

Date: Thursday, 25 July 2019

Time: 10.00 am

Venue: Council Chamber, Shirehall, Abbey Foregate, Shrewsbury, SY2 6ND

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COUNCIL

TO FOLLOW REPORT (S)

8 Audited Statement of Accounts 2018/19 (Pages 1 - 250)

Report of the Head of Finance, Governance and Assurance is attached.

Contact: James Walton Tel: 01743 258915

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<u>Committee and date</u>	<u>Item</u>
Council 25 July 2019	
	<u>Public</u>

FINAL STATEMENT OF ACCOUNTS 2018/19

Responsible Officer James Walton

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1. Summary

- 1.1 This covering report and attached Annual Statement of Accounts, present to Members the final audited outturn position for the financial year 2018/19 and details any amendments made to the Draft Statement of Accounts during the audit process.
- 1.2 The audit on the Statement of Accounts is due to be completed by 31st July and once complete, Grant Thornton produce an Audit Findings Report detailing their opinion on the accounts. The Audit Findings Report is attached to this report as Appendix 3, however it should be noted that is the draft report and the audit opinion will not be issued until the audit work is complete.

2. Recommendations

It is recommended that Members:

- A. Consider and approve the 2018/19 Statement of Accounts and that the Chairman of the Council signs them (in accordance with the requirements of the Accounts and Audit Regulations 2015).
- B. Agree that the Director of Finance, Governance and Assurance be authorised to make any minor adjustments to the Statement of Accounts prior to the 31st July 2019.
- C. Agree that the Director of Finance, Governance and Assurance and the Chairman of the Audit Committee sign the letter of representation in relation to the financial statements on behalf of the Council and send to the External Auditor.

REPORT

3. Risk Assessment and Opportunities Appraisal

- 3.1. Details of the potential risks affecting the balances and financial health of the authority are considered within the Statement of Accounts.

4. Financial Implications

- 4.1. This report considers the overall financial position of the Authority in the form of the Council's Statement of Accounts. The accounts consider the level of assets controlled and owned by the Authority, and the level of balances of held.

5. Background

- 5.1. The Accounts and Audit Regulations 2015 state that members are required to approve the annual accounts after, rather than before, the findings of the audit are known. The formal date for approval and publication of the accounts is 31 July.
- 5.2. A copy of the 2018/19 Statement of Accounts is attached at Appendix 1. The Council's external auditors, Grant Thornton, have audited the accounts during June and July. The audit of the accounts is substantially complete and the Auditor has indicated that an unqualified audit opinion will be issued on the accounts, subject to the successful completion of the outstanding matters.
- 5.3. The Accounts and Audit Regulations 2015 also require that the Statement of Accounts is accompanied by the Council's Annual Governance Statement which details the processes and procedures in place to enable the council to carry out its functions effectively. The Annual Governance Statement was considered by the Audit Committee on 27 June 2019 and is attached at Appendix 2.

6. External Audit Opinion

- 6.1. Grant Thornton are expected to provide an unqualified audit opinion on the Statement of Accounts and therefore should report as follows.

“In our opinion:

- the financial statements present a true and fair view of the financial position of the Authority and Group as at 31 March 2019 and of the Authority's and Group's expenditure and income for the year then ended; and
- the financial statements have been prepared properly in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 and applicable law.”

- 6.2 Grant Thornton have produced the Audit Findings Report on the 2018/19 Statement of Accounts, and this is attached at Appendix 3.

7. Changes from the Draft Statement of Accounts Certified by the Director of Finance, Governance & Assurance on 31 May 2019

- 7.1 There have been no material changes identified during the audit, however the main change affecting the accounts relates to the McCloud judgement which affects all pension schemes nationally. Following discussion of the matter with Grant Thornton it was agreed that the Council would obtain a revised actuary statement to consider the impact on the pension liability and reserve within the accounts. The effect of the McCloud judgement was an increase in the pension liability/reserve of £5.855m however as the actuary statement was recalculated after the 31st March, updated assumptions were used from the estimates previously included within the accounts. This had the effect of increasing the pension liability/reserve by £5.964m. The effect of these two changes impacted on a number of core financial statements within the accounts and notes to the core financial statements.

