartered Institute of Public Finance and Accountancy / Society of Local Authority Chief Executives (CIPFA/SOLACE) Framework *Delivering Good Governance in Local Government*.

A copy of the Code is available on the Council’s website. This statement explains how the Council has complied with the Code.

The Code, which was approved and adopted by the Council in January 2009 is revised and approved annually by the Audit Committee. In 2017 /18, the Council will refresh the Code to reflect the latest guidance.

Purpose of Statement

The purpose of the Annual Governance Statement (AGS) is to explain how the Council has endeavoured to deliver good governance through the arrangements in place during the period covered, and how the Council has reviewed the effectiveness of these arrangements.

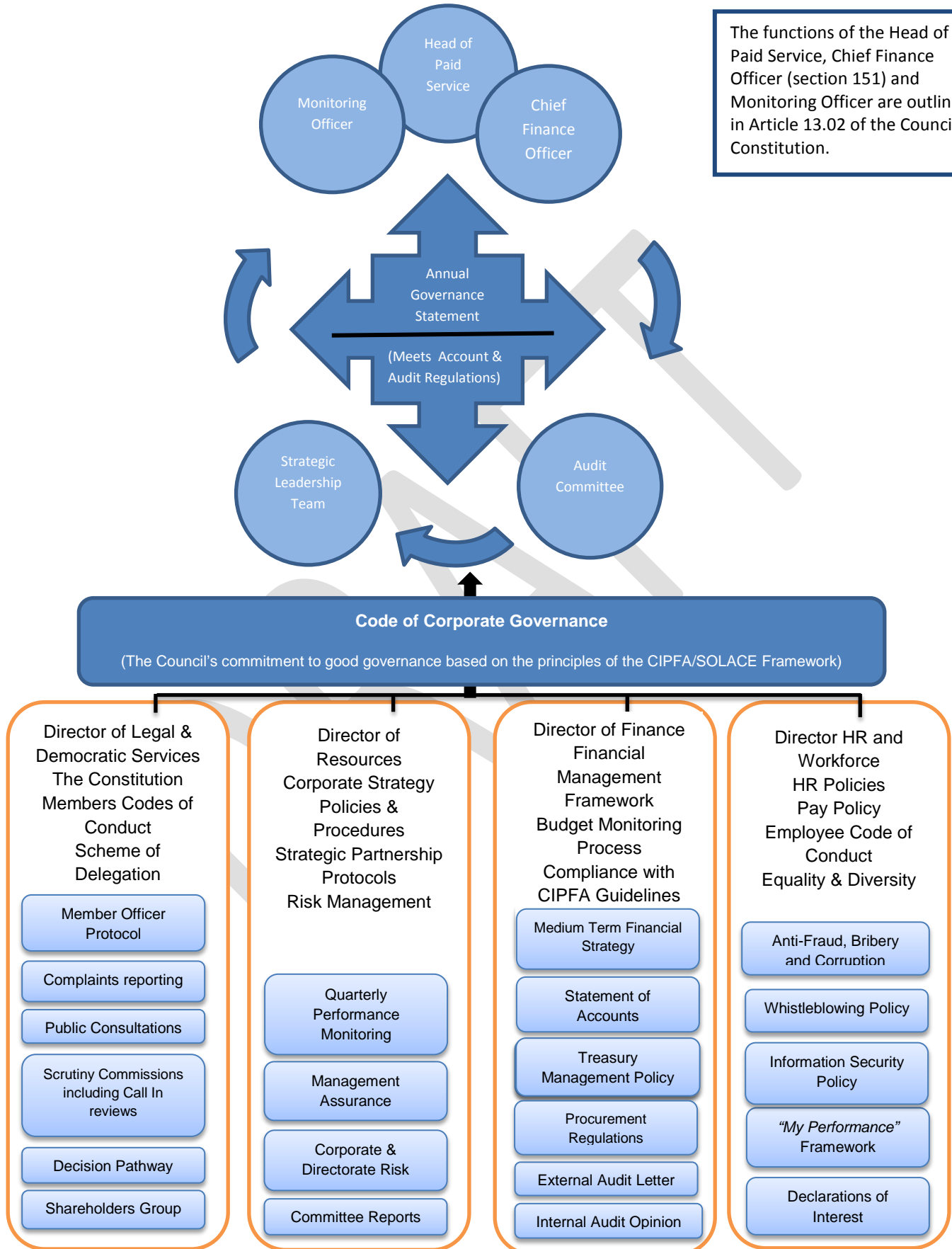
It also meets the requirements of the Accounts and Audit Regulations 2015, which require the Council to publish an AGS in accordance with proper practice in relation to internal control.

The AGS covers financial year 2016-17 and the subsequent period, up to the sign off of the 2016/17 financial statements. The draft statement was presented to Directors and to the Audit Committee in June 2017, following which this statement was formally approved.

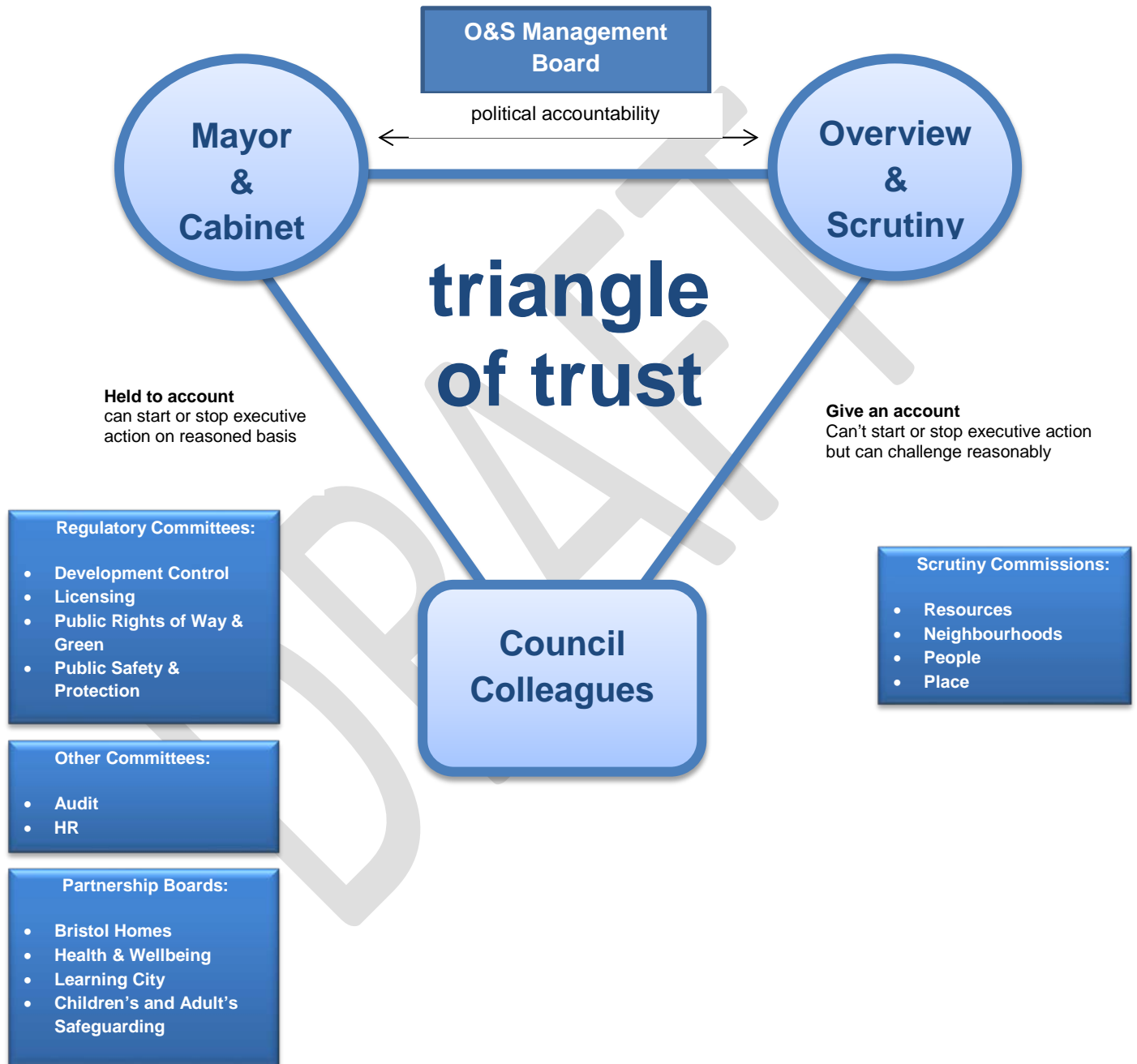
The Governance Framework

The governance framework comprises the systems and processes, culture and values, by which the authority is directed and controlled and its activities through which it accounts to, engages with and leads the community.

The functions of the Head of Paid Service, Chief Finance Officer (section 151) and Monitoring Officer are outlined in Article 13.02 of the Council's Constitution.



Accountability within the Governance Framework



The above model illustrates who is accountable for what and to whom within a strong governance framework. It locates decisions and enables delegation in the public interest. This is the model to which the Council aspires.

Review of Effectiveness

The Council has responsibility to review the effectiveness of its governance. This review was coordinated by the Internal Audit Team and included managers from each directorate collating, reviewing and evidencing compliance and identifying any governance improvements required within their areas. Issues identified by External Reviews, Internal and External Audit were also considered for inclusion in this statement. Where the issues identified are considered significant, these will be outlined in the 2016/17 Annual Governance Statement improvement plan.

External Commissioned Review

The **Bundred Review** (an external review by the Local Government Association) was commissioned by the Mayor following a report to Cabinet in September 2016 outlining an estimated budget deficit of £29.1m in 2016/17. The causes of the budget deficit were reviewed and recommendations were made to improve financial management and governance.

The report, published in February 2017, made 12 recommendations across a broad range of topics including the Council's Finance Department, improving the Council's approach to reporting, writing business cases, managing documents and making specific departments accountable for savings. It also highlighted the need to improve management culture, keep backbench and opposition Councillors better informed and maintain more regular financial reporting to Cabinet.

It noted that many improvements had been made since September 2016, with regular and stronger financial reporting, more involvement of elected members and changes in senior management. This includes recruiting a new permanent Director of Finance, who has been made a full member of the Council's Senior Leadership Team.

The report noted that changes must be made over the long term under the Council's new Chief Executive. Comprehensive responses to the recommendations within the report were agreed at Cabinet in May 2017 to strengthen the governance framework of the Council.

Review of Effectiveness - Audit Arrangements

A more robust approach to providing assurance for this Annual Governance Statement has been developed with **Managers and relevant budget holders** from across the Council completing assurance statements for each of their areas acknowledging responsibility for internal control and risk management. Each of these employees have certified or otherwise their satisfaction with the arrangements in place during 2016/17. Several areas for improvement have been identified.

In the 2015/16 Annual Governance Statement, 11 key areas for improvement were identified. An update has been reviewed by the Audit Committee in year. Several of the improvements identified remain outstanding and there is a need for enhanced monitoring of agreed actions in 2017/18.

The Audit Committee has received standards of conduct of Members. Entries made in the Register of Members Interests were reviewed by the Monitoring Officer.

The **Audit Committee** provides independent assurance on the adequacy of the governance arrangements in the Council and has cross party representation.

The Committee met regularly during 2016/17, considering reports, from the Chief Internal Auditor including the Annual Internal Audit Report, the Section 151 Officer, the Monitoring Officer and the External Auditor.

An assessment of the Committee is underway (following CIPFA good practice guidance) to identify any areas where improvements are necessary to increase its effectiveness.

The **Head of Internal Audit** has undertaken a programme of reviews around governance arrangements, internal control and risk management arrangements at the Council. Overall, their opinion is that only partial assurance could be provided in respect of 2016/17 as detailed in their Annual Audit Report.

BDO is currently the Council's appointed **External Auditor**. As well as the examination of the Council's financial statements, the work of the Council's External Auditor includes an assessment of the degree to which the Council delivers value for money in the use of its resources.

In its Annual Report for 2015/16, BDO stated that the Council had proper arrangements in place for securing economy, effectiveness and efficiency in its use of resources.

Moving forward, BDO will be reviewing the significant estimates and judgements that could influence the Council's financial position.

The Audit Committee received regular reports on counter fraud and fraud investigations throughout 2016/17. A review of the Council's position related to the CIPFA Code of Practice on Managing the Risk of Fraud and Corruption needs to be reported to the Audit Committee in 2017/18.

An Improvement Plan for the Internal Audit service will be prepared in 2017/18 and an external peer review is also planned by the Core Cities Chief Internal Auditors Group for autumn 2017, both designed to enhance the service.

Review of Effectiveness – Financial Arrangements

The **Director of Finance** has confirmed that the principles outlined in the CIPFA *Statement on the Role of the Chief Financial Officer in Local Government* have been complied with in performing her duties.

It has, however, been recognised that there was a need for significant improvements in financial management and reporting arrangements across the organisation. Integral to this is the finance function which is still in the midst of a sustained period of change with the aim of improving the efficiency of our processes and effectiveness of our service.

Longer term improvements planned include increasing capacity and the skill base within both Finance and Internal Audit, continued development of finance systems and processes, refreshing of financial strategies and key policies and the provision of a more flexible, agile and adaptive support to the business.

Audit findings and responses contained in the Assurance Statements in respect of **Procurement and Contract Management** highlighted the following concerns regarding robustness of process:

- Improvements required in tendering process including clarity in specification setting.
- Significant use of Waivers in the procurement of goods and services
- Weakness in contract monitoring including the need for improved pre-planning prior to the end of contracts and agreement timeframes.

There has been a move from quarterly to monthly **budget forecasting** and reporting to members, these reports feed in to the cyclical Cabinet meeting. Budget reports are considered by Directorate Leadership Teams who are supported by Finance Business Partners. The Strategic Leadership Team and Scrutiny also receive reports which identify forecasted budget positions and planned remedial actions.

A material overspend was forecasted during the year and a number of control measures were introduced or enhanced to assist in managing down the shortfall and provide greater assurance:

- Ceasing spending on activities that are not wholly and exclusively funded from; specific ring fenced grant, cash neutral to the general fund or funded from trading / operating income.
- Chief Executive, in conjunction with the Monitoring Officer and the Section 151 Officer, was charged with reviewing exception requests.
- The Commissioning and Procurement Group ensure the Council and its partners procure services with efficiency, value for money and in line with best practice.
- Directors Working Group established to provide assurances relating to the delivery of the Savings Plan. This function has been further enhanced in the form of the Delivery Working Group / Delivery Executive.

In 2016/17, there has been unplanned slippage in the annual delivery profile of key **capital projects** to which funding has been earmarked in the capital programme. In making that statement it must also be recognised that there has, also been greater visibility in capital monitoring, reporting and financing, which has been reviewed and assisted in verify the availability and timing of funds assumed within the programme. Improvements have commenced and are required on an ongoing basis to ensure that:

- The Capital Programme is realistic, of strategic importance, economically justifiable and financial affordable.
- There is robust project management to effectively oversee the monitoring of key milestones and benefits realisation within the programme.
 - A Capital Strategy is approved aligned to corporate objectives.

Review of Effectiveness – Decision Making

The Council's **Monitoring Officer** has legal responsibility to look into matters of potential unlawfulness and has confirmed that there has not been the need to make a report concerning any proposal, decision or omission that would give rise to unlawfulness or maladministration. Decisions have been made in accordance with the budget and policy framework.

The Council's **Senior Information Risk Owner** has confirmed that information security arrangements are in place although some areas were in need of improvement. Online training is available and course refresh requested for all staff to raise awareness of what each employee needs to do to keep Council information secure. At the time of writing, 61% of employees have completed it.

The **Constitution** establishes how the Council operates, outlining the roles and responsibilities of the executive, non-executive and scrutiny functions. It includes setting out how decisions are made, delegation arrangements to Members and Officers, Financial Regulations and Procurement and Contract Procedures, Member / Officer Protocols and other supporting procedures of how decisions are taken and the processes and controls required to manage this.

The Constitution was reviewed at the annual meeting of full Council and published on the Council website. The need for a more extensive revision has been identified and this includes a review of the Financial Regulations, Schemes of Delegation, Procurement and Contract Procedures and the Member / Officer Protocol (not updated since 2002), which will be concluded and implemented in June 2017

The Council's approach to managing staff performance is, "**My Performance**", which requires regular, quality conversations and periodic online assessment. On line completion is monitored and incorporated in the internal quarterly performance reports. This has highlighted inconsistent application with only 68% of staff having registered the completion of performance reviews. For the Council to successfully delivery its vision and commitments these objectives need to be linked to the Councils overarching principles and priorities.

For **complaints**, in 2016/17, the Council responded to 58% of Stage 1 statutory complaints within 15 days (the service target is 90%) and 73% of Stage 2 within 20 days (the service target is 90%).

This will need to be strengthened in 2017/18 and the Chief Executive has already written to Strategic Directors setting out the need for improvement and closer monitoring

In February 2017, the new **West of England Combined Authority** made up of three of the local authorities in the region, was established, working in partnership to deliver economic growth in the region, and address some of the challenges particularly in relation to transport, housing, productivity and skills.

West of England Overview and Scrutiny and Audit Committees will be established to scrutinise and hold to account the new combined authority and West of England Mayor.

Review of Effectiveness – Decision Making

The **Mayor** personally holds significant Executive decision making powers within the context of the budget and policy framework approved by full Council in relation to all major policy decisions not reserved for the Council. Whilst some of this responsibility may be shared with Cabinet members, the Bristol Mayor retains this function.

The **Cabinet** is responsible for the key decisions of the Council. The Cabinet met frequently (every 6 weeks) and made decisions in line with the Council's overall policies and budget. The decisions of the Cabinet were subject to scrutiny through the Overview and Scrutiny Management Board and four Scrutiny Commissions, which met regularly during the year.

Members have recognised that that the **Scrutiny process** has not operated as effectively as possible and the Council has initiated a review of arrangements in order to enhance effectiveness.

The **Overview and Scrutiny Commissions** have reviewed a wide variety of reports and “call ins” including:

Corporate Strategy
Savings Proposals
Combined Authority and Devolution Proposals
Performance Reporting Framework
Engagement and Democracy
Financial Monitoring

Annual Report of the Director of Public Health
Neighbourhood Partnerships
Local Flood Resilience Strategy
Bristol Transport Plan
Bristol Children's Services Improvement Plan
Adult Social Care Strategic Plan

Decisions made by Committees, Council and Cabinet, (under their delegated powers) and the Chief Executive and Strategic Director decisions are recorded and published online for transparency. A review of the publishing of Officer Executive decisions is under way to improve reporting arrangements.

Delegation arrangements for Cabinet Members are reviewed annually as part of the appointments process.

The Council publishes a calendar of meetings and deadlines for the submission of agenda items; agendas and reports are produced promptly and provided to the relevant Members.

The companies **Bristol Energy** and **Bristol Waste** are wholly owned by the Council through a company, Bristol Holding Limited. Bristol Energy is a 'social' supplier of gas and electricity to the public. Bristol Waste provides recycling, waste collection, disposal and street cleansing services on behalf of the Council.

The companies produce their own accounts which are subject to an independent external audit. In 2016/17 the companies' accounts have been consolidated into the Council's accounts for the first time. An assurance statement based on the model completed by Council managers has been completed on behalf of each company to provide assurance that governance arrangements are sound.

Each company has put in place their own governance arrangements which reflect the commercial environment within which they operate. These governance arrangements are similar to some of the Council's arrangements but do not replicate them exactly. The companies operate in accordance with business plans and progress against them is monitored internally and reported to the Council through the client management team and the shareholder function.

The Council has, to 31st March 2017, invested significant sums in the wholly owned subsidiaries. It has retained a very small client management team to oversee the relationship with the companies. A 'shareholder' function has also been established to hold the companies to account for their performance. During 2016/17, the Council has increased the level of performance monitoring of the companies. The energy supply market is highly competitive and many of the changes experienced from its inception were difficult to predict. The shareholder meetings have managed this well and the company is showing a positive trajectory with in the region of 80,000 customers signing up.

There is a Code of Practice which sets out how the Council should govern its relationship with the companies. There are some inconsistencies in governance across the companies, for example Bristol Energy established an Audit Committee in March 2017 and the other companies do not have Audit Committees and also none of the companies have appointed internal auditors. With recent departures of Board members, there is a need to ensure that their replacement brings the right skills mix to the Board and that the Council ensures appropriate induction.

After a year of operation the time is right to review and improve, where appropriate, the governance model. This review is underway across the group, looking at best practice from other authorities, including the role of Council Officers and Members and skills required for Board members and it will report back in 2017/18.

IMPROVEMENTS MADE IN 2016/17

During 2016/17, the Council has made progress in enhancing its' governance arrangements via the following:

- ✓ There is a basis for stability and continuity of strategic leadership with the appointments to the posts of Chief Executive, Section 151 Officer and Monitoring Officer.
- ✓ The Section 151 and Monitoring Officer are now substantive members of the Strategic Leadership Team ensuring finance and good governance is at the heart of strategic management and decision making.
- ✓ Budget processes for 2017/18 place clear accountability with budget holders to deliver services within budget allocations. The process to be followed by Strategic Directors should a request for additional resources, within the financial year, requires approval in advance of expenditure being incurred except where urgency procedures apply.
- ✓ Governance arrangements around delivery of savings have been enhanced and include strategic oversight by a Delivery Executive which includes the Mayor and Deputy Mayor.
- ✓ Budget reporting has increased in its frequency with the all members now receiving monthly rather than quarterly financial information. More timely review of budget and financial information will continue into 2017/18.
- ✓ The 2015/16 accounts were not qualified and there were few adjustments to the draft accounts, which were prepared to a good standard
- ✓ Final accounts closure process has been improved with earlier sign off than in previous years.
- ✓ A more robust approach to providing assurances through the Annual Governance Statement now sees all senior managers and responsible officers input to the governance assessment.
- ✓ Work has commenced on facilitating a greater understanding of the Constitution of the Council and its Scheme of Delegation with senior managers of the Council.
- ✓ The establishment of the Children's Services Improvement Board which focused on improving social work outcomes and improvement in Care Leavers outcomes.
- ✓ Additional resource/expertise has been sourced to provide capacity and support to the finance and internal audit teams to deliver the function and organisational improvements required.
- ✓ The Bristol Resilience Strategy was prepared to provide a framework to protect the city against potential shocks and stresses it may encounter in the future including economic, social and environment resilience factors, setting out how the Council will work together with city organisations and local citizens towards

Significant Governance Issues
(see key below for definition)

No systems of control can provide absolute assurance against material misstatement or loss. In concluding this review a number of issues have been identified that need to be addressed to ensure continuous improvement in the governance framework. Some of these, identified below, are significant and, where necessary, additional improvements have been identified in a separate internally monitored action plan.

Issue No.	Issue Identified	Actions Taken and Proposed
1	The Bundred Review identified a range of recommendations to improve financial and budget management, including the achievement of savings and in how the Council managed the process.	The responses to the Bundred report agreed at Cabinet will be regularly monitored in 2017/18 in line with this AGS action plan.
2	Internal Audit has reported in their Annual Report that only 70% of recommendations followed up had been fully or partially implemented.	More rigorous monitoring of the implementation of Internal Audit recommendations is scheduled for 2017/18 accompanied by the enhancing of communication and escalation to Strategic Directors and Service Directors, who will then be held to account for their performance by the Chief Executive and Members.
3	Whilst the high level Corporate Strategy has been agreed, business planning requires development via the agreement of a detailed Target Operating Model (TOM) to ensure the whole organisational resource is focussed on delivery of the strategy and values.	<p>A new coordinated approach is underway, developing a wider strategic approach to delivering the Mayor's vision and strategic priorities.</p> <p>Sitting at the heart of this is the development of a single overarching strategic vision for the city for the next 20-50 years, alongside a 10 year rolling delivery proposition – The Economic Growth Strategy. This will bring together a single refreshed and forward thinking view of a number of existing plans including the Corporate Strategy, supported by the baseline data and evidence to support the delivery of the objectives.</p> <p>The emerging Target Operating Model (TOM) will set out how the Council will arrange itself in order to enable delivery of the outcomes of the Economic Growth Strategy and become a fit for the future, resilient and high performing organisation.</p> <p>Underpinning this will sit the Council's emerging Medium Term Financial Plan (MTFP) which, on a rolling basis, sets the financial and policy framework and principles within which the Economic Growth Strategy will be delivered.</p>

		<p>The MTFP and TOM set the direction, objectives and framework under which all Council plans will fit, these include:</p> <ul style="list-style-type: none"> • Business plans • Performance management framework – defining the outcomes and KPIs for the organisation, team and individual • Workforce plan – the employee offer, experience and development • Transformation plans • Communication and employee engagement plan • Values and behaviours framework
4	Performance management of our employees has been inconsistent with only 68% having registered completed performance reviews.	Our employees are supported by a comprehensive individual performance management process, with objectives that link to the Councils overarching principles and priorities outlined in the TOM. (see 3 above)
5	A review of governance relating to the Capital Programme Board was assigned partial assurance in relation to Capital Programme and Project delivery and, in 2016/17, there has been significant slippage in delivery of key capital projects in line with the agreed capital programme.	Capital governance to be reviewed and project management / profiling and monitoring strengthened to ensure the Council achieves its investment aspiration and does not unnecessarily lock revenue.
6	Weaknesses in the timing and advanced planning for procurement and subsequent post award Contract Management have been identified by both Audit reviews and from responses in the Assurance Statements.	<p>A Commissioning and Procurement Group has been established to consider all procurement requests including requests for waivers.</p> <p>Instigate robust Council-wide contract monitoring governance and guidelines in order to ensure best practice for all procurement activities, value for money is achieved and poor contract management arrangements are quickly identified.</p> <p>Internal Audit to continue to undertake assurance reviews of the effectiveness of Procurement and Contract Management arrangements which support the Council in achieving value for money and delivering on corporate objectives.</p>

7	There are a number of decision documents and processes which are considered too complex to navigate and which need to be simplified bringing together the Mayor and Cabinet's decision making and internal working groups. This will provide clarity and enable an efficient and meaningful engagement process not constrained by time and urgency.	<p>Reviews of both the Decision Pathway and the current internal working groups are underway.</p> <p>Briefing sessions have been provided on the Constitution and the Scheme of Delegation for all managers.</p> <p>The Constitution, Scheme of Delegation and Financial Regulations are in the process of being updated for submission to full Council June 2017 for approval.</p>
8	The Council has a number of partnership agreements in place and while we recognise the unique nature of some of these, many have been in existence for a number of years and require review. Corporately, we do not specify what governance arrangements we expect to see in place when working with partners which could expose the Council to risk.	<p>Partnership agreements to be reviewed to improve governance and provide guidelines in order to ensure best practice, value for money and minimise the risk to which the Council is exposed.</p> <p>The Work Plan of BDO (External Audit) includes review of both the Council's partnership arrangements and its interest in companies.</p> <p>The findings will be reported to the Audit Committee.</p>
9	A number of Internal Reviews have concluded only partial assurance relating to Information Security as well as issues around Public Service Network (PSN) compliance and the occurrence of 18 data breaches where data was disclosed or potentially disclosed which should not have been.	<p>An information security risk assessment has been completed to identify risks, lessons learnt and Action Plan developed.</p> <p>This will inform the Internal Audit plan for 2017/18.</p>
10	Risk Management processes need further embedding to provide forward looking views of risk which anticipate risk rather than retrospective reporting of how already known risks are managed.	Internal Audit will fundamentally review Risk Management arrangements and recommend improvements to arrangements.
11	It has been identified that there is a need for member development to concentrate upon the Mayoral model and in enhancing the community leadership role.	<p>The Members Development Programme is currently being reviewed and formulated.</p> <p>Training sessions and financial briefings have been provided to members.</p>

12	The Protocol for Member / Officer Relations has not been updated since 2002 but has been considered annually as part of the annual governance report to Full Council.	The Protocol will be reviewed and updated as part of the Constitution review and will be presented to Full Council June 2017.
13	An assessment against a CIPFA checklist on the effectiveness of the Audit Committee has been commenced and will report by September 2017.	The Audit Committee should formally review its effectiveness annually in year and prioritise any improvements for the subsequent reporting period.
14	Ongoing work remains outstanding in relation to concerns raised with regards to the control and treatment of Council Assets, in particular the governance surrounding asset disposal.	Audit report to be concluded to identify lessons learnt from asset disposal.

Key – Significant Governance Criteria:

The criteria for “significant governance” are issues/ areas which:

- Seriously prejudiced or prevented achievement of a principle objective;
- Resulted in the need to seek additional funding to allow it to be resolved;
- Required a significant diversion of resources;
- Had a material impact on the accounts;
- Resulted in significant public interest or has seriously damaged reputation;
- Resulted in formal actions being taken by the Chief Financial Officer or Monitoring Officer;
- Received significant adverse commentary in external inspection reports that has not been able to be addressed in a timely manner

Statement of Commitment

We have been advised of the implications of the result of the 2016-17 review of the effectiveness of the governance and internal control frameworks by the Audit Committee and of the plans to address identified weaknesses and ensure continuous improvement of the systems in place.

We propose over the coming year to take steps to address the above matters to enhance further the Council's governance and internal control arrangements.

As part of our commitment to further strengthen governance, local accountability and to explore how effectively we are delivering services, the Mayor and I have volunteered Bristol City Council to take part in a number of Corporate Peer Challenge organised by the Local Government Association. This is an invaluable opportunity to provide an external perspective and 'baseline' for the Council in terms of our current position. Furthermore, the challenge will explore how the Council can best achieve its ambitions and plans for the future and use the organisational values as key references points to guide the teams work.

We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and that we will monitor their implementation and operation over the next year and as part of our next annual review of effectiveness.

Signed:..... **Date:**.....

Marvin Rees

Elected Mayor

Signed:..... **Date:**.....

Anna Klonowski

Chief Executive

Core Statements

Comprehensive Income and Expenditure Statement for the year ended 31 March 2017

2015/16			2016/17		
Gross Exp	Gross Income	Net Exp	Gross Exp	Gross Income	Net Exp
Restated					
£'000	£'000	£'000	£'000	£'000	£'000
561,919	(290,474)	271,445	535,729	(298,911)	236,818
28,496	(7,414)	21,082	54,443	(7,146)	47,297
338,902	(259,984)	78,918	322,926	(248,880)	74,046
118,667	(62,545)	56,122	119,487	(68,064)	51,423
10,385	(7,951)	2,434	9,175	(789)	8,386
(2,888)	(2,166)	(5,054)	7,523	(2,480)	5,043
80,449	(123,969)	(43,520)	(217,239)	(123,212)	(340,451)
<u>1,135,930</u>	<u>(754,503)</u>	<u>381,427</u>	<u>832,044</u>	<u>(749,482)</u>	<u>82,562</u>
		3,619			(1,680)
		2,004			26,215
		(423,271)			(409,456)
		<u>(36,221)</u>			<u>(302,359)</u>
		(61,566)			(13,946)
		(51,846)			191,904
		<u>(113,412)</u>			<u>177,958</u>
		4,562			3,088
		(108,850)			181,046
		<u>(145,071)</u>			<u>(121,313)</u>

Movement in Reserves Statement for the year ended 31 March 2017

	Note	General Fund Balance	Earmarked Reserves	School Reserves	Housing Revenue Account	Housing Revenue Account Earmark Reserves	Capital Receipts	Major Repairs Reserve	Capital Grants Unapplied	Total Usable Reserves	Restated Unusable Reserves (Note 33)	Total Council Reserves
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March 2015 Carried Forward		20,000	95,851	39,460	39,602	14,480	27,964	7,050	3,010	247,417	490,051	737,468
Movement in Reserves during 2015/16												
Surplus/(Deficit) on the provision of services		(7,813)	-	-	44,034	-	-	-	-	36,221	-	36,221
Other Comprehensive Expenditure and Income		-	-	-	-	-	-	-	-	-	108,850	108,850
Total Comprehensive Expenditure and Income		(7,813)	-	-	44,034	-	-	-	-	36,221	108,850	145,071
Adjustments between accounting basis and funding basis under regulations	Note 19	(7,917)	-	-	(36,362)	-	11,834	(5,228)	(1,778)	(39,451)	39,451	-
Net Increase/Decrease before Transfers to Earmarked Reserves		(15,730)	-	-	7,672	-	11,834	(5,228)	(1,778)	(3,230)	148,031	145,071
Transfers to/from Earmarked Reserves	Note 20	15,730	10,127	(25,857)	2,163	(2,163)	-	-	-	-	-	-
Increase/Decrease in 2015/16		-	10,127	(25,857)	9,835	(2,163)	11,834	(5,228)	(1,778)	(3,230)	148,301	145,071
Balance at 31 March 2016 Carried Forward		20,000	105,978	13,603	49,437	12,317	39,798	1,822	1,232	244,187	638,352	882,539
Movement in Reserves during 2016/17												
Surplus/(Deficit) on the provision of services		(31,878)	-	-	334,237	-	-	-	-	302,359	-	302,359
Other Comprehensive Expenditure and Income		-	-	-	-	-	-	-	-	-	(181,046)	(181,046)
Total Comprehensive Expenditure and Income		(31,878)	-	-	334,237	-	-	-	-	302,359	(181,046)	121,313
Adjustments between accounting basis and funding basis under regulations	Note 19	(16,798)	-	-	(332,964)	-	5,911	(1,822)	2,108	(343,565)	343,565	-
Net Increase/(Decrease) before Transfers to Earmarked Reserves		(48,676)	-	-	1,273	-	5,911	(1,822)	2,108	(41,206)	162,519	121,313
Transfers to/(from) Earmarked Reserves	Note 20	48,676	(40,532)	(8,144)	3,527	(3,527)	-	-	-	-	-	-
Increase/(Decrease) in 2016/17		-	(40,532)	(8,144)	4,800	(3,527)	5,911	(1,822)	2,108	(41,206)	162,519	121,313
Balance at 31 March 2017 Carried Forward		20,000	65,446	5,459	54,237	8,790	45,709	-	3,340	202,981	800,871	1,003,852

Balance Sheet as at 31 March 2017

31 March 2016	Note	31 March 2017
Restated		
<u>£'000</u>		<u>£'000</u>
844,892	Property, plant and equipment	21 915,524
893,392	Council dwellings	21 1,227,131
100,459	Heritage assets	22 100,459
9,319	Intangible assets	10,040
240,328	Investment properties	23 248,632
5,046	Long-term investments	24 16,153
62,752	Long-term debtors	29 54,646
2,156,188	Long-term assets	2,572,585
118,668	Short-term investments	24 33,180
1,282	Inventories	1,649
107,639	Short-term debtors	29 110,742
23,246	Cash and Cash Equivalents	30 29,142
250,835	Current assets	174,713
(7,004)	Short-term borrowing	24 (7,769)
(130,211)	Short-term creditors	31 (145,085)
(5,438)	Provisions	32 (2,384)
(42,976)	Capital grants received in advance	18 (11,839)
(185,629)	Current liabilities	(167,077)
(414,289)	Long-term borrowing	24 (430,489)
(8,387)	Provisions	32 (12,044)
(902,207)	Other long-term liabilities	31 (1,122,428)
(13,972)	Capital grants received in advance	18 (11,408)
(1,338,855)	Long-term liabilities	(1,576,369)
882,539	Net assets	1,003,852
(244,187)	Usable reserves	20 (202,981)
(638,352)	Unusable reserves	33 (800,871)
(882,539)	Total reserves	(1,003,852)

Cash Flow Statement for the year ended 31 March 2017

2015/16		Note	2016/17
<u>£'000</u>			<u>£'000</u>
36,221	Net surplus on the provision of services		302,359
75,584	Adjustment to net surplus on the provision of services for non-cash movements	35	(212,398)
(91,815)	Adjust for items included in the net surplus or deficit on the provision of services that are investing and financing activities	35	(86,571)
19,990	Net cash flows from Operating Activities		3,390
(78,934)	Investing Activities	36	(18,217)
12,384	Financing Activities	37	20,723
(46,560)	Net increase (decrease) in Cash and Cash Equivalents		5,896
69,806	Cash and Cash Equivalents at the beginning of the reporting period	30	23,246
23,246	Cash and Cash Equivalents at the end of the reporting period		29,142

Notes to the Accounts

1 Accounting Policies

i General Principles

The Statement of Accounts summarises the Council's transactions for the 2016/17 financial year and its position at the year-end of 31 March 2017. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit (England) Regulations 2015, which require the accounts to be prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2016/17 (the Code) and the CIPFA Service Reporting Code of Practice (SeRCOP) for Local Authorities 2016/17, supported by International Financial Reporting Standards (IFRS).

From 2016/17 the Council is required to report its service segments based on the way it operates and manages its services and is no longer required to follow the service expenditure analysis set out in the Service Reporting Code of Practice for Local Authorities. The Council has adopted a Directorate reporting structure for its service segments. The 2015/16 comparatives for the Comprehensive Income and Expenditure Statement have been recast accordingly.

The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments. The Statement of Accounts has been prepared on a 'going concern' basis.

ii Accruals of Income and Expenditure

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

- Revenue from the sale of goods is recognised when the Council transfers the significant risks and rewards of ownership to the purchaser and it is probable that economic benefits or service potential associated with the transaction will flow to the Council.
- Revenue from the provision of services is recognised when the Council can measure reliably the percentage of completion of the transaction and it is probable that economic benefits or service potential associated with the transaction will flow to the Council.
- Supplies are recorded as expenditure when they are consumed - where there is a gap between the date supplies are received and their consumption; they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

iii Cash and Cash Equivalents

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

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 strategy.

iv Charges to Revenue for Non-Current Assets

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

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

V Collection Fund and Local Taxation

Bristol City Council is a billing authority for local taxation and collects:

- Council Tax on behalf of the Avon and Somerset Police and Crime Commissioner, Avon Fire Authority and itself; and
- Non Domestic Rates on behalf of the government, Avon Fire Authority and itself.

The Collection Fund Statement is an agent's statement which reflects the statutory obligation for billing authorities to maintain a separate Collection Fund which accounts for all local taxation collected and its re-distribution. The Council Tax income included in the Comprehensive Income and Expenditure Statement is the Council's own share of the Collections Fund's accrued income for the year.

There is no requirement for a separate Collection Fund Balance Sheet since the assets and liabilities arising from collecting non-domestic rates and council tax are reflected in the financial statements of the bodies concerned, namely major preceptors, the billing authority and the Government.

Bristol City, Bath and North East Somerset, North Somerset and South Gloucestershire Councils participate in "City Region Deal", a Business Rates Retention Scheme introduced by the Government in April 2013. This scheme permits the participating local authorities to retain 100% of the growth in business rates collected across designated Enterprise Areas, this income is then used to fund approved economic development programmes. The Council applies the principals of International Public Sector Accounting Standard 23: Revenue from non-exchange transactions in accounting for the transactions and balances relating to City Region Deal.

vi Employee Benefits

Benefits Payable During Employment

Monetary benefits such as wages and salaries, paid leave and bonuses, and non-monetary benefits (e.g. cars) for current employees are recognised as an expense in the year in which employees render service to the Council. An accrual is made to represent the cost of holiday entitlement earned but not taken at each year end, to meet Code and IAS requirements.

Termination Benefits

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy. When the Council is demonstrably committed to the termination of the employment of an officer or group of officers or making an offer to encourage voluntary redundancy, these costs are charged on an accruals basis to the relevant service line in the Comprehensive Income and Expenditure Statement.

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

Post Employment Benefits

Employees of the Council are members of three separate pension schemes:

- The Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education.
- The Local Government Pension Scheme, administered by Bath and North East Somerset Council.
- The NHS Pension Scheme, for Public Health employees, administered by NHS Pensions.

All of the above schemes provide defined benefits to members e.g. retirement lump sums and pensions, earned as employees working for the Council.

However, the arrangements for the Teachers' scheme and NHS Scheme mean that liabilities for these benefits cannot ordinarily be identified for the Council. These schemes are therefore accounted for as if they were defined contributions schemes and no liability for future payments of benefits is recognised in the Balance Sheet. Within the Comprehensive Income and Expenditure Statement the Children's and Education Services, and Public Health lines respectively are charged with the employer's contributions payable to Teachers' Pensions and NHS Pensions in the year.

The Local Government Pension Scheme

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

The liabilities of the Avon Pension Fund attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method - i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc, and projections of projected earnings for current employees. Liabilities are measured on an actuarial basis discounted to present value, using the projected unit method. The discount rate to be used is determined in reference to market yields at balance sheet date of high quality corporate bonds.

The assets of Avon Pension Fund attributable to the Council are included in the Balance Sheet at their fair value:

- Quoted securities - current bid price;
- Unquoted securities - professional estimate;
- Unlisted securities - current bid price;
- Property - market value.

The change in the net pension liability of the Council is analysed into the following components:

- Current Service Cost - the increase in liabilities as a result of years of service earned this year - allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked.
- Past Service Cost - the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years - debited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs.
- Net interest on the net defined benefit liability/asset, i.e. net interest expense for the authority – the change during the period in the net defined benefit liability/asset that arises from the passage of time charged to the Financing and Investment Income and Expenditure line of the

Comprehensive Income and Expenditure Statement. This is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability/asset at the beginning of the period, taking into account any changes in the net defined benefit liability/asset during the period as a result of contribution and benefit payments.

- Re-measurement of the return on plan assets – excluding amounts included in net interest on the net defined benefit liability/asset, charged to the Pensions Reserve as Other Comprehensive Income and Expenditure.
- Actuarial gains and losses - changes in the net pension's liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions. These changes are debited to the Pensions Reserve as Other Income and Expenditure.
- Contributions paid to the Avon Pension Fund - cash paid as employer's contributions to the Pension Fund in settlement of liabilities; not accounted for as an expense.

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

Discretionary Benefits

The Council has restricted powers to provide discretionary post-employment benefits. Any such benefits are accrued for in the year of the decision to make the award and are charged to the Comprehensive Income and Expenditure Statement against the service in which the employees worked.

vii Events After The Reporting Period

Events after the balance sheet date are those events, both favourable and unfavourable, which 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. In this instance, the Statement of Accounts is adjusted to reflect such events.
- Those relating to conditions that arose after the reporting period. In this instance, 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 when the Statement of Accounts is authorised for issue are not reflected in the Statement of Accounts.

viii Fair Value

The Council holds some of its assets, such as surplus property and assets held for sale, at fair value in accordance with IFRS 13 Fair Value Measurement, and the requirements of the Code. Fair value is the highest or best price that can be obtained in the principal or most advantageous market, in an orderly transaction between knowledgeable participants acting in their economic best interest at the measurement date. When measuring fair value the characteristics of the asset or liability are taken into account such as the location or any restrictions on use. The Council uses appropriate valuation techniques for each asset, maximising the use of relevant known data and minimising the use of estimates or unknowns. Valuation techniques are categorised in accordance with the following three levels:

- Level 1 inputs – quoted prices (unadjusted) in active markets for identical assets that the Council can access at the measurement date;
- Level 2 inputs – inputs other than quoted prices that are observable for the asset, either directly or indirectly (for example an independent valuation based on the prices of similar but not identical assets);
- Level 3 inputs – unobservable inputs for the asset (for example a discounted cash flow estimation).

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

ix Financial Instruments

Financial Liabilities

Financial liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument. These are initially measured at fair value and are carried at their amortised cost. The fair value of loans are valued at carrying value because it is not possible to derive a fair market value for the types of loans currently held by the Council. As annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument, the effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

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

Financial Assets

Financial assets are classified into two types:

- Loans and receivables - assets that have fixed or determinable payments but are not quoted in an active market;
- Available-for-sale assets - assets that have a quoted market price and/or do not have fixed or determinable payments.

The valuation applied to fixed term cash deposits is their carrying value, as these assets cannot be sold and hence there is no market valuation.

Loans and Receivables

Loans and receivables are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument. They are initially measured at fair value and are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for that particular instrument. For most of the loans which the Council has made, 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 in the year is the amount which the loan agreement identified as receivable.

Where assets are identified as impaired because of a past event and there is a likelihood that payments due under the contract will not be made, the asset is written down and a charge made to the relevant service (for receivables specific to that service) or the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The impairment loss is measured as the difference between the carrying amount and the present value of the revised future cash flows discounted at the asset's original effective interest rate.

Available-for-Sale Assets

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

Assets are maintained in the Balance Sheet at fair value. Values are based on the following principles:

- Instruments with quoted market prices – the market price;
- Other instruments with fixed and determinable payments – discounted cash flow analysis;
- Equity shares with no quoted market prices – the net worth of the company valued on a going concern basis.

Changes in fair value are balanced by an entry in the Available-for-Sale Reserve and the gain or loss is recognised in the Surplus or Deficit on Revaluation of Available-for-Sale Financial Assets. The exception is where impairment losses have been incurred – these are debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement, along with any net gain or loss for the asset accumulated in the Available-for-Sale Reserve.

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

Any gains and losses that arise on the de-recognition of the asset are credited or debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement, along with any accumulated gains or losses previously recognised in the Available-for-Sale Reserve. Where fair value cannot be measured reliably, the instrument is carried at cost (less any impairment losses).

x Government Grants and Contributions

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

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

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

xi Heritage Assets

The Council's Heritage Assets are predominantly on display in museum buildings and galleries in the city, held in storage or loaned out to other educational or cultural organisations. The Bristol museums and art galleries are home to millions of objects from all over the world which are held to support the primary objective of increasing the knowledge, understanding and appreciation of history and culture through the following:

- Art, Eastern art and applied art;
- Archaeology, Ethnography and foreign archaeology including Egyptology and Geology;
- Natural history, social history, industrial and maritime history.

These assets are all valued on a historic cost basis or an annual insurance valuation basis, except for the Antiquarian book stock which is valued by an external valuer once every five years.

The Council holds numerous ancient monuments and statues which are not recognised on the Balance Sheet because of the diverse and often unique nature of the assets held and the lack of comparable market values.

There is no depreciation charge against heritage assets because it is estimated that the assets have an extended and indeterminate useful life such that any depreciation charge would be negligible. The carrying values of Heritage Assets are reviewed when there is evidence of impairments e.g. when an asset has suffered physical deterioration or breakage or where doubts arise as to its authenticity. Any reductions to the carrying value of the assets are recognised and measured in accordance with the Council's general policy on impairments.

xii Interests in Companies and Other Entities

The Council has financial relationships with a number of entities and partnerships. Where the Council has significant control or influence over another economic entity there is a requirement to prepare group accounts in addition to its main financial statements. The requirement to produce group accounts is based on qualitative factors as well as materiality levels based on the level of transactions between the Council and all the organisations in the group.

All of the financial arrangements have been assessed and in order to provide a full picture of the financial performance of the group, group accounts have been produced for 2016/17.

The Council has determined that it exerts significant control over Bristol Holding Limited, Bristol Waste Company Limited and Bristol Energy and Technology Services (Supply) Limited, as these companies are wholly owned by the Council.

A joint arrangement is an arrangement of which two or more parties have joint control where the parties are bound by a contractual arrangement and the contractual arrangement gives two or more of those parties joint control of the arrangement. A joint arrangement is either a joint venture or a joint operation.

Joint ventures are arrangements under which two or more parties have contractually agreed to share control, such that decisions about activities that significantly affect returns require the unanimous consent of the parties sharing control, and joint venturers have rights to the net assets of the arrangement. A joint venture recognizes its interest in a joint venture as an investment and, where material, consolidates the investment into its Group Accounts using the equity method.

Joint operations are similar to joint ventures, in that they are arrangements where contractual agreements are in place under which two or more parties share control. However, rather than rights to the net assets of the arrangement, the joint operators have rights to assets and obligations in relation to liabilities. Joint operations, including the elements of pooled funds which are classified as joint arrangements, are recognised in the single entity statements by bringing in the Council's share of the assets, liabilities, revenue and expenses of the arrangement.

The Council has two joint operations, the West of England Local Enterprise Partnership and a pooled budget arrangement with NHS Bristol Clinical Commissioning Group. The Council will account for its share of assets, liabilities, revenue and expenditure in the accounts

For subsidiaries and joint ventures accounting policies have been aligned between the Council and the companies.

xiii Investment Property

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

Investment properties are measured initially at cost and subsequently at fair value, based on “the highest or best price that can be obtained in the most advantageous market, in an arms’ length transaction between knowledgeable participants at the measurement date”. Investment Properties are not depreciated but are revalued annually according to market conditions at the year-end

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

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

xiv Leases

Leases are classified as finance leases where the terms of the lease transfer substantially all of the risks and rewards incidental to ownership of the property, plant or equipment from the lessor to the lessee. All other leases are classified as operating leases. Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

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

The Council as Lessee

Finance Leases

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

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

Property, Plant and Equipment recognised under finance leases is accounted for using the policies applied generally to such assets, subject to depreciation being charged over the lease term if this is

shorter than the asset's estimated useful life (where ownership of the asset does not transfer to the Council at the end of the lease period).

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

Operating Leases

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefitting from use of the leased property, plant or equipment. Charges are made on a straight-line basis over the life of the lease; even if this does not match the pattern of payments (e.g. if there is a rent-free period at the commencement of the lease).

The Council as Lessor

Finance Leases

To date the Council has not granted any Finance Leases.

Operating Leases

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

xv Minimum Revenue Provision (MRP)

The Council is not required to use Council Tax to fund depreciation, revaluation and impairment losses or amortisation of non-current assets. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to either an amount calculated on a prudent basis or as determined by the Council in accordance with statutory guidance.

xvi Overheads And Support Services

The Council operates and manages its support services within the Resources Directorate and this is how these services are reported to management. The costs of overheads and support services are therefore not re-apportioned (with the exception of ring fenced accounts such as the HRA, Public Health and Licencing). This represents a change from 2015/16 when support costs were recharged to services in accordance with the Service Reporting Code of Practice.

xvii Prior Period Adjustments

Prior period adjustments arise as a result of a change in accounting policies or to correct a material error. Changes in accounting estimates are only accounted for prospectively i.e. in the current and future years which are affected by the changes, they 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 in accounting policy is made, it is applied retrospectively (unless stated otherwise) by adjusting

opening balances for the current year and comparative amounts for the prior period as if the new policy had always been applied.

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

xviii Service Concessions

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

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

Non-current assets related to these contracts and recognised on the Balance Sheet are revalued and depreciated in the same way as property, plant and equipment owned by the Council.

The amounts payable to the contract operator are analysed into the following elements:

- Fair value of any services received during the year;
- Finance cost - an interest charge of the effective rate of interest on the outstanding Balance Sheet liability;
- Contingent rent payable under the agreement;
- Lifecycle replacement costs where applicable;
- Payment towards liability - applied to write down the Balance Sheet liability to the PFI operator (the profile of write-downs is calculated using the same principles as for a finance lease).

xix PROPERTY, PLANT AND EQUIPMENT

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

Recognition

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised on an accruals basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Council and the cost of the item can be measured reliably. Capital schemes above £0.2m are subject to annual review and any expenditure incurred which has not enhanced the asset's value is charged as an expense in the financial year that it is incurred. Expenditure on capital assets totalling less than £20,000 in any single financial year is classed as de-minimis and therefore is not capitalised but charged as an expense.

Measurement

Assets are initially measured at cost, comprising:

- The purchase price;
- Any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management.

The Council does not capitalise borrowing costs incurred whilst assets are under construction.

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

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

- Infrastructure and community assets - depreciated historical cost;
- Assets under construction - historical cost;
- Dwellings - fair value, determined using the basis of existing use value for social housing (EUV-SH);
- Surplus assets – the current value measurement base is fair value, defined as “the highest or best price that can be obtained in the most advantageous market, in an arms’ length transaction between knowledgeable participants at the measurement date”;
- All other assets – current value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV).

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

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

Assets included in the Balance Sheet at fair value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their fair value at the year-end, but as a minimum every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains might be credited to the Comprehensive Income and Expenditure Statement where they arise from the reversal of a loss previously charged to a service.

When decreases in value are identified, they are accounted for in the same way as an impairment.

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

Impairment

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

Where impairment losses are identified, they are accounted for as follows:

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

Depreciation

Depreciation is provided for on all Property, Plant and Equipment assets by the systematic allocation of their depreciable amounts over their useful lives. An exception is made for assets without a determinable finite useful life (i.e. freehold land, car parks, quay walls and lock gates,

some Community Assets) and assets that are not yet available for use (i.e. assets under construction).

Depreciation is calculated on the following bases:

- Council dwellings - are depreciated based upon component accounting basis. In the year of disposal a full year's depreciation is charged to the accounts and nothing in the year of acquisition;
- Other buildings - straight-line allocation over the useful life of the property as estimated by a qualified valuer;
- Vehicles, plant and equipment - a percentage of the value of each class of assets in the Balance Sheet, as advised by a suitably qualified officer;
- Infrastructure, (excluding quay walls and lock gates) - straight-line allocation over 25 years;
- infrastructure, quay walls and lock gates in city docks are not depreciated as their economic life is beyond 100 years.

The Council applies component accounting to all assets with a net book value in excess of £5m - where the item of Property, Plant and Equipment asset has major components whose cost is significant in relation to the total cost of the item, identified components are depreciated separately.

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

Disposals and Non-current Assets Held for Sale

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. The asset is revalued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Gains in fair value are recognised only up to the amount of any 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.

When an asset is disposed of or is 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 are categorised as capital receipts. A proportion of receipts relating to housing disposals (75% for dwellings, 50% for land and other assets, net of statutory deductions and allowances) is payable to the Government (up to a maximum ceiling). The balance of receipts is required to be credited to the Capital Receipts Reserve, and can then only be used for new capital investment or set aside to reduce the HRA's underlying need to borrow (the capital financing requirement). Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

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

xx Provisions, Contingent Liabilities and Contingent Assets

Provisions

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

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

When payments are eventually made, they are charged to the relevant provision. 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.

Contingent Liabilities

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

Contingent Assets

A contingent asset arises where an event has taken place that gives the Council a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Council. Contingent assets are not recognised in the Balance Sheet but are disclosed in a note to the accounts.

xxi Reserves

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

The category of unusable reserves includes those reserves which are kept to manage the accounting processes for non-current assets, financial instruments, retirement and employee benefits and do not represent usable resources for the Council. These reserves are explained in the relevant notes.

xxii Revenue Expenditure Funded from Capital under Statute

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset has been charged as expenditure to the relevant service in the Comprehensive Income and Expenditure Statement in the year. Where the

Council has determined to meet the cost of this expenditure from existing capital resources or by borrowing, a transfer in the Movement in Reserves Statement from the General Fund Balance to the Capital Adjustment Account reverses out the amounts charged so that there is no impact on the level of council tax.

xxiii Schools

The Code of Practice on Local Authority Accounting in the United Kingdom 2016/17 confirms that the balance of control for local authority maintained schools (i.e. those categories of school identified in the School Standards and Framework Act 1998, as amended) lies with the local authority. The Code also stipulates that those schools' assets, liabilities, reserves and cash flows are recognised in the local authority financial statements (and not the 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.

xxiv Value Added Tax

The Comprehensive Income and Expenditure Account excludes amounts relating to VAT and will be included as an expense only if it is not recoverable from Her Majesty's Revenue and Customs. VAT receivable is excluded from income within the Council's Income and Expenditure account.

xxv City Region Deal

The Council has applied the principles of IPSAS 23 'Revenue from non-Exchange transactions (Taxes and Transfers)' in accounting for the transactions and balances relating to the City Region Deal.

Growth paid to the accountable body (South Gloucestershire Council) for the Business Rates Pool (BRP) is recognised by the Council as a debtor until such point that the funds are paid out by the BRP or committed by the Economic Development Fund (EDF) to fund future EDF payments in respect of approved programmes.

- Income - Income receivable by the Council from the BRP is recognised as revenue in the year in which it occurs. The council recognises revenue and a debtor balance to the extent that future EDF disbursements are to be received, have been committed to by the EDF, and sufficient uncommitted cash remains in the BRP to fund future payments.
- Expenditure – Expenditure is recognised by the Council on the earlier of payments being made by the BRP or where future EDF payments are committed to. Expenditure is recognised in proportion to the degree that the Council has contributed to the BRP through its growth figure, and is capped at the limit of the Council's payment of growth to the BRP in this period, and any previous growth figures paid over which have not been previously paid or committed by the BRP.

2 Accounting Standards that have been Issued but have not yet been adopted

The Code of Practice on Local Council Accounting in the United Kingdom (the Code) requires the Council to disclose information relating to the impact of an accounting change that will be required by a new standard that has been issued but not yet adopted. Currently, with the exception of a number of minor amendments to International Financial Reporting Standards, which are not expected to have any material impact on the accounts, there are no new or amended standards within the 2017/18 Code.

The Code requires implementation from 1 April 2017 and there is therefore no impact on the 2016/17 Statement of Accounts.

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:

- The Council has completed a school by school assessment across the different types of school it controls within the City. Judgements have been made to determine the arrangements in place and the accounting treatment of the non-current assets.

All community schools are owned by the Council and the land and buildings used by the schools are included on the Council's Balance Sheet.

Legal ownership of Voluntary Controlled (VC) and Voluntary Aided (VA) school land and buildings usually rests with a charity, normally by a religious body. Legal ownership of 10 VA schools rests with Clifton Diocese. Legal ownership of the remaining VA and VC schools rests with Bristol Diocese. We understand that the Diocese have granted a licence to the schools to use the land and buildings. Under this licence arrangement, the rights of use have not transferred to the schools and thus are not included on the Council's Balance Sheet.

There are three Foundation Trusts in Bristol - the South East Bristol Educational Trust, the South West Bristol Co-operative Learning Trust and Trust in Learning – who own 12 schools in the City. With regard to the South West Bristol Co-operative Learning Trust, the school governing body's can exercise control over the school premise's and must consent to any development, improvement, letting or disposal of the School's property. Accordingly the land and buildings are included in Council's Balance sheet. For the remaining Foundation Trust schools, no such control exists and so these assets are not included on the Council's Balance Sheet.

Academies are not considered to be maintained schools in the Councils control. The land and building assets are either, not owned by the Council, or let on a long term lease (125 years) by the Council and therefore not included on the Council's Balance Sheet.