In addition to this change, there have been a number of other amendments made to the disclosures, all with the agreement of Grant Thornton. The changes are listed below:

- An addition to the accounting policy to confirm the principle of going concern for the Council.
- Corrections to the categorisation of Revenue Support Grant which had been incorrectly included within council tax and non domestic rates.
- Corrections to capital commitments reported.
- Amendments to the capital expenditure and financing note for the treatment of unit subscriptions for the shopping centre.
- Minor amendments to other disclosures to address inconsistencies.
- Minor typographical amendments have been included across the Statement of Accounts.
- Group accounts have been amended to reflect the changes to Shropshire Towns & Rural Housing accounts resulting from the McCloud judgement.
- Audit amendments made within the Pension Fund Accounts have now been reflected within the Pension Fund section of the Statement of Accounts. These were minor changes to disclosures and presentational adjustments with no amendments required to the prime financial statements.

8. Letter of Representation

- 8.1 The Council is required to produce a letter of representation for the external auditors which provides assurance that the information submitted within the accounts is accurate and that all material information has been disclosed to the auditors. External audit will only sign off the accounts once this letter has been received.
- 8.2 For Shropshire Council, this letter is produced in consultation with the external auditor, signed by the Director of Finance, Governance and Assurance and the Chairman of the Audit Committee and issued prior to the publication date of 31st July 2019.

List of Background Papers (This MUST be completed for all reports, but does

not include items containing exempt or confidential information)

Annual Statement of Accounts 2018/19. Audit Committee 27 June 2019

CIPFA's Code of Practice (Code) on Local Authority Accounting

CIPFA/SOLACE guidance on the Annual Governance Statement

Revenue and Capital Budget 2018/19

Cabinet Member (Portfolio Holder)

All

Local Member

All

Appendices

1. Audited Statement of Accounts 2018/19
2. Annual Governance Statement
3. Audit Findings Report 2018/19

Statement of Accounts

2018-2019



The Statement of Accounts is the formal financial report on the Council's activities as required by the Accounts and Audit Regulations 2015, and other statutory provisions.

The statement includes:

- 1. Narrative Report (pages 1 to 12)**
- 2. The Statement of Responsibilities (page 13)**
- 3. The Audit Opinion and Certificate (pages 14 to 17)**
- 4. The Core Financial Statements comprising:-**
 - The Comprehensive Income and Expenditure Statement (page 18)
 - The Movement in Reserves Statement (pages 19 to 20)
 - The Balance Sheet (page 21)
 - The Cash Flow Statement (page 22)
- 5. The Notes to the Core Financial Statements (pages 23 to 105)**
- 6. Group Accounts:**
 - Introduction (pages 106 to 107)
 - The Group Comprehensive Income and Expenditure Statement (pages 108 to 109)
 - The Group Movement in Reserves Statement (pages 110 to 112)
 - The Group Balance Sheet (page 113)
 - The Group Cash Flow Statement (page 114)
 - The Group Account Notes (pages 115 to 121)
- 7. The Housing Revenue Account (pages 122 to 125)**
- 8. The Collection Fund (pages 126 to 127)**
- 9. The Pension Fund Accounts (pages 128 to 167)**
- 10. Glossary (pages 168 to 181)**

Further information about the Council's Accounts can be obtained from the Finance Department at the Shirehall.

For details please contact James Walton on (01743) 258915, or Cheryl Sedgley on (01743) 258937.

James Walton
Director of Finance, Governance & Assurance

Section 1

Narrative Report



The Statement of Accounts

The purpose of the Statement of Accounts is to give electors, those subject to locally levied taxes and charges, Members of the Council, employees and other interested parties clear information about the Council's finances. The format of the Statement of Accounts is governed by The Code of Practice on Local Authority Accounting in the United Kingdom, published by CIPFA (the Code). To make the document as useful as possible to its audience and so as to make meaningful comparisons between authorities possible the Code requires:

- All Statement of Accounts to reflect a common pattern of presentation, although this does not necessarily require them to be in an identical format.
- Interpretation and explanation of the Statement of Accounts to be provided.
- The Statement of Accounts and supporting notes to be written in plain language.

The section on accounting policies describes the basis on which the financial information within the statements is prepared. The accounts have been prepared to give a true and fair view of the financial position of the Council and with the underlying assumption of the going concern concept. Information is included within the statements having regard to the concepts of relevance, reliability, comparability and understandability together with a consideration of materiality.