- There is a high degree of uncertainty about future levels of funding for Local Government. However, the Council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Council might be impaired as a result of a need to close facilities and reduce levels of service provision.
- The Council participates in three pension schemes; The Local Government Pension Scheme, the Teachers' Pension Scheme and the NHS Pension Scheme – see Note 34. The schemes provide defined benefits to members. The arrangements for the Teachers' and NHS schemes, however, do not allow the liabilities to be easily identified for the Council and therefore these schemes are accounted for as defined contribution schemes, with no liability for future payment of benefits recognised in the Balance Sheet. The liability included in the Council's Balance Sheet and the adjustments made to the Comprehensive Income and Expenditure Account are based on calculations made by the Pension Fund actuary. The Balance Sheet also includes a liability in respect of the unfunded benefits paid to former teaching staff, arising from early retirement decisions made in previous years. The Council has reviewed the key assumptions used to undertake these calculations and considers them appropriate for inclusion into the financial statements.
- In May 2014, the Council made a payment of £42m to the Avon Pension Fund in respect of the 2014/15, 2015/16 and 2016/17 pension deficit. This figure was provided by the Pension fund and included a saving to the Council for making the payment early. The payment to the pension fund has been accounted for as a balance sheet entry that reduces the net defined benefit liability (as reflected in the actuaries report). In accordance with regulatory requirements, the

revenue account has been charged with the amount payable for the year, as a movement in reserves in the Movement in Reserves Statement (MiRS).

- The costs of the Schools Private Finance Initiative (PFI) Contracts exceed the income received from the Government Grant and School Contributions, leaving the Council with a liability under the PFI Contracts. All PFI Schools have now transferred to Academy status and these assets have been removed from the Council's balance sheet. Following a review of the costs and benefits, the Council consider the contract not to be onerous as the benefits significantly outweigh the costs.
- The Council's shareholding in Bristol Port Company Ltd is carried at cost of £2.5m and not at Fair Value which is the generally expected treatment for an equity investment. The Council has explored various valuation techniques including Market Approach, Income Approach, and Adjusted Net Asset Method but has been unable to calculate a reliable fair value which could be received on the sale of the asset in an orderly transaction between market participants at the measurement date.

In 2015/16 the Council carried out a desk top valuation using the Adjusted Net Asset Method to obtain a market valuation for the Port holding. However on review we have now deemed this not appropriate. This is due in part to the fact that there are no similar established companies' in the area whose shares are traded and which might provide comparable market data. We have therefore decided to include the Port shareholding at cost in the 2016/17 accounts and have made a prior year adjustment in the comparison accounts for 2015/16.

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 be materially different from the assumptions and estimates.

The items in the Council's Balance Sheet at 31 March 2017 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Item	Uncertainties	Consequence if actual results differ from assumptions
Property, Plant and Equipment (excluding Council dwellings)	Asset valuations are based on market prices and are periodically re-valued using a 5-year rolling programme to ensure that the Council does not materially misstate its property, plant and equipment. If market prices change significantly, over time there will be a corresponding increase or reduction in the value of Council land and buildings.	A reduction in estimated valuations would result in reductions to the Revaluation Reserve and/or a loss recorded in the Comprehensive Income and Expenditure Statement. If the value of the Council's property, plant and equipment was to reduce by say 10%, this would result in a £214m charge against the Revaluation Reserve and/or the Comprehensive Income and Expenditure Statement. A corresponding increase in estimated valuations would result in a combination of increases to the Revaluation Reserve and / or reversals of previous negative revaluations charged to the Comprehensive Income and Expenditure Statement.

	Assets are depreciated on the basis of the Council's estimate of their useful economic lives. Such estimates depend upon a combination of (1) the asset not being rendered redundant by new technology or changing service needs and (2) adequate spending on repairs and maintenance.	Depreciation charges for operational assets will change in direct relation to changes in their estimated useful lives. The total depreciation charge for Property, Plant and Equipment in any given year is currently £52m. A 10% change in estimated lives would increase or decrease depreciation by £5m
Pensions Liability	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to: the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on Pension Fund investments. The Council has engaged Mercer Ltd, a firm of consulting actuaries, to provide expert advice about the assumptions to be applied.	Variations in the key assumptions will have the following impact on the net pension liability <ul style="list-style-type: none"> • a 0.1% increase in the discount rate will reduce the net pension liability by £43m • a 0.1% increase in the assumed level of pension increases will increase the net pension liability by £44m • a 0.1% increase in the assumed level of pay inflation will increase the net pension liability by £8m • an increase of one year in longevity will increase the net pension liability by £50m
Business Rates	Following the introduction on 1 April 2013 of the Business Rates Retention Scheme, Local authorities are liable for successful appeals against business rates charged since 2014/15, and for earlier years in their proportionate shares. A provision has been recognised for this potential liability based on best available information, including Valuation Office (VOA) ratings appeals lists, and an analysis of successful appeals to date.	The Council's provision for rating appeals is c£11m at the year end. Any understatement or overstatement of this liability would lead to a future adjustment charged to the Collection Fund in the year of recognition.
Fair Value Estimation	Asset valuations are based on either: <ul style="list-style-type: none"> • market prices for investment property, surplus assets and non-current assets held for sale: or • the net worth of unquoted companies in which the Council has a controlling or significant interest. If valuations change significantly there will be a corresponding increase or reduction in the Balance Sheet value of these assets	If the value of the Council's investment property, surplus property and non-current assets held for sale, was to reduce by 10%, this would result in a £30m reduction to Property, Plant and Equipment and a corresponding reduction to Unuseable Reserves in the Balance Sheet.
Provision for doubtful debts	As at 31 March 2017, the Council had an outstanding balance on short term debtors of £46m. A provision for bad and doubtful debts totalling £44m has been made against this amount following a review of the aged debt analysis and significant individual balances at the year end, taking account of the nature of the debt and previous success in collection.	An understatement of doubtful debts would lead to future adjustment and a corresponding impairment charged against the relevant service cost. Any significant deterioration in collection rates would lead the Council to review this calculation and increase its bad debt provision.

Service concession and finance lease liabilities	The balance sheet value of outstanding liabilities is calculated using a discounted cash flow estimate based on expected future cash flows and the implied interest rate over the term of the contract.	Service concession and finance lease liabilities total c£146m at the year end. Any refinancing or renegotiation of the contracts could affect the calculation of implied interest rates and hence the value of these outstanding liabilities.
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5 Material Items of Income and Expense

For the purposes of this note the Council considers material items to be those greater than £10m.

There are no material items of income and expenditure that are not disclosed elsewhere within the Statement of Accounts.

6 Events after the Balance Sheet Date

The Statement of Accounts was authorised for issue by the Section 151 Officer on 29th September 2017. Events taking place after this date are not reflected in the financial statements or Notes. Where events taking place before this date provided information about conditions existing at 31 March 2017, the figures in the financial statements and Notes have been audited in all material respects to reflect the impact of this information.

7 Expenditure and Funding Analysis for the year ended 31 March 2017

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

2015 /16				2016/17		
Net Expenditure Chargeable to the General Fund and HRA Balances	Adjustments between the funding and accounting basis (Note 8)	Net Expenditure in the Comprehensive Income and Expenditure Statement		Net Expenditure Chargeable to the General Fund and HRA Balances	Adjustments between the funding and accounting basis (Note 8)	Net Expenditure in the Comprehensive Income and Expenditure Statement
£'000	£'000	£'000		£'000	£'000	£'000
214,160	57,285	271,445	People	216,460	20,358	236,818
17,363	3,719	21,082	Resources	42,932	4,365	47,297
64,914	14,004	78,918	Neighbourhoods	67,753	6,293	74,046
34,106	22,016	56,122	Place	29,794	21,629	51,423
1,739	695	2,434	City Director	8,245	141	8,386
44,726	(49,780)	(5,054)	Corporate Funding & Expenditure	23,584	(18,541)	5,043
(18,430)	(25,090)	(43,520)	Housing Revenue Account	(11,891)	(328,560)	(340,451)
358,578	22,849	381,427	Net Cost of services	376,877	(294,315)	82,562
(350,520)	(67,128)	(417,648)	Other Income and Expenditure	(329,474)	(55,447)	(384,921)
8,058	(44,279)	(36,221)	Deficit in year	47,403	(349,762)	(302,359)
(209,393)			Opening General Fund and HRA Balance	(201,335)		
8,058			Less Deficit on General Fund and HRA Balance in Year	47,403		
(201,335)			Closing General Fund and HRA Balance at 31 March 2017*	(153,932)		

* For a split of this balance between the General Fund and the HRA - see movements in Reserves Statement

8 Note to the Expenditure & Funding Analysis

2015/16					2016/17			
Adjustments for Capital Purposes (Note 1)	Net change for the Pension Adjustments (Note 2)	Other Differences (Note 3)	Total Adjustments	Adjustments from General Fund to arrive at the Comprehensive Income & Expenditure Statement amounts	Adjustments for Capital Purposes (Note 1)	Net change for the Pension Adjustments (Note 2)	Other Differences (Note 3)	Total Adjustments
55,604	1,681	-	57,285	People	25,995	(5,637)		20,358
3,218	501	-	3,719	Resources	4,430	(65)		4,365
13,728	276	-	14,004	Neighbourhoods	6,710	(417)		6,293
21,576	440	-	22,016	Place	21,913	(284)		21,629
643	52	-	695	City Director	535	(394)		141
(49,956)	1,041	(865)	(49,780)	Corporate Funding & Expenditure	(24,363)	4,523	1,299	(18,541)
(24,949)	343	(484)	(25,090)	HRA	(327,662)	(757)	(141)	(328,560)
19,864	4,334	(1,349)	22,849	Net Cost of Services	(292,442)	(3,031)	1,158	(294,315)
(93,949)	21,986	4,835	(67,128)	Other income and expenditure from the Expenditure and Funding Analysis	(73,071)	23,552	(5,928)	(55,447)
(74,085)	26,320	3,486	(44,279)	Difference between General Fund deficit and Comprehensive Income and Expenditure	(365,513)	20,521	(4,770)	(349,762)

Note 1 - Adjustments for Capital Purposes

Adjustments for capital purposes - this column adds in depreciation, impairment and revaluation gains and losses in the services line for:

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

Note 2 - Net change for Pension Adjustments

Net change for the removal of pension contributions and the addition of IAS 19 Employee Benefits pension related expenditure and income:

- For Services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.
- For Financing and investment income and expenditure this is the net interest on the defined benefit liability is charged to the CIES

Note 3 - Other Differences

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

- For Financing and investment income and expenditure the other differences column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
- The charge under Taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and NDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future Surpluses or Deficits on the Collection Fund.

9 Expenditure & Income Analysed By Nature

	2016/17	2015/16
	Total	Total
	£'000	£'000
Expenditure & Income Analysed By Nature		
Expenditure		
Employee Benefits Expense	373,989	360,628
Depreciation, Amortisation & Impairment	(248,479)	91,608
Other Service Expenditure	750,228	724,725
Total Expenditure	875,738	1,176,961
Income		
Fees, Charges and Other Service Income	(434,935)	(469,859)
Interest & Investment Income	(8,761)	(9,722)
Income from Council Tax & Non-domestic Rates	(274,847)	(265,172)
Government Grants and Contributions	(459,554)	(468,429)
Total Income	(1,178,097)	(1,213,182)
Surplus or deficit on the Provision of Services	(302,359)	(36,221)

10 Other Operating Expenditure

	2016/17	2015/16
	£'000	£'000
Precepts and levies	1,079	1,092
Payments to the Government housing capital receipts pool	2,381	2,459
Losses/(gains) on the disposal of non-current assets	(5,140)	68
Total	(1,680)	3,619

11 Financing and Investment Income and Expenditure

	2016/17	2015/16
	£'000	£'000
Interest payable and similar charges	35,258	36,789
Pensions net interest cost	23,552	21,986
Interest receivable and similar income	(8,761)	(9,722)
Income and expenditure in relation to Investment Properties	(10,796)	(10,145)
Changes in fair value of Investment Properties	(13,037)	(36,904)
Total	26,216	2,004

12 Taxation and Non-Specific Grant Income

	2016/17	2015/16
	£'000	£'000
Council tax income	(182,328)	(171,432)
Non-domestic rates	(92,656)	(93,740)
Revenue support grant	(60,368)	(81,162)
Non-service related government grants	(16,829)	(17,365)
Capital grants and contributions	(57,275)	(59,572)
Total	<u>(409,456)</u>	<u>(423,271)</u>

13 Pooled Budgets

Better Care Fund

The Better Care Fund was established by the Government to provide funds to local areas to support the integration of health and social care and to seek to achieve the National Conditions and Local Objectives. It is a requirement of the Better Care Fund that NHS Bristol Clinical Commissioning Group and Bristol City Council establish a pooled fund for this purpose which was achieved in 2016/17 through a jointly signed agreement under Section 75 of the National Health Service Act 2006. The formal governance of the Better Care Fund is through the Joint Commissioning Board and the Bristol Health and Well Being Board.

Under this Section 75 agreement there are four funds totalling £41.840m and administered by whichever body undertook the contracting arrangements.

Fund 1 is administered by Bristol Clinical Commissioning Group and totals £11.391m. The fund includes contributions from the CCG only, which have been paid to providers contracted to support the sub schemes Reduction in Hospitals Admissions, Frail and Complex, Falls Prevention and Reablement. The CCG controls this fund in its entirety and wholly owns any risk relating to this fund as per the Section 75 agreement.

Fund 2 is administered by Bristol City Council and totals £26.618m. This funding covers a mixture of existing CCG expenditure items with Bristol City Council, previously funded via a section 256 agreement with NHS England and paid directly to the City Council, and new Care Schemes introduced as part of the pooled agreement.

The purpose of Fund 2 is to provide Integrated Rehabilitation & Reablement and Prevention and Maximising Independence Services for which BCCG contribute £10.68m. In addition to this the CCG provide funding for Long Term Care (including MH and LD) £4.1m and Carers Breaks £1.06m.

Fund 3 is administered by Bristol City Council and totals £2.421m. This fund is to provide Disability Facilities Grant to enable adaptation to homes. The fund includes contributions from the City Council only, which have been paid directly to providers.

Fund 4 is administered by NHS England and totals £1.410m. The fund includes contributions from the NHS England only, which have been paid to providers contracted to support Early and Preventative Interventions. NHS England controls this fund in its entirety and wholly owns any risk relating to this fund as per the Section 75 agreement.

Better Care Fund	Fund 1	Fund 2	Fund 3	Fund 4	Total
	£'000	£'000	£'000	£'000	£'000
Funding provided to the pooled budget:					
Bristol CCG	11,391	15,840	-	-	27,232
Bristol City Council	-	10,777	2,421	-	13,199
NHS England				1,410	1,410
Total funding into Pooled Budget	11,391	26,618	2,421	1,410	41,840
Expenditure met from Pooled Budget					
Bristol CCG	10,835	-	-	-	10,835
Bristol City Council	-	30,318	2,421	-	32,739
NHS England	-	-	-	1,410	1,410
Total expenditure from Pooled Budget	10,835	30,318	2,421	1,410	44,984
Net surplus/(deficit) on the pooled budget during the year	566	(3,700)	-	-	(3,144)
Bristol City Council's share of the net surplus/(deficit) arising on the pooled budget	-	(2,107)	-	-	(2,107)

Drugs Action

The Council established a partnership agreement with the NHS Bristol, the Probation Service and other partners using powers under Section 31 of the Health Act 1999 to pool funds and create a single budget. The budget is used to commission Drug and Alcohol Treatment Services for Adults and Substance Misuse Services for Young People. Details of the contributions and expenditure in the year are set out below:

	2016/17	2015/16
	£'000	£'000
Funding provided to the pooled budget:		
Balance Brought Forward	2,536	2,699
Bristol City Council	1,430	1,666
Public Health	7,721	8,566
Other Bodies	112	170
	11,799	13,101
Expenditure met from the pooled budget		
Drug and alcohol services for adults	9,812	10,500
Substance Misuse Services for Young People	-	65
	9,812	10,565
Net underspend carried forward	1,986	2,536

14 Members' Allowances

The Council paid the following amounts to members of the Council during the year.

	2016/17 £'000	2015/16 £'000
Basic allowance	807	805
Special responsibility allowances	311	240
Travelling and subsistence allowance	6	3
Co-optees basic allowance	2	2
Total	1,126	1,050

In addition to the above, the elected Mayor is paid an annual allowance amounting to £67,401 (G Ferguson £7,139 and M Rees £60,262)

15 Officers' Remuneration & Exit Packages

Where a senior officer's annual salary is £50,000 or more, but less than £150,000, remuneration is disclosed individually by way of job title. For those senior officers whose salary is £150,000 or more, their name is also disclosed. The remuneration paid to the Council's City Director, Chief Executive, Strategic Directors for Resources, People, Neighbourhoods and Place Directorates, Chief Financial Officer and Monitoring Officer during the year was as follows:

		Salary, Fees and Allowances £	Compensation for Loss of Office £	Pension Contribution £	Total £
City Director					
N Yates	2016/17	62,271	192,955	12,012	267,238
	2015/16	176,729	-	33,600	210,329
Chief Executive (Interim)					
S Hughes – Aug'16 – Feb '17	2016/17	127,523	-	-	127,523
A Klonowski – March'17	2016/17	18,270	-	-	18,270
	2015/16	-	-	-	-
Strategic Director -					
Business Change - April '16- May '16	2016/17	22,853	-	5,055	27,908
Resources (Interim) - July '16 – Feb'17	2016/17	118,482	-	-	118,482
	2015/16	131,576	-	27,491	159,067
Strategic Director -					
People	2016/17	136,608	-	30,377	166,985
	2015/16	131,557	-	27,491	159,048
Strategic Director -					
Neighbourhoods	2016/17	132,485	-	29,544	162,069
	2015/16	128,723	-	26,964	155,687
Strategic Director -					
Place	2016/17	136,838	-	30,377	167,215
	2015/16	131,747	-	27,491	159,238
Statutory Officers-					
Chief Financial (S151)					
November '16 - March '17	2016/17	37,962	-	8,466	46,428
Interim – April '16 - June'16	2016/17	68,640	-	-	68,640
Interim – June'16 – November '16	2016/17	108,305	-	-	108,305
	2015/16	121,278	30,000	15,873	167,151
Head of Legal Services (Monitoring Officer)	2016/17	94,739	-	21,127	115,866
	2015/16	108,142	-	22,467	130,609

For part of 2016/17 the services of the Director of Resources and the S151 Officer were secured on an interim basis. The amounts disclosed in the above table in respect of these posts are the costs incurred by the Council to secure the individuals services on this basis and not the amounts these individuals actually received (which will have been lower).

The Director of Resources post was filled on a substantive basis until May 2016 then on an interim basis by Anna Klonowski between July 2016 and February 2017 at a total cost to the Council of £118,482 .

The S151 Officer role (undertaken by the Service Director – Finance) was filled by two successive interims between April and November 2016. Between April and June 2016, the role was fulfilled by Julie Oldale, at a total cost to the Council of £68,640 and between June and November 2016 Annabel Scholes, at a total cost to the Council of £108,305. At the end of November the post was filled on a permanent basis.

The 2015/16 figures for the S151 Officer and the Head of Legal Services have been amended to include remuneration for interim appointments to these post which were originally omitted from the note.

In addition to the remuneration of senior employees set out above, the number of the Authority's employees receiving more than £50,000 remuneration for the year (excluding employer's contributions) is set out in the table below:

Remuneration band	2016/17 Number of employees		2015/16 Number of employees	
	Schools	Non-Schools	Schools	Non-Schools
£50,000 - £54,999	26	71	20	50
£55,000 - £59,999	33	59	26	32
£60,000 - £64,999	25	39	24	11
£65,000 - £69,999	9	14	12	6
£70,000 - £74,999	4	9	3	4
£75,000 - £79,999	6	8	3	4
£80,000 - £84,999	4	2	3	-
£85,000 - 89,999	1	4	-	-
£90,000 - £94,999	1	11	-	13
£95,000 - £99,999	-	2	-	4
£100,000 - £104,999	-	1	-	-
£105,000 - £109,999	-	1	-	1
£110,000 - £114,999	-	-	-	-
£115,000 - £119,999	-	-	-	-
£120,000 - £124,999	-	1	-	-
Totals	109	222	91	125

Exit Packages

The numbers of exit packages relating to council employees during 2016/17, with total cost per band and the total cost of compulsory and other redundancies are set out in the table below. The numbers and costs include packages agreed at the end of the year but not paid. Costs include the costs of early payment of pension in the cases of early retirement.

Exit package cost band	Number of compulsory redundancies		Number of other departures		Total number of exit packages by cost band		Total cost of exit packages in each band	
	2016/17 No.	2015/16 No.	2016/17 No.	2015/16 No.	2016/17 No.	2015/16 No.	2016/17 £'000	2015/16 £'000
£0 - £20,000	19	-	178	5	197	5	1,906	21
£20,001 - £40,000	12	-	102	2	114	2	3,204	55
£40,001 - £60,000	-	-	31	-	31	-	1,521	-
£60,001 - £80,000	-	-	21	-	21	-	1,481	-
£80,001 - £100,000	-	-	14	-	14	-	1,245	-
£100,001 - £150,000	-	-	19	-	19	-	2,262	-
£150,001 - £200,000	-	-	2	-	2	-	310	-
Total	31	-	367	7	398	7	11,929	76

16 External Audit Costs

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

	2016/17 £'000	2015/16 £'000
Fees payable to the External Auditor with regard to external audit services carried out by the appointed auditor for the year	204	203
Fees payable to the External Auditor for the certification of grant claims and returns for the year	11	11
Fees payable in respect of other services provided by the External Auditor during the year	26	6
Total	241	220

17 Dedicated Schools Grant

The Council's expenditure on schools is funded primarily by grant monies provided by the Education Funding Agency (EFA), the Dedicated Schools Grant (DSG). Once allocated to a local authority an element is recouped by the EFA to fund academy schools in the council's area. The 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 budget share for each maintained school.

Details of the deployment of DSG receivable are shown in the following table:

2015/16 £'000			2016/17 £'000			
Central Expenditure	ISB	Total	Notes	Central Expenditure	ISB	Total
		302,958				312,953
		136,000				137,730
		<u>166,958</u>				<u>175,223</u>
		23,820				2,889
		4,438				1,254
54,786	131,554	186,340		27,250	149,608	176,858
-	-	-		-	708	708
<u>54,786</u>	<u>131,554</u>	<u>186,340</u>		<u>27,250</u>	<u>150,316</u>	<u>177,566</u>
53,342	-	53,342		30,009	-	30,009
-	134,547	134,547		-	150,441	150,441
<u>1,444</u>	<u>(2,993)</u>	<u>(1,549)</u>		<u>(2,759)</u>	<u>(125)</u>	<u>(2,884)</u>
		4,438				1,254
		<u>2,889</u>				<u>(1,630)</u>

1. The academy recoupment in 2015/16 comprised 58 academies open at the start of the year plus 1 school that converted in year and 2 new academy schools. The academy recoupment in 2016/17 comprised 61 academies open at the start of the year plus 2 new academy schools.
2. The actual brought forward figure from 2015/16.
3. Included in the carry forward, as agreed in advance with the schools' forum, are reserves in Early Years of £0.44m and Early Help proposals of £0.81m.
4. Top-up payments to meet individual special educational needs have moved from Central to ISB column. As a comparison a similar breakdown for 2015/16 would have been Central expenditure £32.35m and ISB expenditure £155.53m.
5. The in-year adjustment is an estimate of the final early years block adjustment based on census data.
6. Included in the carry forward is £0.29m for underspends on de-delegated budgets, which under regulations, if carried forward, must be for the same purposes in 2017/18. There is also an overspend carry forward of £3.18m on the High Needs block.
7. The total carried forward comprises the carry forward agreed in advance (note 3 above) plus the carry forward of overspends (note 6 above).

18 Grant Income

The Council credited the following grants and contributions to the Comprehensive Income and Expenditure Statement in 2016/17:

Credited to Taxation and Non Specific Grant Income:

	2016/17 £'000	2015/16 £'000
Capital grants and contributions (Note 12 & see below)	57,275	59,572
Revenue support grant (Note 12)	60,368	81,162
Non service related government grants (Note 12)	16,829	17,365
Total	134,472	158,099

Capital grants and contributions

	2016/17 £'000	2015/16 £'000
Government grants applied:		
Place	46,032	47,782
People	8,123	1,505
Neighbourhoods	721	348
Resources	-	3,198
Section 106 Contributions	291	6,739
Total Government Grants & Contributions applied	55,167	59,572
Government grants unapplied	2,108	-
Total grants credited to the CIES	57,275	59,572

Credited to Services

	31-Mar-17	31-Mar-16
	£'000	£'000
Arts Council England - Museums	2,012	1,847
Better Bus Area Fund	51	14
Bus Service Operations Grant (BSOG)	481	-
Bristol European Green Capital	-	3,711
Cycling Ambition Fund	4,669	3,346
Dedicated Schools Grant	175,223	166,958
Discretionary Housing Payments	1,147	946
Early Assessments Revenue Grant	-	1,031
Education Services Grant	7,987	4,650
EFA Other Grants	4,615	4,426
Future City Demonstrator	-	2,742
Housing Benefit (rent allowances/council tax benefit) subsidy	173,143	181,040
Housing Benefit Administration Subsidy	3,220	3,517
Invest In Bristol & Bath 2015-2020	1,028	-
Local Sustainable Transport Fund West (LSTF)	3,569	11,471
PFI Special Grant	18,138	20,057
Public Health	34,265	30,884
Pupil Premium	9,206	9,718
SWERCOT'S	677	-
Troubled Families	1,398	1,261
Youth Justice Board	655	740
Miscellaneous	18,070	18,930
Total	459,554	467,287

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

	31 March 2017	31 March 2016
	£'000	£'000
Capital Grants Received in Advance		
Government grants	8,036	38,319
Section 106 contributions	15,211	18,630
Total	23,247	56,949
Due < 1 year	11,839	42,977
Due > 1 year	11,408	13,972
Revenue grants (within creditors)		
People	477	825
Neighbourhoods	32	-
Place	7,947	4,293
Resources	910	56
City Director	-	5,290
	9,366	10,464

19 Adjustments between Accounting Basis and Funding Basis under Regulations

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

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2016/17	General fund balance	Housing Revenue Account	Capital Receipts	Major Repairs Reserve	Capital Grants Unapplied	Total Movement Usable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000
Adjustment involving the Capital Adjustment Account:						
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement						
Charges for depreciation and impairment of non-current assets	(45,513)	295,832	-	-	-	250,319
Movement in the market value of Investment Properties	12,574	463	-	-	-	13,037
Amortisation of Intangible Assets	(1,840)	-	-	-	-	(1,840)
Capital grants and distributions	57,275	-	-	-	-	57,275
Revenue and expenditure funded from capital under statute	(17,530)	-	5,300	-	-	(12,230)
Amount of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(10,684)	(13,471)	-	-	-	(24,155)
Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:						
Statutory provision for the financing of capital investment	12,005	-	-	-	-	12,005
Capital expenditure charged against the General Fund and HRA balances	17,656	77	-	-	-	17,733
Adjustments involving the Capital Receipts Reserve:						
Transfer of sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	9,593	19,703	(29,296)	-	-	-
Administrative costs of non-current asset disposals	-	-	228	-	-	228
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	15,476	-	-	15,476
Contribution from the Capital Receipts Reserve to finance the payments to the Government capital receipts pool	(2,381)	-	2,381	-	-	-
Adjustment Involving the Major Repairs Reserve (MRR):						
Excess depreciation transferred to the MRR	-	7,036	-	(7,036)	-	-
HRA depreciation credited to MRR	-	24,718	-	(24,718)	-	-
Use of the MRR to finance new capital expenditure	-	-	-	33,576	-	33,576
Adjustments involving the Capital Grants Unapplied Account:						
Application of grants to capital financing transferred to the Unapplied Capital Grants	-	-	-	-	(2,108)	(2,108)
Adjustments involving the Financial Instruments Adjustment Account:						
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	177	141	-	-	-	318
Adjustments involving the Pensions Reserve:						
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement (see Note 34)	(65,716)	(6,575)	-	-	-	(72,291)
Employer's pensions contributions and direct payments to pensioners payable in the year	46,730	5,040	-	-	-	51,770
Adjustments involving the Collection Fund Adjustment Account:						
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	5,928	-	-	-	-	5,928
Adjustment involving the Accumulating Compensated Absences Adjustment Account:						
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(1,476)	-	-	-	-	(1,476)
Other Reserve Movements						
Total Adjustment	16,798	332,964	(5,911)	1,822	(2,108)	343,565

2015/16

	General fund balance	Housing Revenue Account	Capital Receipts	Major Repairs Reserve	Capital Grants Unapplied	Total Movement Usable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000
Adjustment involving the Capital Adjustment Account:						
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement						
Charges for depreciation and impairment of non-current assets	(82,983)	(7,022)	-	-	-	(90,005)
Movement in the market value of Investment Properties	34,106	2,798	-	-	-	36,904
Amortisation of Intangible Assets	(1,602)	-	-	-	-	(1,602)
Capital grants and distributions	59,572	-	-	-	-	59,572
Revenue and expenditure funded from capital under statute	(10,184)	-	-	-	-	(10,184)
Amount of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(22,844)	(9,467)	-	-	-	(32,311)
Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:						
Statutory provision for the financing of capital investment	20,301	-	-	-	-	20,301
Capital expenditure charged against the General Fund and HRA balances	29,654	121	-	-	-	29,775
Adjustments involving the Capital Receipts Reserve:						
Transfer of sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	12,566	19,677	(32,243)	-	-	-
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	17,950	-	-	17,950
Contribution from the Capital Receipts Reserve to finance the payments to the Government capital receipts pool	(2,459)	-	2,459	-	-	-
Adjustment Involving the Major Repairs Reserve (MRR):						
Excess depreciation transferred to the MRR	-	4,662	-	(4,662)	-	-
HRA depreciation credited to MRR	-	27,189	-	(27,189)	-	-
Use of the MRR to finance new capital expenditure	-	-	-	37,079	-	37,079
Adjustments involving the Capital Grants Unapplied Account:						
Capital grants and contributions unapplied credited to CIE	-	-	-	-	1,778	1,778
Adjustments involving the Financial Instruments Adjustment Account:						
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	178	484	-	-	-	662
Adjustments involving the Pensions Reserve:						
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement (see Note 34)	(65,916)	(5,654)	-	-	-	(71,570)
Employer's pensions contributions and direct payments to pensioners payable in the year	41,676	3,574	-	-	-	45,250
Adjustments involving the Collection Fund Adjustment Account:						
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(4,835)	-	-	-	-	(4,835)
Adjustment involving the Accumulating Compensated Absences Adjustment Account:						
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	687	-	-	-	-	687
Other Reserve Movements						
Total Adjustment	7,917	36,362	(11,834)	5,228	1,778	39,451

20 Usable Reserves

Reserves represent the authority's net worth and show its spending power. Usable reserves result from the authority's activities and can be spent in the future. This note sets out the amounts set aside and posted back to Usable Reserves in 2016/17, they include:

- General Fund Strategic Reserve – to cushion the impact of unexpected events or emergencies
- Earmarked Reserves – to provide financing to meet known or predicted future General Fund expenditure plans
- School Balances/DSG – amounts required by statute to be set aside for future expenditure in schools
- Housing Revenue Account Reserves – amounts specifically required by statute to be set aside and ring-fenced for future investment in HRA
- Capital reserves – includes capital receipts and capital grants set aside to finance future capital spending plans

	1 April 2015	Transfers Out	Transfers in	31 March 2016	Movements between reserves	Revised 01 April 2016	Transfers Out	Transfers in	31 March 2017
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Total General Fund Strategic Reserve	(20,000)	-	-	(20,000)	-	(20,000)	-	-	(20,000)
General Fund Earmarked Reserves									
Capital Investment Reserve	(24,274)	9,037	(6,123)	(21,360)	(10,000)	(31,360)	16,424	(1,000)	(15,936)
Business Transformation Reserve	(38,855)	2,951	-	(35,904)	15,490	(20,414)	10,767	(2,768)	(12,415)
Risk Management Reserve	(10,657)	3,110	(2,493)	(10,040)	(2,732)	(12,772)	8,024	(971)	(5,719)
Statutory/Ring-fenced Reserve	(7,336)	186	(2,326)	(9,476)	-	(9,476)	1,014	(1,584)	(10,046)
Financing Reserve	(4,175)	100	(11,206)	(15,281)	-	(15,281)	6,600	(3,152)	(11,833)
Service Specific Reserves	(10,554)	1,813	(5,176)	(13,917)	(2,758)	(16,675)	7,722	(544)	(9,497)
Total	(95,851)	17,197	(27,324)	(105,978)	-	(105,978)	50,551	(10,019)	(65,446)
School Reserves									
Schools – DSG	(20,561)	20,561	(95)	(95)	-	(95)	1,725	-	1,630
Schools - Balances	(14,127)	4,756	-	(9,371)	-	(9,371)	4,394	-	(4,977)
Schools - Other	(4,772)	635	-	(4,137)	-	(4,137)	2,953	(928)	(2,112)
Total Schools	(39,460)	25,952	(95)	(13,603)	-	(13,603)	9,072	(928)	(5,459)
HRA									
HRA General Reserve	(39,602)	-	(9,835)	(49,437)	-	(49,437)	-	(4,800)	(54,237)
Major Repairs Reserve	(7,050)	37,079	(31,851)	(1,822)	-	(1,822)	1,822	-	-
HRA Earmarked Reserves	(14,480)	3,123	(960)	(12,317)	-	(12,317)	4,431	(904)	(8,790)
Total HRA Reserves	(61,132)	40,202	(42,646)	(63,576)	-	(63,576)	6,253	(5,704)	(63,027)
Capital Reserves									
Capital Receipts	(27,964)	7,843	(19,677)	(39,798)	-	(39,798)	24,384	(30,295)	(45,709)
Capital Grants Unapplied	(3,010)	1,778	-	(1,232)	-	(1,232)	-	(2,108)	(3,340)
Total Usable Capital Reserves	(30,974)	9,621	(19,677)	(41,030)	-	(41,030)	24,384	(32,403)	(49,049)
TOTAL USABLE RESERVES	(247,417)	92,972	(89,742)	(244,187)	-	(244,187)	90,260	(49,054)	(202,981)

Details of the earmarked reserves are set out below:

RESERVE	PURPOSE
Capital Investment Reserve	The Balance at 31 March is maintained to provide funding for the Council's capital/commercial investments and growth in Enterprise areas as agreed in the budget.
Business Transformation Reserves	Invest to save funds set aside to deliver the Council's major Transformational Change Programme to improve services, improve productivity and to reduce costs. The reserve will be used to fund one-off costs and the required investment.
Risk Reserves	Funds set aside to mitigate risks not otherwise provided for including volatility in business rate income, uninsured risks and potential litigation/claims.
Statutory/Ring-fenced reserves	Amounts required by statute or accounting code of practice to be set aside and ring-fenced for specific purposes, e.g. Public Health Reserve, Business Rate growth in Enterprise Areas (pooled amount).
Technical/Financing Reserve	Includes PFI sinking fund, grant income (without conditions) carried forward in accordance with accounting regulations and resources set aside to match liabilities elsewhere on the Balance Sheet.
Service specific reserves	Amounts set aside to finance specific projects or to meet known expenditure plans, including: <ul style="list-style-type: none"> - Bristol Futures (1.8m) to provide new technology to improve public services - Development Fund (£1.5m) to provide match funding to progress existing and proposed regeneration schemes - Housing Support (£0.8m) to provide support for homelessness issues

21 Property, Plant and Equipment Movements in 2016/17

The valuations, excluding vehicles, plant, equipment, infrastructure assets and community assets are carried out by Robert Orrett, MRICS, Service Director for Strategic Property. The basis for the valuation of all assets is set out in the statement of accounting policies.

The table below includes net valuation decreases of £55m within Other Land & buildings recognised in the surplus / deficit on the provision of services. This is primarily in relation to:

- Movement of assets held at historic cost to depreciated replacement cost
- Specialised assets are valued on a depreciated replacement cost basis and are subject to a number of varying factors such as build costs

	Council Dwellings	Other Land and Buildings	Vehicles, Plant, Furniture and Equipment	Infrastructure Assets	Community Assets	Assets under Construction	Surplus Assets	Total Property, Plant and Equipment	PFI Assets included in Property, Plant and Equipment
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Cost or valuation									
At 1 April 2016	920,581	547,466	59,805	191,517	8,381	60,973	36,015	904,157	19,212
Additions	48,768	28,998	3,620	61,976	57	14,422	712	109,785	75
Revaluation increases/(decreases) recognised in the Revaluation Reserve	-	6,874	-	-	-	-	7,072	13,946	-
Revaluation increases/(decreases) recognised in the surplus/deficit on the Provision of Services	293,761	(23,230)	-	-	(93)	-	(430)	(23,753)	-
De-recognition - Disposals	(10,294)	(4,579)	-	-	-	-	(583)	(5,162)	-
Assets reclassified to/from Held for Sale	(967)	(3,943)	-	-	-	-	(586)	(4,529)	-
Assets reclassified to/from Investment Property	-	1,495	-	-	-	-	-	1,495	-
Other movements in cost or valuation	-	40,599	74	-	(74)	(46,704)	6,105	-	-
At 31 March 2017	1,251,849	593,680	63,499	253,493	8,271	28,691	48,305	995,939	19,287
Accumulated Depreciation and Impairment									
At 1 April 2016	(27,189)	(12,427)	(21,895)	(21,488)	(92)	(3,001)	(362)	(59,265)	(380)
Depreciation Charge	(24,718)	(15,100)	(5,348)	(5,681)	-	-	(988)	(27,117)	(381)
Depreciation written out to Revaluation Reserve/Surplus/Deficit on the provision of Services	26,959	4,839	-	-	-	-	349	5,188	-
Impairment losses/reversals recognised in the Revaluation Reserve	-	-	-	-	-	-	-	-	-
Impairment losses/reversals recognised in the Surplus/deficit on the Provision of Service	-	-	-	-	-	-	-	-	-
De-recognition - disposals	221	361	-	-	-	-	11	372	-
De-recognition - other	-	-	-	-	-	-	-	-	-
Other movements in Depreciation and Impairment	9	(704)	-	-	-	1,107	4	407	-
At 31 March 2017	(24,718)	(23,031)	(27,243)	(27,169)	(92)	(1,894)	(986)	(80,415)	(761)
Balance Sheet at 31 March 2017	1,227,131	570,649	36,256	226,324	8,179	26,797	47,319	915,524	18,526
Balance Sheet at 1 April 2016	893,392	535,039	37,910	170,029	8,289	57,972	35,653	844,892	18,832

Property, Plant and Equipment Comparative movements in 2015/16

	Council Dwellings	Other Land and Buildings	Vehicles, Plant, Furniture and Equipment	Infrastructure Assets	Community Assets	Assets under Construction	Surplus Assets	Total Property, Plant and Equipment	PFI Assets included in Property, Plant and Equipment
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Cost or valuation									
At 1 April 2016	892,374	591,889	50,199	148,454	8,031	21,957	23,800	844,330	22,563
Additions	42,584	15,864	12,271	42,854	353	35,207	3,949	110,498	-
Revaluation increases/(decreases) recognised in the Revaluation Reserve	-	41,519	-	1	(3)	-	20,048	61,565	-
Revaluation increases/(decreases) recognised in the surplus/deficit on the Provision of Services	(5,534)	(84,739)	(2,665)	-	-	-	(3,767)	(91,171)	(3,351)
De-recognition - Disposals	(6,783)	(20,638)	-	-	-	-	(1,091)	(21,729)	-
Assets reclassified to/from Held for Sale	(2,293)	-	-	-	-	-	(108)	(108)	-
Assets reclassified to/from Investment Property	-	641	-	208	-	156	-	1,005	-
Other movements in cost or valuation	233	2,930	-	-	-	3,653	(6,816)	(233)	-
At 31 March 2017	920,581	547,466	59,805	191,517	8,381	60,973	36,015	904,157	19,212
Accumulated Depreciation and Impairment									
At 1 April 2016	(26,333)	(29,949)	(17,217)	(17,294)	(18)	(2,199)	(1,387)	(68,064)	(1,392)
Depreciation Charge	(27,189)	(14,675)	(4,678)	(4,194)	(74)	-	(365)	(23,986)	(380)
Depreciation written out to Revaluation Reserve	25,998	29,245	-	-	-	-	1,083	30,328	1,392
Impairment losses/reversals recognised in the Revaluation Reserve	-	-	-	-	-	-	-	-	-
Impairment losses/reversals recognised in the Surplus/deficit on the Provision of Service	-	-	-	-	-	-	-	-	-
De-recognition - disposals	201	2,444	-	-	-	-	-	2,444	-
De-recognition - other	-	-	-	-	-	-	-	-	-
Other movements in Depreciation and Impairment	134	508	-	-	-	(802)	307	13	-
At 31 March 2017	(27,189)	(12,427)	(21,895)	(21,488)	(92)	(3,001)	(362)	(59,265)	(380)
Balance Sheet at 31 March 2017	893,392	535,039	37,910	170,029	8,289	57,972	35,653	844,892	18,832
Balance Sheet at 1 April 2016	866,041	561,940	32,982	131,160	8,013	19,758	22,413	776,266	21,171

Depreciation is provided for on all Property, Plant and Equipment assets by the systematic allocation of their depreciable amounts over their useful lives. The following useful lives and depreciation rates have been used:

- Council Dwellings 16–50 years
- Other Land and Buildings 5–60 years
- Vehicles, Plant, Furniture and Equipment 3–8 years
- Infrastructure – 25 years (quay walls and lock gates in City Docks not depreciated as useful life beyond 100 years)

Capital Commitments

At 31 March 2017 the Council had entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment with outstanding contract commitments of £39.9m.

Significant contractual commitments outstanding at 31 March 2017 were as follows:

		£m
Ashton Vale to Temple Meads (Metrobus) - Contract 1	Balfour Beatty Civil Engineering Ltd	8.8
Priority Stock - New kitchens	Lovell Construction Ltd	5.5
Schools Expansion Programme: Whitehall Primary, Chester Park Primary Schools & Sea Mills Children's Centre	Bristol LEP Ltd	4.0
Priority Stock - Install replacement Central Heating Systems	Glevums / Grahams	3.2
Ashton Vale to Temple Meads (Metrobus) - Bridge works	Volker Laser Ltd	2.6
Priority Stock - Refurbishment works at Spencer/Norton Houses	Mears	2.0
Transport Infrastructure - Temple Circus	Openreach Bt PLC	1.8
North Fringe Hengrove (Metrobus) - Information Points/Smartcards	Cammax Ltd	1.6
Priority Stock - Cladding of M/Storey blocks	Mears	1.5
Transport Infrastructure - Assembly Rooms Lane	E T M Contractors Ltd	1.4
Priority Stock - Re-roofing of M/Storey blocks	MD Group / Mitie	1.4
New Housing Provision	Halsall Construction Ltd	1.3
Priority Stock - Electrical rewires	Lovell Construction Ltd	1.2
	Total	36.3

Revaluations

The Council carries out a rolling programme that ensures all Property, Plant and Equipment required to be measured at fair value is revalued at least every 5 years. All valuations were carried out internally. 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. Vehicles, Plant and Equipment are valued at historic cost, which is considered to be a suitable proxy for fair value.

The following table shows the effective valuation dates for all Property Plant and Equipment:

	Council Dwellings	Other Land and Buildings	Heritage	Vehicles, Plant, etc	Infrastructure	Community Assets	Assets Under Construction	Surplus Assets	Total Property, Plant and Equipment
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Carried at historical cost	-	25,364	419	63,499	253,493	8,271	10,789	27	361,862
31 March 2017	1,251,849	67,044	-	-	-	-	9,045	48,104	1,376,042
31 March 2016	-	346,254	100,040	-	-	-	2,140	150	448,584
31 March 2015	-	74,057	-	-	-	-	-	-	74,057
31 March 2014	-	8,294	-	-	-	-	-	-	8,294
31 March 2013	-	72,667	-	-	-	-	6,717	25	79,409
Total cost valuation	1,251,849	593,680	100,459	63,499	253,493	8,271	28,691	48,306	2,348,248

In addition the Council has instructed its valuers to undertake a review of all assets held in the Other Land and Buildings category to ensure that the carrying value of assets last valued in previous years is not materially different from their fair value. In order to perform this exercise the Other Land and Building category was split into sub categories, e.g. schools, car parks, leisure and culture etc. The review concluded that the fair value was not materially different from the carrying value at the Balance Sheet date.

22 Heritage Assets

Reconciliation of the carrying value of Heritage Assets held by the Council.

	Art Collection	Ethnography & Foreign Archaeology	Antiquarian Books	Other	Total
	£'000	£'000	£'000	£'000	£'000
Cost or valuation					
1 April 2016	62,121	29,796	7,050	1,492	100,459
Additions	-	-	-	-	-
Revaluations	-	-	-	-	-
31 March 2017	62,121	29,796	7,050	1,492	100,459
Cost or valuation					
1 April 2015	60,367	29,796	7,050	1,492	98,705
Additions	-	-	-	-	-
Revaluations	1,754	-	-	-	1,754
31 March 2016	62,120	29,796	7,050	1,492	100,459

The above collection of Heritage Assets are predominantly valued on an insurance valuation basis excluding the antiquarian book stock that is valued by an external valuer, and some items classified as "other" are valued at historic cost.

Additions of Heritage Assets

	2011/12	2012/13	2013/14	2015/16	2016/17
	£,000	£'000	£'000	£'000	£'000
Revaluations	-	(30,735)	-	1,754	-
Additions	113	-	-	-	-
Carrying value	129,440	98,705	98,705	100,459	100,459

Heritage Assets: Further Information on the Museum's collections

Loans

The Museum occasionally makes available loan items from its collection to regional and national museums and borrows collections for specific exhibitions. Collections not on display are held in secure storage but access is permitted on an appointment basis.

Preservation

The collections have been under the care of conservators since the 1940s. They specialise in antiquities, paintings, paper and photographs, and preventive conservation and are based at Bristol Museum and Art Gallery. Our conservators:

- prepare artefacts for display
- set conservation standards for the refurbishment of permanent exhibitions
- prepare artefacts for loan to other institutions
- check new acquisitions
- assess the condition of objects and work on the installation of temporary exhibitions
- work to improve collections storage
- maintain permanent displays - this includes training staff and cleaning objects.

23 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:

	2016/17	2015/16
	£'000	£'000
Rental income from Investment Property	11,285	11,837
Direct operating expenses arising from Investment Property	(489)	(1,692)
Net gain	10,796	10,145

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 or to carry out repairs, maintenance or enhancement.

The following table summarises the movement in the fair value of Investment Properties over the year:

	2016/17 £'000	2015/16 £'000
Balance at start of the year	240,328	199,067
Additions – purchases	745	9,390
Disposals	(3,984)	(4,023)
Net gains/losses from fair value adjustments	13,038	36,904
Transfers to/from Property, Plant and Equipment	(1,495)	(1,010)
Balance at end of the year	248,632	240,328

24 Financial Instruments & Borrowing

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

	Long-Term		Current	
	31 March 2017	31 March 2016 Restated	31 March 2017	31 March 2016
	£'000	£'000	£'000	£'000
Financial Liabilities				
Financial Liabilities at amortised Cost	585,553	574,894	109,898	126,862
Total Financial Liabilities	585,553	574,894	109,898	126,862
Financial Assets				
Available-for-sale financial assets	1,301	2,546	-	-
Unquoted equity investment at cost	2,852	2,500	-	-
Loans & Receivables at Amortised Cost	10,272	16,530	137,287	221,464
Total Financial Assets	26,245	21,576	137,287	221,464

Movements

The decrease in financial assets, circa £80m, relates to an increase in long term financial assets (£5m) primarily by acquisition, and a decrease in cash resources of the authority (£85m) primarily to finance the capital programme to reduce the net financing costs and counter party risk of the authority along with the application of reserves.

Unquoted Equity Instruments Measured at Cost (where fair value cannot be reliably measured)

The majority of this investment relates to the Authority's shareholding in Bristol Port Company Ltd. The shares are carried at cost of £2.5m and have not been valued as a fair value because cannot be measured reliably as there are no established companies with similar aims in the Authority's area whose shares are traded which might provide comparable market data.

Borrowing

	31 March 2017	31 March 2016
	£'000	£'000
Short-term borrowing		
Deposit loans (repayable at notice - up to 7 days)	101	257
Other short term borrowing (repayable within 1 year):		
- Public Works Loan Board	3,408	3,471
- Banks and other monetary sector	4,239	3,255
- Local bonds and property rent disposals	11	11
- Stocks	10	10
Total	7,769	7,004

	31 March 2017	31 March 2016
	£'000	£'000
Long-term borrowing		
Public Works Loan Board	310,439	291,239
Market debt	120,000	123,000
Stocks	50	50
Total	430,489	414,289

The authority, as planned, borrowed £19.2m from the PWLB on the 31st March 2017 at a preferential rate for the Bristol Temple Meads East Regeneration (Arena) scheme reducing the interest rate risk and liquidity risk exposed to the authority

Allowance for Credit Losses

The Council has not incurred any losses during the period.

Income, Expense, Gains or Losses

The gains and losses recognised in the Comprehensive Income and Expenditure Statement for financial instruments are as follows:

Financial Instruments Gains and Losses 2016/17

	Financial Liabilities		Financial Assets	
	Measured at amortised cost	Loans and receivables	Available-for-sale assets	Total
	£'000	£'000	£'000	£'000
Interest expense	(35,258)	-	-	(35,258)
Total expense in Surplus or Deficit on the Provision of Services	(35,258)	-	-	(35,258)
Interest Income	-	6,103	-	6,103
Dividend Income	-	-	2,658	2,658
Total income in Surplus or Deficit on the Provision of Services	(35,258)	6,103	2,658	(26,497)
Surplus arising on revaluation of financial assets in Other Comprehensive Income and Expenditure	-	-	(3,088)	(3,088)
Net gain/(loss) for the year	(35,258)	6,103	(430)	(29,585)

Financial Instruments Gains and Losses 2015/16

	Financial Liabilities		Financial Assets	
	Measured at amortised cost	Loans and receivables	Available-for-sale assets	Total
	£000s	£000s	£000s	£000s
Interest expense	(36,789)	-	-	(36,789)
Total expense in Surplus or Deficit on the Provision of Services	(36,789)	-	-	(36,789)
Interest Income	-	7,105	-	7,105
Dividend Income	-	-	2,045	2,045
Total income in Surplus or Deficit on the Provision of Services	-	7,105	2,045	9,150
Surplus arising on revaluation of financial assets in Other Comprehensive Income and Expenditure	-	-	16,669	16,669
Net gain/(loss) for the year	(36,789)	7,105	18,714	(10,970)

For Information excludes for provision of Banking Services +£80k, and (£589k) for Prudential Borrowing Recharges for DSG

Fair Value of Financial Assets

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

Descriptions	Fair value measurements at 31 March 2017 using:			Fair value measurements at 31 March 2016 using:		
	Quoted prices in active markets	Observable inputs	Unobservable inputs	Quoted prices in active markets	Observable inputs	Unobservable inputs
	Level 1 £'000	Level 2 £'000	Level 3 £'000	Level 1 £'000	Level 2 £'000	Restated Level 3 £'000
Recurring fair value measurements						
Non-traded securities:						
Unquoted private companies	-	-	8,401	-	-	2,016
Pooled property fund	-	-	4,900	-	-	440
Total Non-traded securities:	-	-	13,301	-	-	2,456
Investment properties	-	248,632	-	-	240,328	-
Surplus properties	-	47,320	-	-	35,653	-
Total recurring fair value measurements	-	295,952	13,301	-	275,981	2,456
Non-recurring fair value measurements						
Assets held for sale	-	-	-	-	-	-
Total non-recurring fair value measurements	-	-	-	-	-	-

**Valuation techniques and
Inputs**

Description of asset	Valuation hierarchy	Basis of Valuation	Observable and Unobservable inputs	Key sensitivities affecting the valuations provided
Surplus assets	Level 2	All surplus assets have been valued by RICS qualified valuers to Fair Value less costs to sell, reflecting highest and best use.	Evidence of title, floor area, siting and site conditions, type/age and current use of the property have been taken into account together with general market conditions and advertised value of similar properties currently up for sale.	Not all assets are physically inspected every year. Latent defects, repair and maintenance backlogs, general changes in the market and other impairments could have a significant impact on the values provided.
Investment Properties	Level 2	All investment properties have been valued by the Council's in-house valuers (all RICS qualified) on an investment income basis which we are satisfied represents highest and best use overall.	All valued on an investment income basis, using existing lease terms and current yields	Changes to market conditions, lease terms, covenant strength and occupancy levels could all affect the asset valuations provided.
Investments in unquoted companies	Level 3	These investments have been valued at the Council's share of each company's net assets.	Calculations for unquoted companies (wholly owned Council subsidiaries) have been based on their unaudited accounts as at 31 March 2017.	Valuations could be affected by the difference between audited and unaudited accounts.

Investments in Pooled Property Fund	Level 3	These investments have been valued at the Council's share within the pooled fund.	The valuation for Pooled Property Funds have been based on the latest quarterly financial report (31st December 2016).	Changes to housing market conditions could affect the valuation of the pooled property fund.
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Transfers between levels of the fair value hierarchy

There were no transfers between levels 1 and 2 during the year

Changes in valuation technique

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

Description	31 March 2017	31 March 2016
	Non-traded securities £000	Restated Non- traded securities £000
Opening balance	2,456	-
Transfers into level 3	-	-
Transfers out of level 3	-	-
Total gains/(losses) for the period: included in the surplus/(deficit) on the Provision of Services	(3,088)	(4,562)
included in Other Comprehensive Income and Expenditure	(3,088)	(4,562)
Additions	13,932	7,108
Disposals	-	-
Closing balance	13,301	2,456

Gains and losses included in Other Comprehensive Income and Expenditure for the current year relate primarily to investments in the wholly owned subsidiaries of Bristol City Council and are taken to the Available for Sale Financial Instruments Reserve. These are reported in the surplus or deficit on revaluation of available for sale financial assets line in the Comprehensive Income and Expenditure Statement.

The Fair Values of Financial Assets and Financial Liabilities that are not Measured at Fair Value

Except for the financial assets carried at fair value (described in the table above), all other financial liabilities and financial assets represented by loans and receivables and long term debtors and creditors are carried on the balance sheet at amortised cost. Their fair value can be assessed by

calculating the present value of the cash flows that take place over the remaining life of the instruments, using the following assumptions:

- The fair values for financial liabilities for PWLB debt has been determined by reference to the Public Works Loans Board (PWLB) redemption rules and prevailing PWLB current¹ rates as at each Balance Sheet date, and include accrued interest, representing the transfer cost of these debt instruments. The fair values for non-PWLB debt have also been calculated using the same procedures as limited market activity exists to provide suitable estimates.
- For loans and receivables prevailing benchmark market rates have been used to provide the fair value;
- No early repayment or impairment is recognised;
- Where an instrument has a maturity of less than 12 months or is a trade or other receivable the fair value is taken to be the carrying amount or the billed amount;

Financial Liabilities	31 March 2017		31 March 2016	
	Carrying amount	Fair value	Carrying amount	Fair value
	£000	£000	£000	£000
Total Liabilities	695,450	994,611	701,756	947,835

1) If the PWLB "repayment" rates were applied as at balance sheet date, the fair value of liabilities would increase by £154m to £1.149bn

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

Financial Assets	31 March 2017		31 March 2016	
	Carrying amount	Fair value	Carrying amount	Fair value
	£000	£000	£000	£000
Loans & Receivables				
Short term investments	33,180	33,180	118,668	118,668
Cash and Cash Equivalents	29,142	29,142	23,246	23,246
Long term investments	16,153	16,153	26,277	26,277
Debtors qualifying as loans and receivables	74,965	74,965	79,550	79,550
Total loans and receivables	153,440	153,440	247,741	247,741
Long term debtors	10,272	11,812	16,530	17,790
Total loans and receivables	163,712	165,251	264,271	265,530

The fair value of the assets is marginally higher than the carrying amount because the Council's portfolio of loans includes a number of fixed rate loans where the interest rate payable is higher than the rates available for similar loans in the market at the balance sheet date. This shows a notional future gain (based on economic conditions at 31 March 2017) arising from a commitment to pay interest to lenders below current market rates.

25 Nature and Extent of Risks Arising from Financial Instruments

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

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

The Council's overall risk management programme focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the resources available to fund services. Risk management is carried out by a central treasury team, under policies approved by the Council in the annual treasury management strategy, and compliance with the CIPFA Prudential Code of Practice, the CIPFA Treasury Management Code of Practice, and Investment Guidance that is issued under the Local Government Act 2003. 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. These are required to be reported and approved at or before the Council's annual Council Tax setting budget or before the start of the year to which they relate. These items are reported with the annual treasury management strategy that outlines the detailed approach to managing risk in relation to the Council's financial instrument exposure. Actual performance is also reported annually to Members.

The annual treasury management strategy which incorporates the prudential indicators was approved by Council on 16 February 2016 and is available on the Council website.

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 Fitch, Standard and Poor's and Moody's Credit Ratings Services. The Annual Investment Strategy also imposes a maximum sum to be invested with a financial institution located within each category.

Details of the Investment Strategy can be found on the Council's website. The key areas of the Investment Strategy are that the minimum criteria for investment counterparties include:

- Credit ratings of Short Term of F1, Long Term A-, with the lowest available rating being applied to the criteria;
- UK institutions provided with support from the UK Government;

The Council's maximum exposure to credit risk in relation to its investments in banks and building societies will vary according to credit ratings assigned by the three main credit rating agencies and 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.

The following analysis summarises the Council's potential maximum exposure to credit risk on financial assets, based on experience of default and un-collectability over the last five financial years, adjusted to reflect current market conditions.

	Amount	Historical experience of default	Adjustment for market conditions	Estimated maximum exposure to default	Estimated maximum exposure to default
	£000	%	%	£000	£000
	A	B	C	(A*C)	
	31-Mar-17	31-Mar-17	31-Mar-17	31-Mar-17	31-Mar-16
Long Term Investments:					
Non-traded securities	16,153	0.00%	0.00%	-	-
Sub-total	16,153			-	-
Short Term Investments:					
AA rated counterparties	20,050	0.02%	0.02%	5	8
A rated counterparties	13,026	0.06%	0.06%	8	6
BBB rated counterparties	104	0.17%	0.17%	-	13
Sub-total	33,180			13	27
Cash & cash equivalent:					
AAA rated counterparties	18,650	0.04%	0.04%	8	-
AA rated counterparties	315	0.02%	0.02%	-	1
A rated counterparties	10,008	0.06%	0.06%	6	7
BBB+ rated counterparties	169	0.17%	0.13%	-	-
Sub-total	29,142	-	-	14	8
Trade debtors (classed as loans and receivables)	74,965			-	-
Long-term debtors	10,272			-	-
Total Financial assets as loans and receivables	163,712			27	35

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 Council does not generally allow credit for its trade debtors, including amounts due from government departments and other Local Authorities.

Debtor analysis	Gross debtor at	Bad Debt provision at	Net debtor at	Net debtor at
	31-Mar-17	31-Mar-17	31-Mar-17	31-Mar-16
	£'000	£'000	£'000	£'000
Local tax payers	13,106	(6,473)	6,633	6,838
Housing rents	10,799	(8,462)	2,337	2,200
Other - sundry debtors	87,755	(31,197)	56,558	68,500
Total Other Entities and Individuals	111,660	(46,132)	65,528	77,538
Central Government bodies	24,958	-	24,958	17,125
Other local authorities	14,653	-	14,653	11,638
NHS bodies	5,603	-	5,603	1,338
Public corporations and trading funds	-	-	-	-
Total debtors	156,874	(46,132)	110,742	107,639
Balance sheet debtors	156,874	(46,132)	110,742	107,639
Adjust for statutory debtors				
Ex Avon Debt	(1,849)		(1,849)	(1,926)
Local taxpayers	(13,106)	6,473	(6,633)	(6,838)
Housing rents	(10,799)	8,462	(2,337)	(2,200)
Central Government bodies	(24,958)	-	(24,958)	(17,125)
Total statutory debtors (not qualifying as loans and receivables under IFRS)	(50,712)	14,935	(35,777)	(28,089)
Debtors qualifying as loans and receivables	106,162	(31,197)	74,965	79,550

The following table analyses the Gross debt that is now past due over varying periods. This overdue debt is covered by a provision for bad debt.

	31 March 2017	31 March 2016
	£'000	Restated £'000
Less than three months	17,501	29,679
Three to four months	1,090	654
Four months to one year	6,932	5,360
More than one year	29,974	27,790
Total	55,497	63,483

Liquidity risk

The Council has a comprehensive cash flow management system that seeks to ensure that cash is available as needed. If unexpected movements happen, the Council has ready access to borrowings from the money markets to cover day-to-day cash flow need and the Public Works Loans Board and capital 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. Therefore, there is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments.

The maturity analysis of financial assets, excluding sums due from customers, is as follows:

	31 March 2017	31 March 2016
		Restated
	£'000	£'000
Less than 1 year	137,287	221,464
Between 1 and 2 years	-	-
Between 2 and 3 years	-	-
More than 3 years	26,425	21,576
Total	163,712	243,040

Refinancing and Maturity risk

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

The approved treasury indicator limits for the maturity structure of debt and the 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 financial liabilities and amending the profile through either new borrowing or the rescheduling of the existing debt; and
- Monitoring the maturity profile of investments to ensure sufficient liquidity is available for the Council's day-to-day cash flow needs, and monitoring the spread of longer-term investments provides stability of maturities and returns in relation to the longer-term cash flow needs.

	Approved minimum limits	%	Approved maximum limits	%	Actual 31 March 2017	%	Actual 31 March 2016	%
					£'000		£'000	
Less than 1 year	-		30		7,769	2%	7,004	1%
Between 1 and 2 years	-		30		-	0%	3,000	1%
Between 2 and 5 years	-		40		-	0%	-	-
Between 5 and 10 years	-		40		20,000	4%	20,000	5%
More Than 10 Years	25		100		410,489	94%	391,289	93%
Total					438,257	100%	421,293	100%

Market risk

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

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

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

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

At 31 March 2017, if interest rates had been 1% higher with all other variables held constant, the financial effect would be:

	31 March 2017 £'000
Increase in interest receivable on variable rate investments	1,475
Impact on Surplus or Deficit on the Provision of Services	1,475
Share of overall impact debited to the HRA	979
Decrease in fair value of fixed rate borrowings liabilities (no impact on the Surplus or Deficit on the Provision of Services or Other Comprehensive Income and Expenditure)	<u>113,600</u>

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

Price risk

The Council does not generally invest in equity shares but does have long term investments in unquoted companies amounting to £16m primarily for the Bristol Port Company, and Bristol Holdings, the latter a wholly owned subsidiary. Whilst this holding is generally illiquid, the Council is exposed to losses arising from movements in the prices of these shares.

As the shareholding has arisen in the acquisition of specific interests, the Council is not in a position to limit its exposure to price movements by diversifying its portfolio. Instead it only acquires shareholdings in return for “open book” arrangements with the company concerned so that the Council can monitor factors that might cause a fall in the value of specific holdings.

These shares are classified as Available for Sale.

Foreign exchange risk

During 2016/17 the Council received monies denominated in Euro's relating to the receipt of European grant. The authority also made payments in a variety of currencies for the supply of goods and services. Payments and receipts are converted to Sterling at the earliest opportunity.

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26 Capital Expenditure and Capital Financing

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI/PP 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), a measure of the capital expenditure incurred historically by the Council that has yet to be financed. Movements on the CFR are also analysed below.

	2016/17 £'000	2015/16 £'000
Opening Capital Financing Requirement	733,663	715,055
Capital investment		
Property, Plant and Equipment	158,553	153,081
Investment Properties	745	9,390
Intangible Assets	2,561	5,390
Long Term Investments	14,583	7,018
Revenue Expenditure Funded from Capital under Statute	17,530	10,184
Long Term Investment repaid (Local Authority Mortgage Scheme - LAMS)	(1,000)	
Sources of finance		
Capital receipts	(20,776)	(17,950)
Government grants and other contributions	(55,167)	(61,350)
Sums set aside from revenue:		
• Direct revenue contributions	(51,309)	(66,854)
• MRP – City Council Debt	(5,226)	(9,333)
• MRP – Contribution from Unitaries re Ex-County Debt	(1,895)	(1,947)
• MRP - Write down of PFI Liability	(4,884)	(4,939)
Reduction in Finance Lease Liability following changes to Waste Service Concession contract	-	(4,082)
Closing Capital Financing Requirement	787,378	733,663
Explanation of movements in year		
Less Minimum Revenue Provision	(12,005)	(20,301)
Use of LAMS receipt for repayment of debt	(1,000)	-
Increase in underlying need to borrowing (unsupported by government financial assistance)	66,721	38,909
Increase/Decrease in Capital Financing Requirement	53,715	18,608

Council as Lessee

Operating Leases

The Council has acquired property, vehicles and equipment by entering into operating leases. The future minimum lease payments due under non-cancellable leases in future years are:

	31 March 2017 £'000	31 March 2016 £'000
Not later than one year	-	344
Later than one year and not later than five years	-	-
Later than five years	-	-
	-	344

Council as Lessor

Operating Leases

The Council leases out property within the commercial trading estate under operating leases for the following purposes:

- for the provision of community services, such as sports facilities, tourism services and community centres
- for economic development purposes to provide suitable affordable accommodation for local businesses

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

	31 March 2017 £'000	31 March 2016 £'000
Not later than one year	11,434	11,395
Later than one year and not later than five years	38,629	38,553
Later than five years	775,196	782,308
	825,259	832,256

The minimum lease payments receivable at 31 March 2017 and 2016 are based on the current rents receivable at the respective Balance Sheet dates. They do not include estimates of future rents reviews or contingent rents.

28 Service Concessions

Schools PFI Phase 1A

On 31st March 2004 the Council entered into a Private Finance Initiative (PFI) contract with Bristol Schools Limited. The contract provided for the design, construction and financing of four new secondary schools, Bedminster Down, Henbury School, Orchard School and Oasis Brightstowe Academy. All four schools were constructed and are operational. Bristol Schools Limited will maintain and operate the facilities for twenty-six years from the date the first school became operational.

A capital contribution of £5.346m was made to the first phase of the project by way of a cash payment. This was in respect of the provision of leisure facilities and of the retention of part of the site of Henbury School by the Council, for subsequent disposal.

Schools PFI Phase 1B and 1C, Building Schools for the Future

During 2006/07 the Council entered into a PFI contract with Bristol PFI Limited to design, build, finance and operate four additional schools in Bristol. A Local Education Partnership (LEP) was also created to manage the supply chain and deliver the four schools. The partnership is between Skanska Education Partnerships (80%), Partnership for Schools (10%) and Bristol City Council (10%). The schools are Brislington Enterprise College, Bristol Brunel Academy, Bristol Metropolitan Academy and Bridge Learning Campus. Bristol PFI Limited will maintain and operate the facilities for twenty-seven years from the date the first school became operational.

A capital contribution of £9.569m was made to the project by way of a cash payment. This was used towards the cost of the Bridge Learning Campus and provision of leisure facilities at Bristol Brunel Academy.

Hengrove Leisure Centre

In April 2010 the Council entered into a PFI contract with Bristol Active Limited to design, build, finance and operate a new leisure centre, and associated car park, in Hengrove. The centre opened in February 2012 and Bristol Active Limited will operate and maintain the facility until 2037.

The assets and associated liability have been included on the Council's Balance Sheet in accordance with IFRS.

A capital contribution of £7.161m was made to the project by way of a cash payment. This was used to fund the capital works for the Car Park and as a contribution towards the capital works of the Leisure Centre.

Property, Plant and Equipment

The PFI assets, and related liabilities, have been recognised on the Council's balance sheet when made available for use. Movements in their value over the year are detailed in the analysis of the movements on the Property, Plant and Equipment balance in Note 19. The assets will be transferred back to the Council at the end of the contracts for nil consideration.

Locally managed schools transferring to Academy status are granted a 125 year peppercorn lease and, in response to CIPFA guidance, are de-recognised from the Council's accounts as control of these assets is transferred to the Academy.

Payments are made to the PFI contractors as monthly "unitary payments". The estimated payments the Council will make under the contracts are shown below.

These payments are commitments and can vary subject to indexation, reductions for performance and availability failures, and possible future variations to the scheme.

The funding of the unitary payment for the School PFI schemes will come from the individual schools budget, the overall schools budget and a special government grant. The Hengrove Leisure unitary payment will be funded by the special government grant, with the balance provided from Sports Services budgets. PFI payments are accounted for in the year in which the service was provided and are allocated to repayment of the liability, finance cost, service charge and other costs (lifecycle cost and contingent rents).

Schools PFI Phase 1A

As at 31st March 2017 cumulative payments totalling £113m (£103m in 2015/16) have been made to the PFI contractor. The future estimated payments the Council will make under the contract are as follows:

Year	Payment for Services £'000	Repayment of Liability £'000	Interest £'000	Other £'000	Total £'000
2017/18	2,922	1,555	4,947	(95)	9,328
2018/19 to 2021/22	12,435	7,629	17,802	660	38,526
2022/23 to 2026/27	17,375	14,055	16,320	512	48,261
2027/28 to 2031/32	17,087	18,819	6,322	(1,609)	40,619
Total	49,818	42,058	45,391	(532)	136,735

Over the life of the PFI project, the Council will receive government grant of £134.8m.

Schools PFI Phase 1B and 1C, Building Schools for the Future

As at 31st March 2017 cumulative payments totalling £143m (£126m in 2015/16) have been made to the PFI contractor. The future estimated payments the Council will make under this contract are as follows:

Year	Payment for Services £'000	Repayment of Liability £'000	Interest £'000	Other £'000	Total £'000
2017/18	4,920	2,932	6,738	3,600	18,190
2018/19 to 2021/22	21,138	14,884	24,435	14,169	74,626
2022/23 to 2026/27	30,047	20,995	23,719	22,806	97,567
2027/28 to 2031/32	34,671	29,322	14,610	23,863	102,466
2032/33 to 2034/35	18,351	19,364	2,577	10,611	50,903
Total	109,127	87,497	72,079	75,049	343,752

Over the life of the PFI project, the Council will receive government grant of £326.3m.

Hengrove Leisure PFI

As at 31 March 2017 payments totalling £17.1m (£13.3m at 31 March 2016) have been made to the PFI Contractor. The future estimated payments the Council will have to make under the Contract are as follows:

Year	Payment for Services £'000	Repayment of Liability £'000	Interest £'000	Other £'000	Total £'000
2017/18	323	659	1,633	857	3,472
2018/19 to 2021/22	1,376	2,948	5,771	3,961	14,056
2022/23 to 2026/27	1,922	2,537	5,789	7,735	17,983
2027/28 to 2031/32	2,135	4,028	4,120	8,214	18,497
2032/33 to 2036/37	2,344	5,549	1,794	9,118	18,805
Total	8,100	15,721	19,107	29,885	72,813

Over the life of the PFI project, the Council will receive government grant of £69.6m.

The unitary payments have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred, and the interest payable on financing the capital expenditure. The Hengrove Leisure PFI contains a significant amount of third party income, this is income received directly by the PFI Contractor from the users of the facility. The payment for services has been shown net of this estimated income, as the unitary payments have been reduced to reflect the operator's right to this income. The outstanding liability due to the contractor for reimbursement of capital expenditure is as follows:

	Schools		Hengrove Leisure	
	2016/17 £'000	2015/16 £'000	2016/17 £'000	2015/16 £'000
Balance outstanding at the start of year	133,781	137,930	16,380	17,169
Movement in year	(4,224)	(4,149)	(659)	(789)
Balance outstanding at year end	129,557	133,781	15,721	16,380

The above listed commitments are affected by past inflation – previous price rises will be built into future payments. They are also affected by future inflation, which gives rise to uncertainty.

Bristol Waste Contract

In August 2015 the Council entered into a service contract with Bristol Waste Company to provide recycling and waste services. The assets and associated liability have been included on the Council's Balance Sheet as a service concession in accordance with the code and IFRIC 12. In 2014/15 these services were provided by an external contractor and the assets accounted for as a finance lease in accordance with IFRIC 4.

The future estimated payments the Council will make under the contract are as follows:

Year	Payment for Services £'000	Repayment of Liability £'000	Interest £'000	Total £'000
2017/18	20,301	732	67	21,100
2018/19	11,778	488	34	12,300
Total	32,079	1,220	101	33,400

Total Balance Outstanding on all Service Concessions is shown in the table below:

	Schools		Hengrove Leisure		Bristol Waste Contract		Total	
	2016/17 £'000	2015/16 £'000	2016/17 £,000	2015/16 £'000	2016/17 £,000	2015/16 £'000	2016/17 £,000	2015/16 £'000
Balance outstanding at the start of year	133,780	137,930	16,380	17,169	1,952	-	152,112	155,099
Movement in year	(4,224)	(4,150)	(659)	(789)	(732)	1,952	(5,615)	(2,987)
Balance outstanding at year end	129,556	133,780	15,721	16,380	1,220	1,952	146,497	152,112

29 Debtors

	31 March 2017 £'000	31 March 2016 £'000
i Current debtors		
Central government bodies	24,958	17,125
Other local authorities	14,653	11,638
NHS bodies	5,603	1,338
Other entities and individuals	65,258	77,538
Total	110,742	107,639

Details of amounts provided as bad debt provisions are included in Note 25.

	31 March 2017 £'000	31 March 2016 £'000
ii Long-term debtors		
Mortgages	206	220
Capital loans (Probation/Fire/LEP)	4,603	5,804
South Gloucestershire Council	463	507
Former county council debt	44,374	46,223
Contractual Commitments	3,000	7,000
Local Authority Mortgage Scheme	2,000	3,000
Total	54,646	62,754

30 Cash and Cash Equivalents

The balance of Cash and Cash Equivalents is made up of the following elements:

	31 March 2017 £'000	31 March 2016 £'000
Cash held by the Council	307	331
Bank current accounts	(6,526)	(2,733)
Short-term deposits with banks / building societies	35,361	25,648
Total Cash and Cash Equivalents	29,142	23,246

The Council also manages a number of euro bank accounts on behalf of other partner organisations. The sterling equivalent of the total balances held for and managed on behalf of other partner organisations, and not included within the Council's accounts, at 31 March 2017 was £158k (31 March 2016 £37k).

31 Creditors

	31 March 2017 £'000	31 March 2016 £'000
Current liabilities		
Central government bodies	51,489	24,365
Other local authorities	10,928	576
NHS bodies	2,748	2,851
Other entities and individuals	79,920	102,419
Total	145,085	130,211
	31 March 2017 £'000	31 March 2016 £'000
Other long-term liabilities		
Service Concession contract liabilities (see Note 28)	146,497	152,113
Retirement benefit obligations (see Note 34)	921,012	693,235
Deferred liabilities	54,715	56,641
Deferred capital receipts	129	143
Rent Deposits	75	75
Total	1,122,428	902,207

Deferred liabilities are amounts which, by arrangement, are payable beyond the next year, at some point in the future or are to be paid off by an annual sum over a period. As at the 31 March 2017 the liability in the Council's Balance Sheet of £54.7m (2017: £56.6m) comprised of former county council loan debt of £46.2m (2017: £48.1m), £8.5m (2017: £8.5m) in respect of a loan for the Hengrove Park development.

Deferred capital receipts are amounts derived from sales of assets, which will be received in instalments over agreed periods of time. They arise from mortgages on the sale of council houses, which form part of mortgages under long term debtors.

32 Provisions

	Balance at 1 April 2016 £'000	Additional provisions made in 2016/17 £'000	Amounts used in 2016/17 £'000	Balance at 31 March 2017 £'000	Due < 1 year £'000	Due > 1 year £'000
Business Transformation	(2,460)	-	2,310	(150)	(150)	-
Insurance fund	(3,635)	(273)	1,298	(2,612)	(1,871)	(741)
NDR Provision for appeals	(7,193)	(10,704)	6,780	(11,117)	-	(11,117)
Other	(537)	(12)	-	(549)	(363)	(186)
	<u>(13,825)</u>	<u>(10,989)</u>	<u>10,388</u>	<u>(14,428)</u>	<u>(2,384)</u>	<u>(12,044)</u>
Due < 1 year	(5,438)			(2,384)		
Due > 1 year	(8,387)			(12,044)		
	<u>(13,825)</u>			<u>(14,428)</u>		

The Insurance Fund covers certain risks arising from fire, employer's liability and public liability, supplementing the Council's arrangement with external insurers, together with other risks. The provision for severance costs covers future exit costs arising from the Council's restructure proposals. The NDR provision has been created to allow for the cost of future appeals. All other provisions are individually not material.

33 Unusable Reserves

	31 March 2017	31 March 2016 Restated
	£'000	£'000
Revaluation Reserve	(277,283)	(268,860)
Capital Adjustment Account	(1,463,215)	(1,098,376)
Available for Sale Financial Instruments	7,650	4,562
Financial Instruments Adjustment Account	7,609	7,927
Pensions Reserve	921,012	708,587
Collection Fund Adjustment Account	(3,545)	2,383
Accumulated Absences Account	6,901	5,425
	(800,871)	(638,352)

Revaluation Reserve

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

- revalued downwards or impaired and the gains are lost
- used in the provision of services and the gains are consumed through depreciation, or
- disposed of and the gains are realised.

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

	2016/17	2016/17	2015/16	2015/16
	£'000	£'000	£'000	£'000
Balance at 1 April		(268,860)		(221,392)
Upward revaluation of assets	(25,810)		(90,486)	
Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on the Provision of Services	11,864		28,920	
Surplus or deficit on revaluation of non-current assets not posted to the Surplus/Deficit on the Provision of Services		(13,946)		(61,566)
Amount written off to the Capital Adjustment Account		5,523		14,098
Balance at 31 March		(277,283)		(268,860)

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 enhancement as depreciation, impairment losses and amortisation are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The Account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement.

The account contains accumulated gains and losses on Investment Properties and gains recognised on donated assets that have yet to be consumed by the Council. The account also contains revaluation gains accumulated on Property, Plant and Equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains.

Note 18 provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

	2016/17	2015/16
	£'000	£'000
Balance at 1 April	(1,098,376)	(1,015,021)
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	51,835	51,175
Revaluation losses on Property, Plant and Equipment	(302,154)	38,830
Amortisation of Intangible Assets	1,840	1,602
Revenue Expenditure Funded from Capital Under Statute	17,530	10,184
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	23,927	32,311
	(1,305,398)	(880,918)
Adjusting amounts written out of the Revaluation Reserve	(5,523)	(14,098)
Net written out amount of the cost of non-current assets consumed in the year	(1,310,921)	(895,016)
Capital financing applied in the year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	(20,776)	(17,950)
Use of the Major Repairs Reserve to finance new capital expenditure	(33,576)	(37,079)
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	(55,167)	(61,350)
Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	(12,005)	(16,219)
Use of the Capital Receipts Reserve for repayment of Local Authority Mortgage Scheme financed by Borrowing	(1,000)	-
Long Term Capital Investment repaid (Local Authority Mortgage Scheme - LAMS)	1,000	-
Reduction in Finance Lease Liability following changes to Waste Service Concession contract	-	(4,082)
Capital expenditure charged against the General Fund and HRA balances	(17,733)	(29,775)
	(1,450,178)	(1,061,471)
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	(13,037)	(36,904)
Balance at 31 March	(1,463,215)	(1,098,376)

Available for Sale Financial Instruments Reserve

The Available for Sale Financial Instruments Reserve contains the gains made by the Authority arising from increases in the value of its investments that have quoted market prices or otherwise do not have fixed or determinable payments. The balance is reduced when investments with accumulated gains are:

- revalued downwards or impaired and the gains are lost
- disposed of and the gains are realised.

	31 March 2017	31 March 2016 Restated
	£'000	£'000
Balance at 1 April	4,562	-
Upward revaluation of investments		
Downward revaluation of investments not charged to the Surplus/Deficit on the Provision of Services	3,088	4,562
Accumulated gains on assets sold and maturing assets written out to the Comprehensive Income and Expenditure Statement as part of Other Investment Income	-	-
Balance at 31 March	7,650	4,562

Financial Instruments Adjustment Account

The Financial Instruments Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for income and expenses relating to certain financial instruments and for bearing losses or benefiting from gains per statutory provisions. The Authority uses the Account to manage premiums paid on the early redemption of loans.

Premiums are debited to the Comprehensive Income and Expenditure Statement when they are incurred, but reversed out of the General Fund Balance to the Account in the Movement in Reserves Statement. Over time, the expense is posted back to the General Fund Balance in accordance with statutory arrangements for spreading the burden on council tax. In the Authority's case, this period is the unexpired term that was outstanding on the loans when they were redeemed. As a result, the balance on the Account at 31 March 2017 will be charged to the General Fund over the next 42 years.

	2016/17	2016/17	2015/16	2015/16
	£'000	£'000	£'000	£'000
Balance at 1 April		7,927		8,589
Premiums incurred in the year and charged to the Comprehensive Income and Expenditure Statement				
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements	(318)		(662)	
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements		(318)		(662)
Balance at 31 March		7,609		7,927

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 the pension fund 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.

	2016/17	2015/16
	£'000	£'000
Balance at 1 April	708,587	734,113
Remeasurements on pensions assets and liabilities	191,904	(51,846)
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	72,291	71,570
Employer's pensions contributions and direct payments to pensioners payable in the year	(51,770)	(45,250)
Balance at 31 March	921,012	708,587

Collection Fund Adjustment Account

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

	2016/17	2015/16
	£'000	£'000
Balance at 1 April	2,383	(2,452)
Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(5,928)	4,835
Balance at 31 March	(3,545)	2,383

Accumulated Absences Account

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

	2016/17 £'000	2016/17 £'000	2015/16 £'000	2015/16 £'000
Balance at 1 April		5,425		6,112
Settlement or cancellation of accrual made at the end of the preceding year	(5,425)		(6,112)	
Amounts accrued at the end of the current year	6,901		5,425	
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements		1,476		(687)
Balance at 31 March		6,901		5,425

34 Pensions

a Participation in Pension Schemes

As part of the terms and conditions of employment of its officers, the Council makes contributions towards the cost of post-employment benefits. Although these benefits will not actually be payable until employees retire, the Council has a commitment to make the payments (for those benefits) and to disclose them at the time that employees earn their future entitlement.

The Council participates in three pension schemes:

The Local Government Pension Scheme - all staff, with the exception of teachers, are eligible to join the Local Government Pension Scheme (LGPS). The scheme is administered by Bath and North East Somerset Council and is called the Avon Pension Fund. The Fund provides members with benefits related to length of service and final salary. It is a 'defined benefit' scheme. In 2016/17 the Council paid an employer's contribution rate of 22.3% (21% in 2015/16), resulting in total payments of service deficit, as assessed by the Fund Actuary. The Actuary carries out a full valuation of the Fund every three years in accordance with government regulations. The last valuation of the Fund was undertaken at 31 March 2013, the next full valuation is therefore due at March 2016. If the valuation indicates that there are insufficient assets to meet future liabilities, employer contribution rates are increased to make up the shortfall. As indicated above, the Council paid a contribution rate of 22.3% from 1 April 2016, representing 14% in respect of future service and 8.3% to meet the deficit recovery element.

The Teachers' Pension Scheme - The rate of contribution for 2016/17 was 22.3%, resulting in a total payment of £8.980m (£8.333m in 2015/16) to the Teachers' Pension Agency. In addition, the Council made payments totalling £2.36m (£2.38m in 2016/17) in respect of pensions and added years where the early retirement of teachers was agreed. The Council also met its share of the residual liability for former Avon County Council employees, amounting to £1.855m (£1.937m in 2015/16). The estimated liability for unfunded payments has been calculated by the actuary and is included in the Balance Sheet.

The National Health Service Pension Scheme - In 2016/17 a total payment of £0.51m (£0.41m in 2015/16) was made to the NHS Pension Scheme, following the transfer of public health responsibilities from primary care trusts.

b Accounting Transactions relating to retirement benefits

Employer contributions paid in the year have been charged to service revenue accounts, prior to the adjustments required under the accounting standard, IAS19. The adjustments included in the Comprehensive Income and Expenditure Account to comply with IAS19 are offset by appropriations from the Pensions Reserve to the General Fund in the Movement in Reserves Statement, so that there is no effect on the overall amount met from government grant and local tax payers.

The principal assessments made by the Fund actuary, in so far as these affect the Income and Expenditure Account are set out in the following table:

	Local Government Pension Scheme		Teachers' Unfunded Pensions	
	2016/17 £'000	2015/16 £'000	2016/17 £'000	2015/16 £'000
Income and Expenditure Account				
Net cost of services				
Current service cost	43,989	48,454	-	-
Past service gains/curtailment costs/Settlements	3,821	404	-	-
Administration expense	929	726	-	-
Financing and Investment Income				
Expenditure				
Net interest cost	21,341	19,844	2,211	2,142
Total post-employment benefits charged to the Surplus or Deficit on the Provision of Services	70,080	69,428	2,211	2,142
Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement				
Remeasurements (assets/liabilities)	184,799	(49,899)	7,105	(1,947)
Movement in Reserves Statement				
Reversal of net charges made for retirement benefits in accordance with IAS19	(70,080)	(69,428)	(2,211)	(2,142)
Actual amount charged against the General Fund Balance for pensions in the year:				
Employer's contributions payable to scheme	47,552	40,926	4,218	4,324

The Housing Revenue Account (HRA) Income and Expenditure Account has also been adjusted in 2016/17 to reflect the current service cost and an appropriate share of the net interest cost. The latter item has been apportioned to the HRA on the basis of pensionable pay.

c Assets and Liabilities in relation to Retirement Benefits

	Funded liabilities: Local Government Pension Scheme		Unfunded liabilities: Local Government Pension Scheme		Unfunded liabilities: Teachers' Unfunded Pensions		Total Liability Local Government & Teachers Pensions	
	2016/17	2015/16	2016/17	2015/16	2016/17	2015/16	2016/17	2015/16
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
01-Apr	(2,015,831)	(2,065,047)	(40,808)	(43,843)	(67,128)	(71,257)	(2,123,767)	(2,180,147)
Current service cost	(43,989)	(48,454)	-	-	-	-	(43,989)	(48,454)
Interest on pension liabilities	(69,590)	(65,257)	(1,377)	(1,355)	(2,211)	(2,142)	(73,178)	(68,754)
Contributions by scheme participants	(12,121)	(11,607)	-	-	-	-	(12,121)	(11,607)
Remeasurement (liabilities)								
Experience (gain)/loss	106,155	-	763	-	1,225	-	108,143	-
(Gain)/loss on financial assumptions	(469,653)	111,770	(6,218)	1,411	(9,125)	1,947	(484,996)	115,128
(Gain)/loss on demographic assumptions	8,069	-	124	-	796	-	8,989	-
Benefits paid	66,223	63,168	2,891	2,979	4,218	4,324	73,332	70,471
Past service grants, curtailment costs and settlements	(1,153)	(404)	-	-	-	-	(1,153)	(404)
31-Mar	(2,431,890)	(2,015,831)	(44,625)	(40,808)	(72,225)	(67,128)	(2,584,740)	(2,123,767)

Reconciliation of fair value of the Local Government Pension Scheme assets:

	2016/17 £'000	2015/16 £'000
1 April	1,430,637	1,475,150
Interest on plan assets	49,626	46,768
Remeasurement (assets)	175,960	(63,282)
Administration expense	(929)	(726)
Settlements	(2,668)	-
Employer contributions	32,200	27,267
Contributions by scheme participants	12,121	11,607
Benefits paid	(69,114)	(66,147)
31 March	1,627,833	1,430,637

The expected return on scheme assets is determined by considering the expected returns available on the assets underlying the current investment policy. Expected yields on fixed interest investments are based on gross redemption yields as at the Balance Sheet date. Expected returns on equity investments reflect long-term rates of return experienced in the respective markets.

The actual return on plan assets in the year was £(246.7m) (2015/16: £(16.513m)).

Scheme History - Pension Assets and Liabilities Recognised in the Balance Sheet:

	2016/17 £'000	2015/16 £'000	2014/15 £'000	2013/14 £'000
Present value of liabilities:				
Local Government Pension Scheme	(2,476,515)	(2,056,639)	(2,108,890)	(1,773,366)
Teachers' unfunded liabilities	(72,225)	(67,128)	(71,257)	(67,528)
Fair value of assets in the Local Government Pension Scheme	1,627,833	1,430,637	1,475,150	1,288,499
Surplus/(deficit) in the scheme:				
Local Government Pension Scheme	(848,682)	(626,002)	(633,740)	(484,867)
Teachers' unfunded liabilities	(72,225)	(67,128)	(71,257)	(67,528)
Total	(920,907)	(693,130)	(704,997)	(552,395)

The total liabilities shown in the Balance Sheet comprise the above (£920,907k) together with a small amount in respect of pre-1974 liabilities (£105k) totalling (£921,012).

The liabilities show the underlying commitments that the Council has in the long run to pay retirement benefits. The total liability of £921m (2015/16 £693m) impacts on the net worth of the Council as recorded in the Balance Sheet (£1,003m).

Statutory arrangements for funding the deficit limit the adverse impact on the Council's financial position: the purpose of the triennial valuation of the fund by the scheme actuary is to determine the increase in employer contributions necessary to make good any deficit over the remaining working life of employees. Notwithstanding this, the scale of pension fund deficits being reported by Local Authorities is likely to result in a further review of the Local Government Pension Scheme with the aim of making this more affordable in the future and thus reducing the burden on taxpayers.

Finance is only required to be raised to cover the unfunded teachers' pensions when the pensions are actually paid.

The total contributions expected to be made to the Local Government Pension Scheme by the Council in the year to 31 March 2018 are £74.028m.

d Basis for Estimating Assets and Liabilities

Liabilities have been assessed on an actuarial basis using the projected unit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. The Local Government Pension Scheme liabilities have been assessed by William M. Mercer the independent actuary to the Avon Fund, estimates being based on the latest full valuation of the scheme as at 31 March 2013.

The main financial assumptions used in the calculations are:

	Local Government Pension Scheme		Teachers	
	2016/17	2015/16	2016/17	2015/16
Mortality assumptions:				
Longevity at 65 for current pensioners:				
Men	23.5	23.5	24.4	23.5
Women	26	26	26.5	26
Longevity at 65 for future pensioners:				
Men	26	25.9	-	-
Women	28.7	28.9	-	-
	%	%	%	%
Rate for discounting scheme liabilities	2.5	3.5	2.5	3.4
Rate of inflation - CPI	2.3	2	2.3	2
Rate of increase in salaries	3.8	3.5	-	-
Rate of increase in pensions	2.3	2	2.3	2

The actuary has provided a sensitivity analysis for each significant actuarial assumption as at the end of the reporting period. The table below shows how the defined benefit obligation would have been affected by changes in the relevant actuarial assumption that were reasonably possible at the 31 March 2017.

Local Government Pension Scheme	Central	Sensitivity 1 +0.1% p.a discount rate	Sensitivity 2 +0.1% p.a inflation	Sensitivity 3 +0.1% p.a pay growth	Sensitivity 4 1 year increase in life expectancy
	£'000	£'000	£'000	£'000	£'000
Liabilities	2,476,515	2,433,889	2,519,887	2,484,330	2,524,605
Assets	(1,627,833)	(1,627,833)	(1,627,833)	(1,627,833)	(1,627,833)
Deficit/(Surplus)	848,682	806,056	892,054	856,497	896,772
Projected service cost for next year	65,573	63,632	67,596	65,573	66,891
Projected net interest cost for next year	20,292	19,995	21,412	20,523	21,530
Teachers' Unfunded Pension Scheme					
Liabilities	72,225	71,401	73,059	-	74,409
Assets	-	-	-	-	-
Deficit/(Surplus)	72,225	71,401	73,059	-	74,409
Projected net interest cost for next year	1,753	1,802	1,774	-	1,807

The following information disaggregates the fair value of the plan assets into classes that distinguish the nature and risks of those assets, subdividing each class of plan asset into those that have a quoted market price in an active market and those that do not:

Asset Category	Sub-Category	Quoted (Y/N)	31 st March 2017 £'000	31 st March 2016 £'000
Equities	UK Quoted	Y	240,919	234,627
	Global Quoted	Y	148,133	114,451
	North America	Y	139,994	133,049
	Japan	Y	37,440	41,488
	Europe excl UK	Y	81,392	92,991
	Pacific Rim excl Japan	Y	39,068	30,043
	Emerging Markets	Y	159,528	123,035
	Sub-total equities			846,474
Bonds	UK Government Fixed	Y	-	25,751
	UK Government Gilt Futures	Y	-	88,699
	UK Government Indexed	Y	195,340	-
	Overseas Government Fixed	Y	-	44,350
	Sterling Corporate Bonds	Y	128,599	133,049
	Sub-total bonds			323,939
Property	UK Property Funds	Y	68,369	74,393
	Overseas Property Funds	Y	73,252	58,656
	Sub-total property		141,621	133,049
Alternatives	Hedge Funds	Y	87,903	75,824
	Diversified Growth Funds	Y	144,877	141,633
	Infrastructure	Y	63,485	-
	Sub-total alternatives		296,265	217,457
Cash and equivalents	Cash Accounts	Y	19,534	18,598
	Sub-total cash		19,534	18,598
Total Assets			1,627,833	1,430,637

Governance and Risk Management

The liability associated with the Council's pension arrangements is material to the Council, as is the cash funding required. The details in relation to each arrangement, including the relevant provisions for governance and risk management, are set out below.

Avon Pension Fund:

Nature of Fund

The Fund targets a pension paid throughout life. The amount of pension depends on how long employees are active members of the scheme and their salary when they leave the scheme (a "final salary" scheme) for service up to 31 March 2013 and on a revalued average salary (a "career average" scheme) for service from 1 April 2014 onwards.

Governance

As administering authority, Bath and North East Somerset Council (B&NES), has legal responsibility for the pension fund as set out in the Local Government Pension Scheme Regulations. B&NES delegates its responsibility for administering the Fund to the Avon Pension Fund Committee, which is the formal decision making body for the Fund. The Avon Pension Fund Committee is responsible for the investment, funding, administration and communication strategies. It also monitors the performance of the fund, and approves and monitors compliance of statutory statements and policies required under the Regulations. The Committee is supported by an Investment Panel which considers the investment strategy and investment performance in greater depth.

Funding the liabilities

Regulations governing the Fund require actuarial valuations to be carried out every three years. Contributions for each employer are set having regard to their individual circumstances. The Regulations require the contributions to be set with a view to targeting the Fund's solvency, and the detailed provisions are set out in the Fund's Funding Strategy Statement. The most recent valuation was carried out as at 31 March 2013, which showed a shortfall of assets against liabilities of £0.48 billion as at that date, equivalent to a funding level of 72%. The fund's employers are paying additional contributions over a period of up to 27 years in order to meet the shortfall.

The weighted average duration of the Council's defined benefit obligation is 18 years, measured on the actuarial assumptions used for IAS19 purposes.

Risks and Investment strategy

The Avon Pension Fund does not have an explicit asset and liability matching strategy. The primary objective of its investment strategy is to generate positive real investment return above the rate of inflation for a given level of risk to meet the liabilities as they fall due over time. When setting the investment strategy, the expected volatility of the assets relative to the value placed on the liabilities was measured and taken into account. The aim of the strategy and management structure is to minimise the risk of a reduction in the value of the assets and maximise the opportunity for asset gains across the Fund.

To achieve its investment objective the Fund invests across a diverse range of assets such as equities, bonds, property and other alternative investments, and uses a number of investment managers. The risk management process identifies and mitigates the risks arising from the Fund's investment strategy and policies which are reviewed regularly to reflect changes in market conditions.

As a result of its investment strategy, the Fund is exposed to a variety of financial risks including market risk (market price, interest rate and currency risk), credit risk and liquidity risk.

Market Price / Interest rate / Currency risk

Market risk is the risk of loss from fluctuations in market prices, interest rates or currencies, to which the Fund is exposed across its investments portfolio. The objective of the investment strategy is to manage and control market risk within acceptable parameters, while optimising the return. Volatility in market risk is managed through diversification across asset class and investment managers.

The Fund has a high allocation to equities and therefore the fluctuation in equity prices is the largest market risk within the portfolio. The maturity profile of the Fund and strong underlying covenant underpins the allocation to equities which are expected to deliver higher returns over the long term.

Credit risk

Credit risk is the risk that the counterparty to a financial instrument or transaction will fail to meet an obligation and cause the Fund to incur a financial loss. As the market values of investments reflect an assessment of creditworthiness in their pricing, the risk of loss is implicitly provided for in the carrying value of the assets and liabilities.

Liquidity risk

Liquidity risk is the risk that the Fund will not be able to meet its financial obligations as they fall due. The investment strategy and cash management policy ensure that the pension fund has adequate cash to meet its working requirements. The Fund has immediate access to its cash holdings and a substantial portion of the Fund's investments consist of readily realisable securities, in particular equities and fixed income investments. The main liabilities of the Fund are the benefits payable as they fall due over a long period and the investment strategy reflects the long term nature of these liabilities.

Other risks

Actions taken by the Government, or changes to European legislation, could result in stronger local funding standards, which could materially affect the Council's cash flow.

There is a risk that changes in the assumptions (e.g. life expectancy, price inflation, discount rate) could increase the defined benefit obligation and/or the liabilities for actuarial valuation purposes. Other assumptions used to value the defined benefit obligation are also uncertain, although their effect is less material. The sensitivity analysis above indicates the change in the defined benefit obligation for changes in the key assumptions.

Amendments, curtailments and settlements

The provisions of the Fund were amended with effect from 1 April 2014. As explained above, for service up to 31 March 2014, benefits were based on salaries when members leave the scheme, whereas for service after that date, benefits are based on career average salary. Further details of the changes are available from the Council.

Curtailments shown in the accounting figures relate to the cost of providing retirement benefits for members who retire early, to the extent that provision has not already been made for the relevant defined benefit obligations.

Settlements shown in the accounting figures relate to the admission of new employers into the Fund, and who take on part of the authority's assets and liabilities as a result of employing members who have accrued benefits with the authority.

Schemes for Teachers and Public Health Workers:**Nature of Funds**

The Funds target a pension paid throughout life. The amount of pension depends on how long employees are active members of the scheme and their salary when they leave the scheme (a "final salary" scheme) for service up to 31 March 2014 and on a revalued average salary (a "career average" scheme) for service from 1 April 2015 onwards.

Governance

These arrangements are managed centrally by government departments/agencies, and there is no material involvement for the Council.

Funding the liabilities

Contributions to the arrangements are set by the Government, having taken advice from the Government Actuary. Again, the Council has no material involvement in this process. The exception to this is the additional pensions to retired teachers which were awarded at the point of retirement, and for which the Council is responsible. The weighted average duration of these particular liabilities is 10 years, measured on the actuarial assumptions used for IAS19 purposes.

Investment Risks

There are no investment risks in relation to these arrangements, given their unfunded nature. The greatest single risk is that the government could change the funding standards relating to them, which could increase the Council's contributions to them.

Other risks

There is a risk that changes in the assumptions (e.g. life expectancy, price inflation, discount rate) could increase the defined benefit obligation. Other assumptions used to value the defined benefit obligation are also uncertain, although their effect is less material. The sensitivity analysis above indicates the change in the defined benefit obligation for changes in the key assumptions.

The methods used to carry out the sensitivity analyses presented above for the material assumptions are the same as those the authority has used previously. The calculations alter the relevant assumption by the amount specified, whilst assuming that all other variables remain the same. This approach is not necessarily realistic, since some assumptions are

related: for example, if the scenario is to show the effect if inflation is higher than expected, it might be reasonable to expect that nominal yields on corporate bonds will increase also. However, it enables the reader to isolate one effect from another.

e History of experience gains and losses

The approach to calculating the IAS19 figures in between full actuarial valuations every three years is approximate in nature. At each valuation, the position is re-assessed, with the assets and liabilities being fully recalculated. Following each full actuarial valuation an adjustment is made to the assets and liabilities to bring the previously estimated IAS19 figures into line with the more accurately calculated ones. Examples of events which this would cover are mortality and other demographic experience being different from the IAS19 assumptions. The experience gains/(losses) on assets and liabilities is shown as part of Remeasurements.

35 Cash Flow Statement

The cash flows for operating activities include the following significant items:

	2016/17 £'000	2015/16 £'000
Interest received	(6,099)	(9,772)
Interest paid	35,337	36,716
Dividends received	(2,662)	(2,049)

The deficit on the provision of services has been adjusted for the following non-cash movements:

	2016/17 £'000	2015/16 £'000
Depreciation, impairment and downward revaluations	(250,320)	90,005
Amortisation	1,840	1,602
Increase/(decrease) in impairment for bad debt	-	-
(Decrease)/increase in creditors	5,934	(15,021)
(Increase)/decrease in debtors	(1,499)	(4,622)
(Increase)/decrease in inventories	(367)	(107)
Movement in pension liability	20,521	11,867
Contributions to/(from) Provisions	603	(3,547)
Other non-cash items charged to the net surplus or deficit On the provision of services	10,890	(4,593)
Net cash flows from non-cash movements	(212,398)	75,584

Adjust for items included in the net surplus or deficit on the provision of services that are investing or financing activities:

	2016/17 £'000	2015/16 £'000
Capital grants credited to surplus or deficit on the provision of services	(57,275)	(59,572)
Net adjustment from the sale of short and long term investments	-	-
Premiums or discounts on the repayment of financial liabilities	-	-
Proceeds from the sale of Property Plant and Equipment, Investment Property and Intangible Assets	(29,296)	(32,243)
	(86,571)	(91,815)

36 Cash Flow Statement - Investing Activities

	2016/17 £'000	2015/16 £'000
Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	(161,859)	(167,862)
Other (payments)/receipts for investing activities	45	(40,315)
Proceeds from the sale of Property, Plant and Equipment, Investment Property and Intangible Assets	29,109	32,243
Decrease in/(proceeds from) short-term and long-term investments	114,488	97,000
Net cash flows from investing activities	(18,217)	(78,934)

37 Cash flow Statement - Financing Activities

	2016/17 £'000	2015/16 £'000
Cash receipts of short- and long-term borrowing	22,200	2,000
Repayments of short- and long-term borrowing	-	-
Other payments/(receipts) in respect of financing activities	(1,477)	10,384
Net cash flows from investing activities	20,723	12,384

38 Related Parties

The Council is required to disclose material transactions with related parties – bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council. Disclosure of these transactions 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.

Council members and Strategic Directors have been asked to provide information regarding related party transactions. From the information received, there is the following disclosure:

Chief Executive, Anna Klonowski, is a Director of Elka Solutions. In 2016/17 £136,752 (net of VAT) was paid to Elka Solutions from the agency Guidant in respect of Anna's role as Interim Strategic Director from June 2016 to February 2017, and as Interim Chief Executive from February 2017 to March 2017. A further £123,803 (net of VAT) was paid direct to Elka Solutions from Bristol City Council for Julie Oldale, Peter Worth and Lynn Worth who were contracted through Elka Solutions to undertake consultancy work for Bristol City Council. Julie Oldale was the Service Director for Finance and S151 Officer (but for the latter position had an employment contract with the Council). Following the transfer from an advisory position with the Council to an Interim Strategic Director no further services were commissioned to the Council via Elka Solutions. Authorisation was granted by the Service Director HR for Julie Oldale (Service Director for Finance) to complete her contract term to the end of July 2016, following which a replacement was secured.

The Council has interests in a number of companies over which it has significant influence or control as set out below.

Name	Nature of Council relationship	Profit/(loss) for period	Net assets/(liabilities)	Transactions with the Council	Nature of transactions	Balances owed to / (from) the Council as at 31 3 2016	Future financial support expected in 2016/17	Key risks identified
Bristol Waste Company	100% subsidiary The City Council has two Director posts on the Board.	£2.9m per unaudited accounts as at 31 March 2017	£4.7m per unaudited accounts as at 31 March 2017	£21.3m payments by Council to company	Contract for waste collection and recycling services	Nil	Nil – payments are made for work done in line with contract terms	Low risk – company is trading profitably and delivering services as agreed
Bristol Holdings Limited	100% subsidiary The City Council has two Director posts on the Board.	£275k loss per unaudited accounts as at 31 March 2017	£15.5m per unaudited accounts as at 31 March 2017	£9.5m payments by Council to company	Payments for shares issued during the year	Nil	See below	See below
Bristol Energy Limited	100% subsidiary of Bristol Holdings Limited The City Council has two Director posts on the Board.	£9.4m loss per unaudited accounts as at 31 March 2017	£3.8m per unaudited accounts as at 31 March 2017	Nil directly - see above	Share capital purchased by Council in holding company has (and will) be used to support Bristol Energy	Nil	Further funding may be required until the company reaches break even point	Key risk is the company's ability to attract and retain customers in a competitive market

Bristol is Open Limited	50/50 joint venture with Bristol University The City Council has two Director posts on the Board.	£345,000 loss per unaudited accounts as at 31 March 2017	£239,000 per unaudited accounts as at 31 March 2017	£350,000 payment by Council to company	Payments for shares issued during the year	Nil	Further funding may be required if the company continues to trade at a deficit	Low risk – sums involved are not significant in the context of the Council's overall net budget.
Destination Bristol	Company is financially dependant on the Council	£23,652 loss per audited accounts to 31 March 2016	£156,993 per audited accounts to 31 March 2016	Payments to company by Council £934,676(1). Payments by company to Council £117,153(2)	(1) Partnership grant funding (2) Purchases of goods and services	At 31 3 2016 the Council owed Destination Bristol £195,258 and Destination Bristol owed the Council £Nil	Ongoing support at similar levels is anticipated as the company carries out tourism and economic development activities on the Council's behalf.	Low risk as funding levels are not significant in the context of the Council's net budget overall.
Bristol Music Trust Limited	The Council has an entrustment agreement with Bristol Music Trust for the running of Colston Hall. Linked to this entrustment agreement is a SLA and compensation payment. The Council's Cabinet member for culture (E Tincknell) was appointed a director of this company in June 2016.	£2,000 per draft accounts to 31 March 2017	£1,314,000 per draft accounts to 31 March 2017	Payments to company by Council £1,176,000 in 2017/17 Payments by company to Council £150,000.	Compensation payments linked to entrustment agreement	Nil	The same level of payments and repayment will be made in 2017/18 £1,176,000 to BMT over 4 quarterly payments and a repayment of £150,000 in quarter 4.	Colston Hall Phase 2 Redevelopment Project plan on schedule, with CH closure confirmed June 2018 Unforeseen Colston Hall building/ operational problems.

39 Contingent Liabilities

The City Council has received five separate applications from NHS bodies and trusts for mandatory charitable business rate (NNDR) relief. The applications are for 80% mandatory charitable relief backdated to 2010. The Council has sought legal guidance and, as a result, has declined all applications. If this is successfully contested by the NHS bodies, the cost to the City Council would be an estimated £27m.

Bristol North Swimming Baths: A former contractor is claiming against the Council for alleged breach of contract following termination a contract in December 2015. The Council does not accept any liability in this regard and intends to defend any legal claims arising.

The Council has provided operational guarantees on behalf of one of its wholly owned subsidiaries (see Note 38). The guarantees limit the Council's financial exposure to £1.9m. To date none of the conditions or events which would lead to a liability arising from either of these guarantees has occurred.

The City Council is currently in negotiation with Bristol CCG over claims from the CCG to recover surpluses relating to the Better Care Fund for the period 2013/14 to 2015/16. If successful the cost to the Council is an estimated £1.2m

The Council has £120 million of Lender Option Borrower Option loans (LOBOs), taken out between 1997 to 2012 and with terms of 20 to 60 years. Information on the Council's borrowings, including LOBO loans, is included in Note 24. A number of local authorities, including this Council, have received objections from local electors as to the lawfulness of local authorities obtaining borrowings through LOBO loans. Whilst the LOBO loans held by this Council have not currently been found to be unlawful, there is ongoing analysis of LOBOs generally by councils affected, their auditor and specialist lawyers. The law in relation to this matter is complex and there is uncertainty as to what the consequences could be should a local authority have obtained borrowing through a LOBO that was found to be unlawful. In the event of a LOBO loan being found to be unlawful, restitutionary remedies may result in the outstanding balances on these loans having to be repaid in full to the lender and may result in additional costs resulting from losses incurred by the lender.

40 Trust Funds

2015/16				2016/17		
Income	Exp	Assets	Name	Income	Exp	Assets
£000	£000	£000		£000	£000	£000
Trust funds for which the Council is custodian trustee						
306	213	158	Bristol Museums Development Trust	219	244	132
Other funds managed by the Council						
-	-	39	Funds invested on behalf of Bristol Adult Care	-	39	-
-	6	26	Funds invested on behalf of Bristol CYPS	-	-	26
306	219	223		219	283	158

Bristol Museums Development Trust raises funds to assist the Council with exhibitions and projects taking place at libraries, art galleries and museums. The Council provides financial, administrative and other support services to the Trust and manages the bank account on its behalf.

The Council administers funds on behalf of Bristol Care & Support (Adults). These are a mixture of bequests and sums held in trust for vulnerable adults. Surplus funds are invested with the Council at 0.20% rate of interest. The balances on these Trust Funds were historic and a decision has been taken not to roll the balance forward into 2017/18 and so it is declared as underspend in 2016/17.

The Council administers funds on behalf of Bristol Children & Families, Care & Support. The funds are held in trust for young people in care. Surplus funds are invested with the Council at 0.20% rate of interest.

HRA Income and Expenditure Statement

The HRA reflects a statutory obligation to account separately for council housing provision. The HRA Income and Expenditure Statement shows the major elements of HRA expenditure and how they are met from rents, service charges and other income. The account does not reflect all of the transactions required by statute to be charged or credited to the HRA for the year. The movement on the HRA Statement gives details of the additional transactions, which are required by statute.

	Note	2016/17 Net £'000	2015/16 Net £'000
Expenditure			
Repairs and maintenance		35,051	32,346
Supervision and management		32,440	24,817
Special services		7,978	13,095
Rent, rates, taxes and other charges		1,049	1,242
Depreciation and impairment of non-current assets	4	(295,832)	7,022
Debt management		62	85
Debt write offs and movement in the allowance for bad debts		2,013	1,842
Total expenditure		(217,239)	80,449
Income			
Dwelling rents	2	(113,461)	(114,971)
Non-dwelling rents		(1,039)	(940)
Charges for services and facilities		(8,043)	(8,028)
Contributions towards expenditure		(669)	(30)
Total income		(123,212)	(123,969)
Net cost of HRA services as included in the Comprehensive Income and Expenditure Statement		(340,451)	(43,520)
Net cost of HRA services		(340,451)	(43,520)
(Gain)/loss on sale of HRA non-current assets		(6,234)	(10,210)
Movement in the Fair Value of Investment Properties		(463)	(2,798)
Interest payable and similar charges		11,227	11,227
HRA interest and investment income		(609)	(470)
Pensions interest costs and expected return on assets	5	2,293	1,737
(Surplus)/Deficit for the year on HRA services		(334,237)	(44,034)

Statement of movement on the HRA Balance

	Note	31 March 2017 Net £'000	31 March 2016 Net £'000
HRA balance brought forward		(49,437)	(39,602)
(Surplus)/deficit for the year on the HRA Income and Expenditure Account		(334,237)	(44,034)
Adjustments between accounting basis and funding basis under statute		332,964	36,362
(Increase)/decrease before reserve transfers		(1,273)	(7,672)
Transfer from/to reserves		(3,527)	(2,163)
Net (increase)/decrease on HRA balance		(4,800)	(9,835)
HRA balance carried forward	11	(54,237)	(49,437)

Note to the statement of movement on the HRA Balance

	Note	31 March 2017 Net £'000	31 March 2016 Net £'000
Items included in the HRA Income and Expenditure Account but excluded from the movement on HRA Balance for the year			
Depreciation and impairment of property, plant & equipment	4	295,832	7,022
Fair value movements on investment properties		463	(2,798)
Net charges made for retirement benefits in accordance with IAS19	5	(6,575)	5,654
Net (gain)/loss on disposal of assets		6,232	(10,210)
		295,952	(332)
Items not included in the HRA Income and Expenditure Account but included in the movement on HRA Balance for the year			
Capital expenditure funded by the HRA	6	77	(121)
Employer's contributions payable to the Avon Pension Fund and retirement benefits payable direct to pensioners	5	5,040	(3,574)
Transfer to Major Repairs Reserve	8	7,036	(4,662)
HRA depreciation to Major Repairs Reserve	8	24,718	(27,189)
Amortisation of premiums		141	(484)
		37,012	(36,030)
Net additional amount required by statute to be debited or credited to the HRA Balance for the year		332,964	(36,362)

1 Dwelling numbers as at 31 March 2017

	31 March 2017	31 March 2016
Houses		
1 Bedroom	8	9
2 Bedrooms	2,120	2,136
3 Bedrooms	9,006	9,122
4 or more Bedrooms	387	388
Total Houses	11,521	11,655
Bungalows		
1 Bedroom	340	352
2 Bedrooms	689	694
3 Bedrooms	26	26
4 or more Bedrooms	-	1
Total Bungalows	1,055	1,073
Flats		
1 Bedroom	6,500	6,499
2 Bedrooms	7,673	7,721
3 Bedrooms	430	436
4 or more Bedrooms	19	18
Total Flats	14,622	14,674
Total Dwellings held at 31 March 2017	27,198	27,402

2 Rent and Rent Arrears

The total value of dwelling rents in 2016/17, less rent attributable to empty properties (voids), is £115m (£112m in 2015/16). The amount of rent arrears, including recoverable housing benefit, water charges, defect charges, etc:

As at 31 March	2017	2016
	£'000	£'000
Former tenants	2,774	2,547
Current tenants	8,025	7,792
	10,799	10,339
Balance Sheet Provision		
Former tenants	2,591	2,379
Current tenants	5,871	5,760
	8,462	8,139

Vacant Possession

The vacant possession value of dwellings as at 1st April 2017 was £3.506bn. The value of dwellings in the balance sheet (excluding dwellings leased to Registered Social Landlords) was £1.227bn, a difference of £2.279bn. This difference reflects the economic cost of providing council housing at less than market rent. This cost is determined by applying the Government prescribed discount rate of 35% of the Market Value to the vacant possession value.

3 Sums Directed by the Secretary of State to be Debited or Credited to the HRA

In 2016/17 there were no sums approved by the Secretary of State to be debited to the HRA in relation to the transfer of rent rebates from the HRA to the General Fund.

4 Depreciation and impairment

	2016/17 £'000	2015/16 £'000
Depreciation		
Operation - Dwellings	24,718	27,189
- Other, including leased	699	491
Total depreciation	25,417	27,680
Reversal of impairment losses	(321,249)	(20,658)
Total depreciation and impairment	(295,832)	7,022

Impairment

The reversal of an impairment loss previously recognised of £321m has been credited to the surplus on provision of Services (2015/16: £21m). This £321m relates to the revaluation of HRA Council Dwellings.

5 HRA Share of Contributions to/from Pension Reserve

For 2016/17 the HRA has been attributed with a share of the interest cost, net of the expected return on pension assets, as calculated by the actuary to the pension fund £2,293k (2015/16 £1,737k). This share has been calculated using the proportion of HRA pensionable pay to the total of that for the council. The net cost of services shown in the HRA statement also includes the current service cost as required by IAS19 of (£6,5754k) (2015/16 (£5,654k)). This is excluded from the HRA Balance for the year and replaced with Employers Contributions payable £5,040k (2015/16 (£3,574k)) with the net movement on the Pension reserves of £1,535k (2015/16 £2,079k). Further information regarding the accounting for pensions is included in the notes to the consolidated revenue account and balance sheet, see note 33.

6 Capital Expenditure and financing

Total expenditure during the year and its financing was as follows:

Expenditure	2016/17 £'000	2015/16 £'000
Dwellings	48,768	42,584
Other Land and Buildings	-	-
	48,768	42,584
Financing	2016/17 £'000	2015/16 £'000
Usable capital receipts	15,115	5,384
Revenue contributions to capital	77	121
Major Repairs Reserve	33,576	37,079
	48,768	42,584

7 Capital Receipts

Capital receipts received during the year from disposals of land, houses and other property within the HRA was £19.6m (£19.6m in 2015/16). The receipts are summarised as follows:

	2016/17 £'000	2015/16 £'000
Receipts unapplied brought forward - 1 April	39,798	27,963
Right to Buy sales	14,627	10,197
Mortgage repayments	14	11
Disposal of Land and Buildings	5,027	9,469
	59,466	47,640
Allowable reductions		
Repaid to DCLG	(2,381)	(2,459)
Capital receipts applied	(15,116)	(5,383)
Capital receipts unapplied carried forward - 31 March	41,969	39,798

8 Major Repairs Reserve

	2016/17 £'000	2015/16 £'000
Balance brought forward - 1 April	(1,822)	(7,050)
Capital expenditure (dwellings)	33,576	37,079
Major Repairs Allowance set aside in year	(24,718)	(27,189)
Excess depreciation credited to Statement of Movement on HRA Balance	(7,036)	(4,662)
Balance carried forward - 31 March	-	(1,822)

Depreciation has been calculated in accordance with our accounting policies for all HRA assets. We have used the Keystone component accounting information for Dwelling as a proxy for component accounting and Corporate Asset Management system for Non-Dwelling.

The MRR applied was £33.6m for 2016/17 (2015/16 - £31.8m). This comprises of this year's MRA of £31.7m and the brought forward balance of £1.8m and was used to finance appropriate Housing Revenue Account capital expenditure.

9 Balance Sheet Value of Land and Houses, etc

	2016/17 £'000	2015/16 £'000
Dwellings	1,227,131	893,392
Land	17,942	14,482
Other assets	24,487	21,518
	1,269,560	929,392

10 Asset Split

	2016/17	2015/16
	£'000	£'000
Operational - dwellings	1,227,131	893,392
Operational - other land and buildings	37,411	29,110
Non-operational	5,018	6,890
	1,269,560	929,392

11 Reserves

The details of reserves and provisions held within the HRA (excluding those already shown in Note 20 above) are summarised as follows:

	2016/17	2015/16
	£'000	£'000
Reserves		
HRA balance	54,237	49,437
Other reserves		
Furniture Packs	1,103	874
CCTV	392	356
Energy efficiency	2,988	2,425
Single Change Programme	-	7,047
Improving Tenants Experience	2,691	-
Other	1,616	1,616
Sub-total other reserves	8,790	12,318
Total reserves	63,027	61,755

Collection Fund

Collection Fund Income and Expenditure Account

31 March 2016			31 March 2017			
£'000	£'000	£'000		£'000	£'000	£'000
Business Rates	Council Tax		Note	Business	Council	
Income						
	202,667	202,667		-	214,094	214,094
209,099		209,099	2			
2,707		2,707	3	219,804	-	219,804
				(6,545)	-	(6,545)
				2,102	-	2,102
				Contributions towards previous years Collection Fund deficit:		
3,931		3,931		7,805		7,805
80		80		159		159
4,011		4,011		7,964		7,964
219,828	202,667	422,495		231,289	214,094	445,383
Expenditure						
Apportionment of Previous Year Surplus						
-	3,992	3,992			3,787	3,787
-	490	490			466	466
-	187	187			178	178
-	-	-			-	-
-	4,669	4,669	4	-	4,431	4,431
Precepts, Demands and Shares						
103,677	-	103,677		108,136	-	108,136
101,604	169,022	270,626		105,974	178,403	284,377
-	20,819	20,819		-	21,560	21,560
2,074	7,933	10,007		2,164	8,215	10,379
207,355	197,774	405,129		216,274	208,178	424,452
Charges to Collection Fund						
2,414	1,673	4,087		468	1,477	1,945
107	408	515		2,041	656	2,697
721	-	721		722	-	722
2,185	-	2,185		5,348	-	5,348
(2,916)	-	(2,916)		8,008	-	8,008
2,511	2,081	4,592		16,587	2,133	18,720
9,962	(1,857)	8,105		(1,572)	(648)	(2,220)
(9,475))	7,266	(2,210)		486	5,409	5,895
486	5,409	5,895		(1,086)	4,761	3,675

Notes to the Collection Fund Income and Expenditure Account

1 General

The Collection Fund is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to the collection from taxpayers and distribution to local authorities and the Government of council tax and non-domestic rates. Only the elements attributable to the City Council are recognised with the Council's other accounts.

2 Council Tax

Council tax income derives from charges raised according to the value of residential properties, which have been classified into 8 valuation bands based upon 1 April 1991 values for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund by the City Council, the Avon and Somerset Police and Crime Commissioner and the Avon Fire Authority for the forthcoming year and dividing this by the council tax base of 120,946 for 2016/17 (119,116 for 2015/16). This represents the total number of properties in each band adjusted by a proportion to convert the number to a Band D equivalent and adjusted for discounts and the estimated collection rate. This basic amount of Council Tax for a Band D property of £1,721.25 for 2016/17 (£1,660.39 for 2015/16) is multiplied by the proportion specified for the particular band to give an individual amount due.

Calculation of the Council Tax Base used in setting the 2016/17 Council Tax:

	BANDS									Total
	A Entitled to Disabled Relief	A	B	C	D	E	F	G	H	
No of Properties	0	49,763	72,270	38,191	17,579	9,405	4,702	2,829	331	195,070
Exemptions and disabled relief	33	(1,397)	(1,422)	(1,437)	(1,187)	(964)	(167)	(51)	(44)	(6,636)
Less Discounts	(2)	(5,718)	(5,546)	(2,576)	(1,006)	(457)	(189)	(113)	(16)	(15,623)
Total Equivalent Dwellings	31	42,648	65,302	34,178	15,386	7,984	4,346	2,665	271	172,811
Ratio	5/9	6/9	7/9	1	1	11/9	13/9	15/9	18/9	
Band D Equivalents	17	28,432	50,791	30,380	15,386	9,758	6,278	4,442	542	146,026
Add Changes re: Additional Properties										1,000
Additional Exemptions										(1,050)
Council Tax Support Adjustments to reflect Discretionary Discounts										(23,188)
Rate of Collection 98.5%										(1,842)
Council Tax Base										<u>120,946</u>

3 National Non-Domestic Rates (NNDR)

The Council collects NNDR for its area based on rateable values as determined by the Valuation Office Agency and reviewed on a 5 yearly basis. The last revaluation date was 1st April 2015 and the new revaluations came into effect on 1 April 2017. The next revaluation is expected to be 1 April 2020, with valuations being effective from 1 April 2022

Each year the Government specifies an amount known as the non-domestic rating multiplier and (subject to the effects of transitional arrangements) local businesses pay rates calculated by multiplying their rateable value by that multiplier. A second multiplier known as the small business non-domestic rating multiplier was introduced from 1 April 2005 and this multiplier is applicable to those businesses that qualify for small business relief.

In 2016/17 the non-domestic rating multiplier was 49.7p (49.3p in 2015/16) and the small business non-domestic rating multiplier was 48.4p (48.0p in 2015/16).

In 2013/14 the Regulations concerning NNDR changed such that the City Council is now responsible not only for collection of rates due from the ratepayers in its area but also for redistribution of the sums paid according to the following percentages: Central Government: 50%; Bristol City Council: 49%; Avon Fire Authority: 1%.

The NNDR income after reliefs and provisions was £213.259m for 2016/17 (£211.806m for 2015/16). The total rateable value at 31 March 2017 was £537.296m (£539.515m at 31 March 2016).

4 Collection Fund surpluses/(deficits)

Collection Fund balance sheet items have been apportioned as shown in the table below.

Council Tax	Total	Bristol City Council	Police Creditor	Fire Creditor
	£'000	£'000	£'000	£'000
Debtors	12,513	11,016	1,084	413
Bad Debt Allowance	(6,299)	(5,421)	(636)	(242)
Prepayments & Overpayments	(3,217)	(2,768)	(325)	(124)
Surplus / (Deficit) at 31 March	4,761	4,077	495	189

Business Rates	Total	Bristol City Council	Central Government Debtor	Fire Debtor
	£'000	£'000	£'000	£'000
Debtors	4,264	2,089	2,132	43
Bad Debt Allowance	(2,148)	(1,053)	(1,074)	(21)
Prepayments & Overpayments	(2,937)	(1,439)	(1,469)	(29)
Appeals Provision	(22,688)	(11,117)	(11,344)	(227)
Surplus / (Deficit) at 31 March	(1,086)	(532)	(543)	(11)

5. City Region Deal Growth Disregard

From 2015/16, the Council is allowed to retain 100% of the growth in Business Rates in its Enterprise area and Enterprise Zone. The growth is transferred to the Council's General Fund before being pooled with other participating authorities. In 2016/17 the transfer of City Deal Growth Disregard to the General Fund was £4,859k (£2,185k in 2015/16)

City Region Deal

Background

Under the City Region Deal, Bristol City, Bath & North East Somerset, North Somerset and South Gloucestershire Councils ("the Authorities") are part of a Business Rates Retention Scheme, introduced by the Government in April 2013, allowing Authorities to retain a proportion of the business rates collected locally. The Authorities are allowed to retain 100% of the growth in business rates raised in the City Regions network of Enterprise Areas over a 25 year period ending on 31/3/2039 to create an Economic Development Fund for the West of England and to manage local demographic and service pressures arising from economic growth.

A 'baseline' level of rates for each Authority has been agreed with the government for the areas designated within the Non-Domestic Rating (Designated Areas) Regulations 2015. Rates collected up to this figure (the baseline) are subject to the national rates retention system. Rates collected in excess of this figure (the 'growth figure') are retained by the Authorities under the Non-Domestic Rates Designated Area Regulations 2013 and 2014 in a pooling arrangement. The governance of the distribution of retained pooled funds will occur through a Business Rates Pooling Board constituted under the Business Rates Pooling Principles Agreement (BRPPA) signed by the four Authorities.

Transactions

Each participating authority pays an annual growth figure to South Gloucestershire Council, as the Accountable Body for the BRP, representing business rates collected in the Enterprise Areas in excess of an agreed baseline figure. Retained funds will be distributed or invested annually in accordance with the 2014 Regulations and the BRPPA as:

- Tier 1: to ensure that no individual Authority is any worse off than it would have been under the national local government finance system,
- Tier 2: to an Economic Development Fund (EDF) for reinvestment within the designated areas through approved programmes,
- Tier 3: for the relief of demographic and service pressures associated with growth.

Cash receivable and disbursements payable by the BRP and the Council's share of these for this first year are as follows:

	CASH TRANSACTIONS		REVENUE AND EXPENDITURE	
	Business Rates Pool Total	of which the Council's share	Council Expenditure	Council Revenue
	£'000	£'000	£'000	£'000
Funds held by BRP at 1 April	(9,453)	(2,603)	-	-
Receipts into the Pool in-year				
- Growth sums payable by councils to BRP in-year	(12,717)	(5,346)	5,346	-
Distributions out of the Pool in-year				
-Tier 1 no worse off	5,127	2,673	-	(2,673)
-BRP management fee	44	11	-	-
-EDF management fee	55	14	-	-
-Tier 2 EDF Funding	2,144	654	-	(2,000)
-Tier 3 demographic and service pressures	1,178	422	-	(390)
Funds held by BRP at 31 March	(13,624)	(4,174)		
Analysed between:				
Uncommitted cash (Tier 2 inc contingency)	(10,325)	(3,163)	(1,572)	n/a
Committed cash (Tier 3)	(3,299)	(1,011)	n/a	n/a
	(13,624)	(4,174)		
Expenditure / (Revenue) recognised			3,774	(5,063)

As stated under the accounting policies, growth paid over to the BRP is recognised as expenditure by each council to the extent that the use of the funds by the BRP has been committed. Uncommitted cash is recognised by each council as a debtor.

The uncommitted cash of £3.163m contributed by the council and held by the BRP is recognised by the council as a debtor and is held in a new earmarked reserve to smooth the impact of City Region Deal transactions, and match the release of revenue support and charges for projects. The differences between the cash transactions value of £3.163m and the revenue amounts of £1.572m is equivalent to the uncommitted funds held at 1 April 2016. Similarly the difference between the cash amounts disbursed by the pool of £4.297m and the expenditure recognised by the council of £3.774m relates to the committed funds held at 1 April 2016. The BRP has made one payment of £1m to Bristol City Council on behalf of the EDF in 2016/17 (2015/16 £1m.)

The Council itself has recognised revenue income of £5.063k (2015/16 £2,048m) from the BRP and expenditure of £3.774m (2015/16 £1.136m) to the BRP for the year.

Group Accounts

Introduction

The Code of Practice on Local Authority Accounting in the United Kingdom 2016/17 (The Code) requires local authorities with interests in subsidiaries, associates and/or joint ventures to prepare group accounts in addition to their own single entity financial statements, unless their interest is not considered material. The aim of the Group Accounts is to provide the reader with an overall view of the material economic activities of the Council

The Council has interests in a number of companies that are classified as a subsidiary or joint venture, all of which have been considered for consolidation. Three of these, Bristol Holding Limited, Bristol Waste Company Limited and Bristol Energy and Technology Services Limited are considered to be material to the financial statements. Details of the companies considered for consolidation are shown below.

The Group Accounts contain the core statements similar in presentation to the Council's single entity accounts but consolidating the figures of the Council with Bristol Holding Limited, Bristol Waste Company Limited and Bristol Energy and Technology Services Limited.

The purpose of each of the core statements is explained in the relevant sections of the single entity accounts.

The following pages include:

- Group Comprehensive Income and Expenditure Statement
- Group Balance Sheet
- Group Movement in Reserves Statement
- Group Cash Flow Statement

Basis of Identification of the Group Boundary

In its preparation of these Group Accounts, the Council has considered its relationship with entities that fall into the following categories:

- Subsidiaries – where the Council exercises control and gains benefits or has exposures to risks arising from this control. These entities are included in the group.
- Jointly Controlled Entities – where the Council exercises joint control with one or more organisations. Where these are material they are included in the group.
- No group relationship – where the body is not an entity in its own right or the Council has an insufficient interest in the entity to justify inclusion in the group financial statements. These entities are not included in the group.

In accordance with this requirement, the Council has determined its Group relationships as follows:

Bristol Holding Ltd	Subsidiary	Consolidated
Bristol Waste Company Ltd	Subsidiary	Consolidated
Bristol Energy and Technology Services Ltd	Subsidiary	Consolidated
Destination Bristol Ltd	Controlled Entity	Not Material
Bristol Buildings Preservation Trust Ltd	Controlled Entity	Not Material

Bristol is Open Ltd	Joint Venture	Not Material
Bristol Port Company Ltd	No group relationship	Not consolidated
Bristol Music Trust Ltd	No group relationship	Not consolidated
Bristol Museum Trust Ltd	No group relationship	Not consolidated

Basis of Consolidation – Group Accounts

The Group Accounts have been prepared using the group accounts requirements of the Code. Companies or other reporting entities that are under the ultimate control of the Council have been included in the Council's group accounts to the extent that they are material to users of the financial statements in relation to their ability to see the complete economic activities of the Council and its exposure to risk through interests in other entities and participation in their activities.

Subsidiaries have been consolidated on a line by line basis, subject to the elimination of intra-group transactions from the statements, in accordance with the Code.

Bristol Holding Limited

Bristol Holding is a wholly owned subsidiary of the City Council, incorporated on 12 March 2015. The principal activity of the company is that of a holding company and the activities of the group are the provision of waste services and a gas and electric supply business in the UK with particular focus on residential customers.

On the 13 July 2015 the company acquired Bristol Energy and Technology Services (Supply) Limited for £100,000 and on 31 March 2016, the company acquired Bristol Waste Limited from Bristol City Council.

Bristol Waste Company Limited

Bristol Waste Company Limited is a wholly owned subsidiary of the City Council. The company was incorporated on 5 March 2015. From the 8 August 2015 the company has been providing waste collection, street cleaning and other maintenance services in Bristol.

Bristol Energy and Technology Services (Supply) Limited

Bristol Energy is a wholly owned subsidiary of the City Council incorporated on 14 July 2015. The company commenced trading on 23 November 2015 and launched its product offering to customers in February 2016.

None of the other entities in which the City Council has an interest are considered material enough to merit consolidation into the Council's Group Accounts. Details of these can be found within the Related Parties note in the Council's single entity accounts (Note 38)

Group Comprehensive Income and Expenditure Statement for the year ended
31 March 2017

2015/16			2016/17			
Gross Exp	Gross Income	Net Exp Restated		Gross Exp	Gross Income	Net Exp
£'000	£'000	£'000		£'000	£'000	£'000
561,919	(290,474)	271,445	People	535,729	(298,911)	236,818
119,527	(60,474)	59,053	Place	141,179	(80,868)	60,311
337,305	(260,184)	77,121	Neighbourhoods	320,084	(248,935)	71,149
10,545	(7,961)	2,584	City Director	9,910	(1,249)	8,661
28,496	(7,414)	21,082	Resources	54,443	(7,146)	47,297
(2,888)	(2,166)	(5,054)	Other Budgets	7,523	(2,480)	5,043
80,449	(123,969)	(43,520)	HRA	(217,239)	(123,212)	(340,451)
1,135,353	(752,642)	382,711	Cost of services	851,629	(762,801)	88,828
		3,619	Other operating expenditure			(1,680)
		2,004	Financing and investment income and expenditure			26,215
		(423,271)	Taxation and non-specific grant income			(409,456)
		(34,937)	(Surplus)Deficit on provision of services			(296,093)
		(61,566)	Deficit on revaluation of Property, Plant and Equipment assets			(13,946)
		(202)	Surplus\deficit on revaluation of available for sale financial assets			302
		(51,846)	Remeasurement of the net defined benefit liability/asset			191,904
		(113,614)	Other comprehensive income and expenditure			178,260
		(148,551)	Total comprehensive income and expenditure			(117,833)

Group Consolidated Movement in Reserves Statement as at 31 March 2017

	General Fund Balance	Earmarked Reserves Restated	School Reserves	Housing Revenue Account	HRA Earmarked Reserves	Capital Receipts	Major Repairs Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves (Note 33) Restated	Total Council Reserves	Council's Share of Reserves of Subsidiaries	Total Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March 2015 Carried Forward	20,000	95,851	39,460	39,602	14,480	27,964	7,050	3,010	247,417	490,051	737,468		737,468
Movement in Reserves during 2015/16													
Surplus or (deficit) on the provision of services	(7,813)			44,034					36,221		36,221	(1,284)	34,937
Other Comprehensive Expenditure and Income									-	108,850	108,850	4,764	113,614
Total Comprehensive Expenditure and Income	(7,813)	-	-	44,034	-	-	-	-	36,221	108,850	145,071	3,480	148,551
Adjustments between accounting basis and funding basis under regulations	(7,917)			(36,362)		11,834	(5,228)	(1,778)	(39,451)	39,451	-		-
Net Increase/Decrease before Transfers to Earmarked Reserves	(15,730)	-	-	7,672	-	11,834	(5,228)	(1,778)	(3,230)	148,301	145,071	3,480	148,551
Transfers to/from Earmarked Reserves	15,730	10,127	(25,857)	2,163	(2,163)				-		-		-
Increase/Decrease in 2015/16	0	10,127	(25,857)	9,835	(2,163)	11,834	(5,228)	(1,778)	(3,230)	148,301	145,071	3,480	148,551
Balance at 31 March 2016 Carried Forward	20,000	105,978	13,603	49,437	12,317	39,798	1,822	1,232	244,187	638,352	882,539	3,480	886,019
Movement in Reserves during 2016/17													
Surplus or (deficit) on the provision of services	(31,878)			334,237					302,359		302,359	(6,266)	296,093
Other Comprehensive Expenditure and Income									-	(181,046)	(181,046)	2,786	(178,260)
Total Comprehensive Expenditure and Income	(31,878)	-	-	334,237	-	-	-	-	302,359	(181,046)	121,313	(3,480)	117,833
Adjustments between accounting basis and funding basis under regulations	(16,798)			(332,964)		5,911	(1,822)	2,108	(343,565)	343,565	-		-
Net Increase/(Decrease) before Transfers to Earmarked Reserves	(48,676)	-	-	1,273	-	5,911	(1,822)	2,108	(41,206)	162,519	121,313	(3,480)	117,833
Transfers to/(from) Earmarked Reserves	48,676	(40,532)	(8,144)	3,527	(3,527)				-		-		-
Increase/(Decrease) in 2016/17	(0)	(40,532)	(8,144)	4,800	(3,527)	5,911	(1,822)	2,108	(41,206)	162,519	121,313	(3,480)	117,833
Balance at 31 March 2016 Carried Forward	20,000	65,446	5,459	54,237	8,790	45,709	-	3,340	202,981	800,871	1,003,852	-	1,003,852

Group Consolidated Balance Sheet as at 31 March 2017

31-Mar-16		31-Mar-17
<u>£'000</u>		<u>£'000</u>
847,046	Property, Plant & Equipment	918,539
893,392	Council dwellings	1,227,131
100,459	Heritage Assets	100,459
9,149	Intangible Assets	8,852
240,328	Investment Property	248,632
9,810	Long Term Investments	7,852
62,752	Long Term Debtors	54,646
2,162,936	Long Term Assets	2,566,111
118,668	Short Term Investments	33,180
1,282	Inventories	1,649
106,194	Short Term Debtors	121,233
27,200	Cash and Cash Equivalents	41,861
253,344	Current assets	197,923
(7,004)	Short Term Borrowing	(7,769)
(135,988)	Short Term Creditors	(161,411)
(5,438)	Provisions	(2,384)
(42,976)	Capital grants received in advance	(11,839)
(191,406)	Current liabilities	(183,403)
(414,289)	Long Term Borrowing	(430,489)
(8,387)	Provisions	(12,044)
(902,207)	Other Long Term Liabilities	(1,122,838)
(13,972)	Capital Grants Receipts in Advance	(11,408)
(1,338,855)	Long-term liabilities	(1,576,779)
886,019	Net assets	1,003,852
(242,902)	Usable Reserves	(195,431)
(643,117)	Unusable Reserves	(808,421)
(886,019)	Total reserves	(1,003,852)

Group Cash Flow Statement for the year ended 31 March 2017

2015/16		2016/17
£'000		£'000
34,937	Net surplus on the provision of services	296,093
81,964	Adjustment to net surplus on the provision of services for non-cash movements	(212,943)
(91,815)	Adjust for items included in the net surplus or deficit on the provision of services that are investing and financing activities	(86,571)
25,086	Net cash flows from Operating Activities	(3,421)
(74,400)	Investing Activities	(8,317)
12,384	Financing Activities	20,723
(36,930)	Net increase (decrease) in Cash and Cash Equivalents	8,985
69,806	Cash and Cash Equivalents at the beginning of the reporting period	32,876
32,876	Cash and Cash Equivalents at the end of the reporting period	41,861

GLOSSARY OF TERMS

ACCOUNTING PERIOD - This is the length of time covered by the accounts. This is normally a period of twelve months commencing on 1 April. The end of the accounting period is the Balance Sheet date.

ACCOUNTING POLICIES – The rules and practices adopted by the Council that determine how the transactions and events are reflected in the accounts.

ACCRUALS - The concept that income and expenditure are recognised as they are earned or incurred, not as money is received or paid.

ACTUARY - An independent consultant who advises on the financial position of the Pension Fund.

ACTUARIAL GAINS AND LOSSES - For a defined benefit pensions scheme, the changes in actuarial deficits or surpluses that arise because:
Events have not coincided with the actuarial assumptions made for the last valuation; or
The actuarial assumptions have changed

ACTUARIAL VALUATION - Every 3 years a review is carried out by the actuary on the Pension Fund's assets and liabilities reporting to the Council on the Fund's financial position and recommended employers' contribution rates.

AMORTISATION - The writing off of a loan balance or intangible asset over a period of time to revenue.

ANNUAL GOVERNANCE STATEMENT – The annual governance statement is a statutory document that explains the processes and procedures in place to enable the Council to carry out its functions effectively.

ASSET - An asset is something that the Council owns that has a monetary value. Assets are either current or long term.

- A current asset is one that will be used by the end of the next financial year (e.g. stock, debtors)
- A long term (fixed) asset provides the Council with benefits for a period of more than one year (e.g. property, plant and equipment).

BAD DEBT PROVISION - An amount set aside to cover money owed to the Council where it is considered doubtful payment will be received.

BALANCE SHEET - The Balance Sheet is a financial statement summarising the overall financial position of the Council at the end of the financial year.

BILLING AUTHORITY - The billing authority is responsible for levying and collecting the Council Tax in its area, both on its own behalf and that of its precepting authorities.

BUDGET - The budget represents a statement of the Council's planned expenditure and income.

CAPITAL ADJUSTMENT ACCOUNT - This is the money set aside in the Council's accounts for capital spending and to repay loans.

CAPITAL CHARGES - This is a charge made to the Council's service revenue accounts to reflect the cost of utilising property, plant & equipment in the provision of services.

CAPITAL EXPENDITURE - Expenditure on acquisition of a non-current asset or expenditure that adds to and not merely maintains the value of an existing asset.

CAPITAL FINANCING - This describes the various sources of money used to pay for capital expenditure. Capital expenditure can be funded from external sources, such as borrowing, capital grants and by contributions from the internal sources, such as capital receipts and reserves.

CAPITAL RECEIPT - A capital receipt is the income that results from the sale of land, buildings and other capital assets. A specified portion of this may be used to fund new capital expenditure. The balance must be set-aside and may only be used for paying off debt, not for funding new revenue services.

CARRYING AMOUNT/ CARRYING VALUE - These terms refer to the capitalised cost of a non current asset, less accumulated depreciation and impairment.

CASH AND CASH EQUIVALENTS - Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are short-term, highly liquid investments that are readily convertible to cash; e.g. bank call accounts.

CODE - The Code of Practice on Local Authority Accounting in the United Kingdom 2016/17.

COLLECTION FUND - A fund operated by the billing authority into which all receipts of Council Tax and National Non-Domestic Rates are paid. Payments are made from the fund to support the Council's general fund services and to the precepting authorities and the NNDR pool. The fund must be maintained separately from the Council's General Fund.

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, such as parks and historic buildings.

COMPONENTISATION - The recognition of distinct parts of an asset (components) as separate assets for depreciation purposes.

COMPREHENSIVE INCOME AND EXPENDITURE ACCOUNT - A statement which details the total income received and the expenditure incurred by the Council during a year in line with IFRS reporting as required by the Code.

CONSUMER PRICE INDEX (CPI) - The measure of inflation used for the indexation of benefits, tax credits and public service pensions. The CPI is an internationally comparable measure of inflation and is used to compare inflation across the European Union.

CONTINGENT ASSET - A possible asset that arises from past events and whose existence will be confirmed by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the Council.

CONTINGENT LIABILITIES - Sums of money that the Council will be liable to pay in certain circumstance, e.g. as a result of losing a court case.

COUNCIL TAX - A system of local taxation, which is set by both the billing and precepting authorities at a level determined by the revenue expenditure requirement for each authority, divided by the Council Tax Base for its area.

COUNCIL TAX BASE - An amount calculated by the billing authority, by applying the band proportions to the total properties in each band in order to ascertain the number of band D equivalent properties in the authority's area. The tax base is also used by the precepting and some levying bodies in determining their charge to the area.

CREDITORS - Amounts of money owed by the Council for goods or services received.

CURRENT ASSETS - Items that can be readily converted into cash.

CURRENT LIABILITIES - Items that are due to be paid immediately or in the short term.

DEBTORS - Amounts of money owed to the Council for goods or services provided.

DEDICATED SCHOOLS GRANT (DSG) - A ring-fenced grant from the Department for Education paid to Local Education Authorities for the Education of Children and Young Adults up to the age of 25.

DEPRECIATION - A provision made in the accounts to reflect the cost of consuming assets during the year, e.g. a vehicle purchased for £30,000 with a life of five years would depreciate on a straight-line basis at the rate of £6,000 per annum. Depreciation forms part of the 'capital charges' made to service revenue accounts and is covered by International Accounting Standard (IAS) 16.

DIRECT REVENUE FINANCING - Funding of capital expenditure directly from revenue budgets.

EARMARKED RESERVES - Amounts set aside for a specific purpose to meet future commitments or potential liabilities, for which it is not appropriate to establish a provision.

EXIT PACKAGES - The cost to the Council of early termination of staff employment before normal retirement age.

EVENTS AFTER THE BALANCE SHEET DATE (POST BALANCE SHEET EVENTS) - Events after the Balance Sheet date are those events, favourable or unfavourable, that occur between the Balance Sheet date and the date when the Statement of Accounts is authorised for issue.

EXTERNAL AUDITOR - The auditor appointed by the Audit Commission to carry out an audit of the Council's accounts. The current auditor is BDO.

FAIR VALUE - Fair Value is defined as the amount for which an asset could be exchanged or a liability settled, assuming that the transaction was negotiated between parties knowledgeable about the market in which they are dealing and willing to buy/sell at an appropriate price, with no motive in their negotiations other than to secure a fair price.

FINANCE LEASE - A contractual agreement for the use of an asset, where in substance the risks and rewards associated with ownership reside with the user of the asset (lessee) rather than the owner (lessor).

FINANCIAL YEAR - The local authority financial year starts on 1 April and ends on the following 31 March.

GENERAL FUND - This is the main revenue account of the Council. It includes the cost of all services provided which are paid from Government grants, generated income, NNDR retention and the City Council's share of Council Tax. It excludes the Housing Revenue Account. By law, it includes the cost of services provided by other bodies who charge a levy to the Council.

GOVERNMENT GRANTS - Grants made by the Government towards either revenue or capital expenditure to help with the cost of providing services and capital projects. Some of these grants have restrictions on how they may be used whilst others are general purpose.

GROUP ACCOUNTS - Where a Council has a material interest in another organisation (e.g. a subsidiary organisation) group accounts have to be produced. These accounts report the financial position of the Council and all organisations in which it has an interest.

HERITAGE ASSET - Assets held and maintained principally for their contribution to knowledge and culture. Examples of Heritage Assets are historical buildings, civic regalia and museum and gallery collections.

HOUSING REVENUE ACCOUNT (HRA) - The HRA includes expenditure and income arising from the provision of rented dwellings. It is, in effect, a landlord account. Statute provides for this account to be separate from the General Fund and any surplus or deficit must be retained within the HRA.

IMPAIRMENT - This is where the value of an asset falls below the carrying value in the accounts and so to reflect the commercial reality of the situation a charge is made in the running costs.

INFRASTRUCTURE ASSETS - Non-current assets that are unable to be readily disposed of, the expenditure on which is recoverable only by continued use of the asset created. Examples are highways and footpaths.

INTANGIBLE ASSETS - Assets which do not have a physical form but provide an economic benefit for a period of more than one year; e.g. software licences.

INTERNATIONAL FINANCIAL REPORTING STANDARDS (IFRS) - Since 1 April 2010, local authorities are required to adopt a code of practice based on an internationally agreed set of financial rules, referred to as International Financial Reporting Standards (IFRS). These dictate a greater level of analysis and disclosure than previous requirements to allow readers of the Statement of Accounts to gain a clearer understanding of the Council's financial position and activities.

LEASING - Method of financing the acquisition of capital assets, usually in the form of operating or financing leases.

LIABILITIES - Amounts the Council either owes or anticipates owing to others, whether they are due for immediate payment or not.

MAJOR REPAIRS RESERVE (MRR) - This reserve is for capital expenditure on HRA assets

MINIMUM REVENUE PROVISION (MRP) - A statutory amount, that has to be charged to revenue, to provide for the redemption of debt.

MOVEMENT IN RESERVES STATEMENT - This financial statement presents the movement in usable and unusable reserves (the Council's total reserve balances).

NATIONAL NON-DOMESTIC RATE (NNDR) - More commonly known as 'business rates', these are collected by billing authorities from all non-residential buildings. Since 1 April 1990 the poundage level has been set by the Treasury. Amounts payable are based on rateable values multiplied by this poundage level.

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.

NON-CURRENT ASSETS - Assets which yield a benefit to the Council for a period of more than one year.

NON-OPERATIONAL ASSETS - Fixed assets held by a Council, but not directly occupied, used or consumed in the delivery of services; for example, investment properties and assets surplus to requirements held pending sale or redevelopment.

OPERATING LEASE - This is a lease where the effective ownership of the asset remains with the lessor.

OPERATIONAL ASSETS - Fixed assets held and occupied, used or consumed by the Council in the direct delivery of those services for which it has either a statutory or a discretionary responsibility.

OUTTURN - This is the actual level of expenditure and income for the financial year.

PENSION FUNDS - For the Local Government Pension Scheme, the funds that invest employers' and employees' pension contributions in order to provide pensions for employees on their retirement and pensions for employees' dependants in the event of death of an employee.

PENSION STRAIN - The cost to the Council of reimbursing the Pension Fund should it agree to employees aged 55 and over drawing their pension before normal retirement age.

PRECEPT - This is the method by which a precepting authority (Avon and Somerset Police & Crime Commissioner, Avon Fire Authority) obtains income from the billing authority to cover its net expenditure. This is calculated after deducting its own Revenue Support Grant. The precept levied by the precepting authority is incorporated within the Council Tax charge. The Council pays the amount demanded over an agreed time scale.

PRIOR YEAR ADJUSTMENT - A material adjustment applicable to prior years arising from changes in accounting policies or from the correction of fundamental errors.

PRIVATE FINANCE INITIATIVE (PFI) - PFI started in 1997/98 and offers a form of Public-Private Partnership in which local authorities do not buy assets but rather pay for the use of assets held by the private sector.

PROPERTY, PLANT AND EQUIPMENT (PPE) - Covers all tangible (physical) assets used in the delivery of services, for rental to others, or for administrative purposes, that are used for more than one year.

PROVISIONS - Amounts set aside to meet liabilities or losses which are likely or certain to be incurred but where the amount due or the timing of the payment remains uncertain.

PRUDENTIAL CODE - The Prudential Code frees authorities to set their own borrowing limits having regard to affordability. In order to demonstrate this has been done, and enable adherence to be monitored, authorities are required to adopt a number of appropriate 'Prudential Indicators'

PUBLIC WORKS LOAN BOARD (PWLB) - A body, part of the Debt Management Office (a government agency) which lends money to public bodies for capital purposes. At present nearly all borrowers are local authorities. Monies are drawn from the national Loans Fund and rates of interest are determined by the Treasury.

RATEABLE VALUE - The Valuation Office Agency (part of HM Revenue and Customs) assesses the rateable value of nondomestic properties. Business rate bills are set by multiplying the rateable value by the year's NNDR poundage (which is set by the Government). Domestic properties no longer have rateable values; instead they are assigned to one of the eight council tax valuation bands.

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
- the parties are subject to common control from the same source
- one party has influence over the financial and operational policies of the other party to the extent that the other party might be inhibited from pursuing its own interests; 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 interests. Examples of related parties include central government, other local authorities and other bodies' precepting or levying demands on the Council Tax, its members and its chief officers.

RESERVES - An amount set aside for a specific purpose in one financial year and carried forward to meet expenditure in future years. A distinction is drawn between reserves and provisions (see above), which are set up to meet known liabilities.

RETAIL PRICE INDEX (RPI) - The measure of inflation used prior to the adoption of CPI by the Government.

REVALUATION - Recognises increases or decreases in the value of non-current assets that are not matched by expenditure on the asset; gains or losses are accounted for through the revaluation reserve.

REVENUE EXPENDITURE - The regular day to day running costs of items including salaries and wages and other running costs incurred to provide services.

REVENUE EXPENDITURE FUNDED FROM CAPITAL UNDER STATUTE (REFFCUS) - Expenditure which is legitimately financed from capital resources, but which does not result in, or remain matched with tangible assets.

REVENUE SUPPORT GRANT (RSG) - The main grant paid to a local authority by Central Government to help fund the cost of its services.

SURPLUS ASSETS - Assets not being used in the delivery of services that do not qualify as being 'held for sale' under accounting guidance.

SOFT LOANS - Funds received and advanced at less than market rates.

TRUST FUNDS - Funds administered by the Authority for such purposes as prizes, charities and specific projects.

UNSUPPORTED BORROWING - Local authorities can set their own borrowing levels based upon their capital need and their ability to pay for the borrowing, costs are not supported by the Government so services need to ensure they can fund the repayment costs. The borrowing may also be referred to as Prudential Borrowing.

USABLE CAPITAL RECEIPTS - This represents the amount of capital receipts available to finance capital expenditure in future years, or to provide for the repayment of debt.

Audit Committee

23rd June 2017



Report of: BDO LLP

Title: BDO's Progress Report to the Audit Committee 2016-17

Ward: City Wide

Officer Presenting Report: BDO LLP

Recommendation

The Audit Committee note, and comment as appropriate, on BDO's Audit Progress Report for 2016/17

Summary

Attached to this report is the BDO Audit Progress Report for 2016/17. This updates the Audit Planning Report presented to the Audit Committee on 24 March 2017. The report sets out a revised assessment of the key risks identified in the previous report along with an update of the estimated dates for completion of the audit of the financial statements.



Policy

None affected by this report. BDO are the Council's appointed external auditors. In carrying out their audit and inspection duties they have to comply with the relevant statutory requirements, namely the Local Audit and Accountability Act 2014.

Consultation

- 1. Internal**
Service Director Finance
- 2. External**
None

Other Options Considered

- 3. None**

Risk Assessment

- 4. None necessary for this report**

Public Sector Equality Duties

- 5. None necessary for this report**

Legal and Resource Implications

Legal

None arising from this report

Financial

(a) Revenue

None arising from this report

(b) Capital

None arising from this report

Land

Not Applicable

Personnel

Not Applicable

Appendices:

BDO's Audit Progress Report for 2016/17.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None

BRISTOL CITY COUNCIL

External Audit Progress report prepared for the Audit Committee

Meeting scheduled for 23 June 2017

INTRODUCTION

In March earlier this year we presented our 2016/17 Audit Plan to the Audit Committee. One of the main purposes of preparing a planning document for the Audit Committee is to highlight and explain to the Audit Committee the key issues which we believe are relevant for our audit. It therefore forms a key part of our communication strategy with the Audit Committee and which is designed to promote effective two-way communication throughout the audit process.

Planning is an iterative process and therefore we routinely update our plan throughout the year to reflect changes that are relevant. This update report has been prepared to communicate the changes that have occurred since March 2017 and also to provide the members of the Audit Committee with an update of the key dates for completing the significant elements of our work.

The details of the risks that have been updated since we issued our Audit Plan in March are set out below and, in Appendix 1 we have set out the estimated dates for when we expect to complete the different elements of our work.

This report has been prepared solely for the use of Bristol City Council. In preparing this report, we do not accept or assume responsibility for any other purpose, or to any other person to whom it is shown or into whose hands it may come, except when expressly agreed by our prior written consent. If others choose to rely on the contents of this report, they do so entirely at their own risk.

UPDATE ON THE 2016/17 AUDIT PLAN

Financial Statement Risks

Since preparing our audit plan in March 2017, we have continued to assess the risks that are relevant to our audit and also responded to findings from the external quality review of our 2015/16 work.

The first two areas that have been subject to change relate to the valuation of property, plant and equipment (PPE) and to the valuation of the pension liability in connection with the local government pensions scheme (LGPS). Both of these risks were included in our March Audit Planning Document but, since issuing the plan, we have revised the level of significance of these two areas. Previously these two areas were classified as “Normal” risks but we have revised these risks to “Significant” risk due to the level of estimation that both areas contain.

Details of these two risk audit risk areas are set out below:

RISK	DESCRIPTION	PLANNED AUDIT RESPONSE	EXTERNAL DATA TO BE USED
Property, plant and equipment valuations	Local authorities are required to ensure that the carrying value of property, plant and equipment (PPE) is not materially different to the fair value at the balance sheet date.	We will review the instructions provided to the valuer and review the valuer’s qualifications in order to confirm we can rely on the management expert.	We will review independent data that shows indices and price movements for classes of assets against the percentage movement applied by the Council.
	The Council operates a rolling valuation programme to ensure that all properties are valued at least every five years.	We will review the valuation performed and test a sample of assets to confirm the valuation has been correctly accounted for.	
Pensions liability	The Council’s pension liability comprises the Council’s share of the market value of assets held in the Avon Pension Fund less the estimated future liability to pay pensions.	We will agree the disclosures to the information provided by the pension fund actuary.	We will agree the disclosures to the report received from the actuary.
	The pension fund liability is calculated by actuaries with specialist knowledge and experience. The calculation uses membership data held by the pension fund and uses factors such as mortality rates and expected future pay rises to calculate the liability.	We will contact the Avon Pension Fund auditor and request confirmation of the controls in place for providing accurate information to the actuary.	We will use the NAO commissioned consulting actuary report to review the actuary’s methodology and reasonableness of the assumptions.
	There is a risk the valuation is not based on accurate membership data or uses inappropriate assumptions.	We will review the reasonableness of the assumptions used in the calculation against other local government actuaries and other observable data.	We will obtain a confirmation from the Pension Fund auditor about aspects of the valuation of the pension fund assets and liabilities.

Group Accounts

Since issuing our audit plan in March, we have received confirmation that the provisional financial information for the Council's subsidiary undertakings confirm that the Council will be required to prepare Group Accounts for the year to 31 March 2017 (and the prior year comparative period). The relevant interests relate to the Council's 100% shareholding in Bristol Holdings Limited ("BHL") which in turn holds 100% of the shares in Bristol Waste Company ("BWC") and 100% of the shares in Bristol Energy and Technology Supplies Limited ("Bristol Energy" or "BEC").

This will be the first set of Group Accounts that will be prepared by the Council and it will be necessary to ensure that the consolidation is performed correctly. In addition, further accounting adjustments will be required where any of the Council's accounting policies differ from the accounting policies adopted by the three companies. From our perspective, we will need to audit the Group Accounts and work with auditors of the three companies (BHC, BWC and BEC) to obtain assurance in connection with financial information that will be consolidated into the Group Accounts. We will also need to obtain various confirmations in connection with a range of areas including auditor independence.

One implication of the Council needing to prepare Group Accounts will be the need for us to perform additional work. In accordance with Public Sector Audit Appointments (PSAA) rules, we will need to obtain approval from PSAA for a fee adjustment to reflect our additional costs. When this communication with PSAA is complete, we will communicate to the Audit Committee any additional fee that PSAA authorise for the additional audit work involved.

Use of Resources

In addition to the two risks in connection with the audit of the Council’s financial statements outlined above, we have considered the use of resources element of our work and added the following significant risk. This supplements those risks already reported covering financial sustainability and the risk around judgements and estimates that we have included in our Audit Planning Document.

AUDIT RISK AREAS - USE OF RESOURCES			
RISK	DESCRIPTION	PLANNED AUDIT RESPONSE	EXTERNAL DATA TO BE USED
Informed decision making	In our Audit Plan, we identified the risk of sustainable finances as a significant risk. In particular, the need for the Council to address a funding shortfall is a major task and increases the pressure that will arise when making judgements about estimates that will need to be included in the accounts.	We had already planned to review the Council’s response to the Bundred report and ascertain whether appropriate action has been taken to address the weaknesses identified in respect of the savings plan.	Not applicable.
	We have added as a significant risk the need to ensure that Council members are appropriately informed, and with accurate information, to enable them to effectively oversee the savings programme.	We will extend this work to assess the information provided to members to support effective decision making. In particular, we will focus upon the arrangements for ensuring that the information is accurate and understandable.	

The risks outlined above represent variations to the risks contained in our Audit Planning Document issued in March 2017. We have brought these to the attention of the Audit Committee to ensure that the members of the Committee remain informed about the key areas of focus within our audit.

We have begun the task of setting out in detail when we will perform our audit procedures and when we plan to complete our work and report to the Audit Committee. An updated schedule of the key elements of our audit and when we expect to complete our work is set out in Appendix 1.

Appendix 1

2016/17 Annual Audit Plan - key dates

Area of work	Scope / Associated deadlines	Status	Outputs / Date
Planning	<p>Risk assessment and formulation of the audit plan.</p> <p>The detailed audit plan was presented to the Audit Committee in March 2017 and an update provided in this report.</p>	Complete	<p>Audit Plan 2016/17</p> <p>The plan was issued and presented to the Audit Committee in March 2017 and an update will be provided at the June 2017 meeting.</p>
Financial Statements and use of resources audit	<p>Audit of the draft financial statements to determine whether they give a true and fair view of the Council's financial affairs and the income and expenditure for the year.</p> <p>The deadline for the Council to prepare its draft accounts for audit is 30 June 2017. However, in preparing for the "faster close" deadline date that will be applicable in 2018 of May 2018, the Council has planned to be in the position to provide us with the draft accounts by 1 June 2017.</p> <p>The deadline for issue of our audit opinion covering the financial statements and the use of resources is 30 September 2017.</p>	Main audit visit to commence in June 2017 following receipt of first draft of the accounts in early June.	<p>Final Report to the Audit Committee</p> <p>Final ISA 260 report presented to the Audit Committee at a date to be agreed but by 30 September 2017.</p> <p>Opinion on the financial statements and use of resources</p> <p>Deadline for issuing the audit opinion is 30 September 2017.</p>
Whole of government accounts audit	<p>Audit of the consolidation pack for consistency with the audited statement of accounts. The deadline has not yet been set but is likely to be in October 2017</p>	Guidance has not yet been issued	<p>Opinion on the WGA Consolidation Pack</p> <p>Deadline is likely to be in October 2017.</p>
Annual Audit Letter	<p>Public-facing summary of audit work and key conclusions for the year.</p>	To be prepared after ISA 260 report has been presented to the Audit Committee.	<p>Annual Audit Letter</p> <p>Annual Audit letter planned to be issued in October 2017.</p>

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Audit Committee

23rd June 2017



Report of: The Chair of the Audit Committee

Title: Audit Committee Annual Report 2016/17

Ward: N/A

Officer Presenting Report: Head of Internal Audit

Contact Telephone Number: 0117 92 22063

Recommendation

The Committee to consider and approve the Audit Committee's Annual Report for 2016/17

Summary

To review the effectiveness of the Committee's activities during the year and its oversight of the Assurance and Risk Management Frameworks within which the Council operates.

The significant issues in the report are:

The work of the Committee as detailed in section four of Appendix A;
The evaluation of the Committee's performance at Section 4 in Appendix A.



Policy

The Audit Committee's Terms of Reference are determined by Full Council and are reflected in the Risk Management Strategy and Policy Statement. The City Council has a duty to ensure adequate and effective risk management, internal control and governance arrangements and the economy, efficiency and effectiveness of its activities. The Audit Committee has a key role in assessing the extent to which this responsibility is being met and advising the Council on the adequacy and effectiveness of these arrangements.

Consultation

1. **Internal**
S151 Officer, Head of Internal Audit
2. **External**
Not applicable

Context

3. The Committee's Terms of Reference include a requirement to provide full Council with an Annual Report summarising its conclusions from the work it has undertaken during the year. The report is provided at Appendix A.

Proposal

4. The Committee to consider and approve the Audit Committee Annual Report for 2016/17.

Other Options Considered

None

Risk Assessment

The assurances provided to the Council by the Audit Committee are an important element of the Council's governance arrangements.

Public Sector Equality Duties

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following "protected characteristics": age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
 - i) Eliminate discrimination, harassment, victimisation and any other conduct

prohibited under the Equality Act 2010.

- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.

5b) N/A

Legal and Resource Implications

Legal

None necessary

Financial

None necessary

Land

None necessary

Personnel

None necessary

Appendices:

Appendix A – Draft Annual Report of the Audit Committee for 2016/17

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

CIPFA Guidance on Audit Committee Effectiveness 2013



BRISTOL CITY COUNCIL

AUDIT COMMITTEE

ANNUAL REPORT 2016-17

1. Introduction:

- 1.1 This is the annual report of the Audit Committee and covers the financial year 2016/17. The format of the report has been developed to enable the reader to form a view about the effectiveness of the Committee's activities during the year and its oversight of the Assurance and Risk Management Frameworks within which Bristol City Council operates.

2. Role of the Committee:

- 2.1 The Committee's approved Terms of Reference, which are detailed on the Bristol City Council website [Audit Committee Terms of Reference.pdf](#), can be summarised as providing independent assurance to the Council in relation to the:

- Effectiveness of the Council's governance arrangements, risk management framework and internal control environment;
- Overseeing of the work of Internal and External Audit;
- Effectiveness of the Council's financial and non-financial performance;
- Reviewing of the Annual Statement of Accounts and the Annual Governance Statement.

A commentary on the Committee's work during 2016/17 is set out in the following paragraphs.

- 2.2 The Audit Committee is, therefore, the primary means by which the Council ensures that adequate assurance and internal control systems are in place. It ensures that these are regularly reviewed and reflect regularity and propriety. It also oversees the Council's risk management processes, corporate governance arrangements and treasury management. The Audit Committee's responsibilities are additional and supportive to those of the Section 151 Officer.
- 2.3 A total of forty five reports were considered during the year, the details of which are provided in Appendix 1.
- 2.4 In addition to the Committee members, the Section 151 Officer, Head of Internal Audit, Monitoring Officer, representatives from External Audit (BDO LLP) and other officers, as appropriate, attended Committee meetings.

3. Adoption of Recommended Practice:

- 3.1 The Committee is currently considering its effectiveness in 2016/17 against the Chartered Institute of Public Finance and Accountancy (CIPFA) Guidance on Audit Committees' 'Good Practice' checklist to ensure it operated in line with generally accepted practices. The results from the assessment will be used to inform the Committee's training strategy going forward as well as its work programme. A copy of the checklist is attached to this report for information at Appendix 2.
- 3.2 The Audit Committee also reviews the Council's Annual Governance Statement, which is consistent with the principles of the *CIPFA/SOLACE Framework: Delivering Good Governance in Local Government*.

4. The Work of the Committee in 2016/17:

Has the Committee Fulfilled its Terms of Reference?

- 4.1 The specific objectives of the Committee relate to overseeing the following arrangements:

Table 1 - Audit Committee Key Oversight:

Oversight
Internal Control Environment
Corporate Risk Management
Regulatory Framework
Internal Audit
External Audit
Financial Reporting
Treasury Management
Members Conduct
Anti-Fraud Arrangements
Granting Dispensations
Complaints

- 4.2 The Committee received reports on all of these requirements in terms of relevant agenda items. Audit activity is reviewed at every meeting with plans and reports received from Internal and External Audit.
- 4.3 Specific aspects of governance which have been reviewed include risk management arrangements, whistle-blowing arrangements, and an update on the Council's financial governance arrangements. The Annual Governance Statement and the Accounts for 2015/16 were considered prior to their final production in addition to considering the related External Auditor's report.
- 4.4 The Committee received an Annual Report from the Head of Internal Audit, in line with best practice in the CIPFA Public Sector Internal Audit Standards (PSIAS). This provided an opinion on the control environment and an update on the Council's current fraud risk, together with details of the assurance, fraud/irregularity and Value for Money work which has been undertaken on the Council's behalf and the outcomes there of.
- 4.5 The Committee has also expressed an interest in the extent to which Internal Audit recommendations have been implemented. The Committee has continued to emphasise the importance of implementing Internal Audit's recommendations and has supported Internal Audit in its work to ensure control weaknesses are effectively dealt with.
- 4.6 In order for the Committee to be effective, it is necessary that the members of the Committee be apolitical and objective, have a clear understanding of risk management, internal control and governance issues and how the arrangements in place across the City Council operate. A number of Committee members were newly appointed and, during 2016/17, training was arranged to support the induction process and for existing members to reinforce the need for the Committee to be able to deliver a robust and appropriate challenge environment within the Council.

Whilst improvements have been noted there are still weaknesses evident with the following responsibilities under the Committee's Terms of Reference not being consistently applied and Committee resource directed to best effect:

- Maintaining an apolitical/independent approach to meeting agendas and items thereon.
- Providing robust challenge to determine the effectiveness of the Council's governance framework.
- Ensuring focused meetings to maximise the Committee impact

The Committee has recognised its need for further and possibility more focused / targeted training and these will be jointly planned in the coming year. Details of 2016/17 training courses are outlined at paragraph 4.14 below.

How has the Committee Added Value?

4.7 The Committee has been presented with a wide range of issues during the year, providing scrutiny of the governance within the Council. Outlined below are examples of where the Committee has sought to improve the governance of the Council:

- Following receipt of updates from Internal Audit on the level of implementation of their recommendations, the Committee as well as expressing dissatisfaction has, where appropriate, called officers to account.
- The Committee has requested improved tracking of whistleblowing incidences in order to ensure that matters are appropriately dealt with, lessons are learned and the whistle-blower is not disadvantaged in any way.

Membership of the Committee and Attendance Record

4.8 Until September 2016, the Committee comprised of nine members and was chaired by Councillor Olly Mead. The other members were Councillors Clive Stevens, Vice Chair, Nicola Beech, Nicola Bowden-Jones, Helen Godwin, Liz Radford, and Gary Hopkins, plus two independent members Brenda McLennan and Ken Guy.

4.9 In September 2016 the Committee lost one of its independent members, Brenda McLennan, who was not replaced for the residual part of the year. Additionally, the other independent member of the Committee left at the end of the 2016/17 municipal year.

4.10 The Committee met formally on six occasions during 2016/17, all of which were quorate.

Table 2 Audit Committee Attendance 2016/17:

Member	No. of Meetings Held	No. of Meetings Attended	% of Meetings Attended
Olly Mead - Chair	6	6	100%
Clive Stevens – Vice Chair	6	4	67%
Nicola Beech	6	6	100%
Nicola Bowden-Jones	6	5	83%
Helen Godwin	6	2	33%
Liz Radford	6	6	100%
Gary Hopkins	6	5	83%
Ken Guy	6	3	50%
Brenda McLennan	3	2	67%

- 4.11 One declaration of a non-pecuniary interest was declared at the September 2016 meeting. The Committee member did not take part in the discussions appertaining to that interest.

Training and Development Activity to Support Committee Members

- 4.12 A key requirement of an effective Audit Committee is a well-informed membership who has substantial experience of the key areas to be considered by the Committee. The training plan for 2016/17 has been aimed at assisting members to improve their knowledge and understanding of some of the complex issues; for example preparation of the Council's Annual Accounts and Annual Governance Statement and the important duty that the Committee has to perform in terms of scrutinising those accounts and passing them for external audit..
- 4.13 The Committee attended training in the following areas during the municipal year:
- The Role of the Audit Committee
 - Risk Management and Governance – the Committee's responsibilities
 - Scrutinising the Annual Statement of Accounts
 - Treasury Management
 - Governance and the Annual Governance Statement
- 4.14 Additionally, the Committee received the following CIPFA Better Governance Forum publications to aid its understanding of its role:
- Good Governance in Local Government – 2016 Framework
 - The Audit Committee and Internal Audit Quality
- 4.15 The Committees' completion of the CIPFA Self-assessment will be utilised to inform the Committee's training programme going forward to the next municipal year.
- 4.16 The Council has an established budget for member development and training in 2017/18 and this can be accessed to support external trainers or facilitators, or to fund members' attendance on external training programmes where this is considered beneficial.

5. Priorities for 2017/18

- 5.1 Looking forward, the Committee will be enhancing its effectiveness by developing in the following areas:
- Reviewing it's Terms of Reference in accordance with CIPFA Guidance
 - Monitoring of the Annual Governance Statement Action Plan
 - Commissioning Governance
 - Partnership Governance
 - Business Continuity Planning
 - Trading Companies (establishing Committee's role if appropriate)
 - Information Security / Strategy

6. CONCLUSION

- 6.1 The Committee's primary contribution to the Council's objectives is to ensure that Governance, Control, Risk Management and Audit systems which underpin the work of the Council are sound, reliable, robust and secure.
- 6.2 This review gives an overview of the range of work undertaken by the Committee, which has enabled it to conclude that the Council's system of checks and balances, whilst not having been as robust as required, have been subject to some improvement during the year, with further improvements planned going forward.
- 6.3 The Committee has noted that a Governance improvement action plan has been developed and will be monitored at Member level as appropriate.
- 6.4 A review of Committee effectiveness against its terms of reference and opportunities to enhance the effectiveness of the Committee have been identified for implementation in 2017/18. The Committee recognises the significant challenges facing the Council over the coming years, and aims to promote and support good governance throughout the Council.
- 6.5 I would like to thank my Vice Chair, fellow Committee members and Officers for their support in enabling the Committee to achieve its objectives in 2016/17. I would also like to take this opportunity to thank our two independent members for their support of the Committee over the last 7 years and to wish them both well in the future.

7. Appendix:

- Appendix 1 – Reports considered by the Audit Committee in 2016/17
- Appendix 2 - CIPFA 'Good Practice' checklist for Audit Committees.

Reports Considered by the Audit Committee 2016/17

June 2016

Committee Work Programme 2016/17
Committee Action Sheet
Internal Audit Annual Plan for 2016/17
External Audit Update Report
Finance Improvement Project –Update
Appointment of Alderman/Woman Nominations

July 2016

Committee Work Programme 2016/17
Committee Action Sheet
Annual Governance Statement – Action Plan Update
Corporate Risk Register 2015/16 Update
Internal Audit Annual Report for 2015/16
External Audit Update Report

September 2016

Committee Work Programme 2016/17
Committee Action Sheet
Statement of Accounts for 2015/16
Treasury Management Annual Report for 2015/16
Treasury Management Quarter (1) Report for 2016/17
Bank Reconciliation – verbal response to Internal Audit Recommendations
External Audit ISA260 Report
Final Annual governance Statement for 2015/16, plus Action Plan Update
Revised criteria for Honorary Alderman/Woman nominations
Local Government Ombudsman’s Annual Letter 2015/16

November 2016

Committee Work Programme 2016/17
Committee Action Sheet
External Audit – Annual Audit Letter for 2015/16
Treasury Management – Mid-Year Report
Process for the Appointment of the External Auditor
Internal Audit Half-Year Report
Nominations for Honorary Alderman/Woman
People Directorate Risk Register
Neighbourhood’s Directorate Risk Register

January 2017

Committee Work Programme 2016/17
Committee Action Sheet

External Audit 2015/16 Grants Report
Corporate Risk Register – Update
Applications for Dispensation
Place Directorate Risk Register
Complaints received against Members Report

March 2017

Update on the Council's Control Framework – based on the work of Internal Audit
Internal Audit Draft 2017/18 Annual Plan
Money Laundering Policy Update
External Audit 2016/17 Audit Plan
External Audit Annual Fee Letter
Honorary Alderman Nomination
Whistleblowing Arrangements Governance