This statement of accounts comprises various sections and statements, which are briefly explained below:

- **A Narrative Report** – this provides an effective guide to the most significant matters reported in the accounts, including an explanation of the Council's financial position and details the performance of the Council during the financial year.
- **The Statement of Responsibilities** – this details the responsibilities of the Council and the Chief Financial Officer concerning the Council's financial affairs and the actual Statement of Accounts.
- **The Audit Opinion and Certificate** – this is provided by the external auditor following the completion of the annual audit.
- **The Core Financial Statements**, comprising:
 - **The Comprehensive Income and Expenditure Statement** – this is fundamental to the understanding of a Council's activities. It brings together all of the functions of the Council and summarises all of the resources the Council has generated, consumed or set aside in providing services during the year. As such, it is intended to show the true financial position of the Council, before allowing for the concessions provided by statute to raise council tax according to different rules and for the ability to divert particular expenditure to be met from capital resources.
 - **The Movement in Reserves Statement** – this shows the movement in the year on the different reserves held by the Council which is analysed into 'usable reserves' and other reserves.

Narrative Report

- **The Balance Sheet** – like the Income and Expenditure Statement this is also fundamental to the understanding of the Council's financial position as at 31 March 2019. It shows the balances and reserves at the Council's disposal, long term liabilities and the fixed and net current assets employed in its operations, together with summarised information on the non current assets held.
- **The Cash Flow Statement** – this consolidated statement summarises the Council's inflows and outflows of cash arising from transactions with third parties for revenue and capital purposes. Cash is defined for the purpose of this statement, as cash in hand and cash equivalents.
- **The Notes to the Core Financial Statements** provide supporting and explanatory information on the Core Financial Statements and include the Council's accounting policies.
- **Group Accounts** – group financial statements are required in order to reflect the variety of undertakings that local authorities conduct under the ultimate control of the parent undertaking of that group. The group accounts should also include any interests where the Council is partly accountable for the activities because of the closeness of its involvements i.e. in associates and joint ventures.
- **The Housing Revenue Account** – There is a statutory duty to account separately for local authority housing provision.
- **The Collection Fund** – This account reflects the statutory requirement for billing authorities to maintain a separate Collection Fund, which shows the transactions of the billing authority in relation to Non-Domestic Rates and the Council Tax, and illustrates the way in which these have been distributed to preceptors and the General Fund.
- **The Pension Fund Accounts and Disclosure Notes** – the Shropshire County Pension Fund is administered by this Council, however, the pension fund has to be completely separate from the Council's own finances. The accounts summarise the financial position of the Shropshire County Pension Fund, including all income and expenditure for 2018/19 and assets and liabilities as at 31 March 2019.

A glossary to the Statement of Accounts is also included to help to make, what is ultimately a very technical accounting document, more understandable to the reader.

Financial Report

Revenue Outturn for 2018/19

The revenue budget for 2018/19 was agreed by Council in February 2018. During the course of the year, budgets can move between service areas in line with the Council's approval process, however the Net Budget remains the same, to reflect the funding that the Council receives. Revenue budgets are monitored and reported regularly to Cabinet in order that service areas can identify any problem areas and take the necessary action to deal with the issues arising.

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The final outturn position for each Service Area is shown in the table below which compares actual net expenditure with the approved budget. Further details of the outturn position for each directorate is shown in the Revenue Outturn report which is presented to Cabinet in May and Council in July.

	Final Budget £000	Actual Outturn £000	Controllable Over/ (Under) £000
Service Expenditure			
Adult Services	98,516	99,006	490
Children's Services	49,271	53,859	4,588
Commercial Services	1,253	1,896	643
Finance, Governance & Assurance	2,158	1,744	(414)
Legal & Democratic Services	662	233	(429)
Place	82,111	81,442	(669)
Public Health	4,747	4,325	(422)
Strategic Management Board	30	(225)	(255)
Workforce & Transformation	206	(579)	(785)
Corporate	(30,186)	(33,100)	(2,914)
Net Budget	208,768	208,601	(167)
Funded By:			
Revenue Support Grant	13,301	13,301	
Top Up grant	9,649	9,649	
Business Rates	40,310	40,310	
Collection Fund Surplus	(130)	(130)	
Council Tax	145,638	145,638	
Total Funding	208,768	208,768	

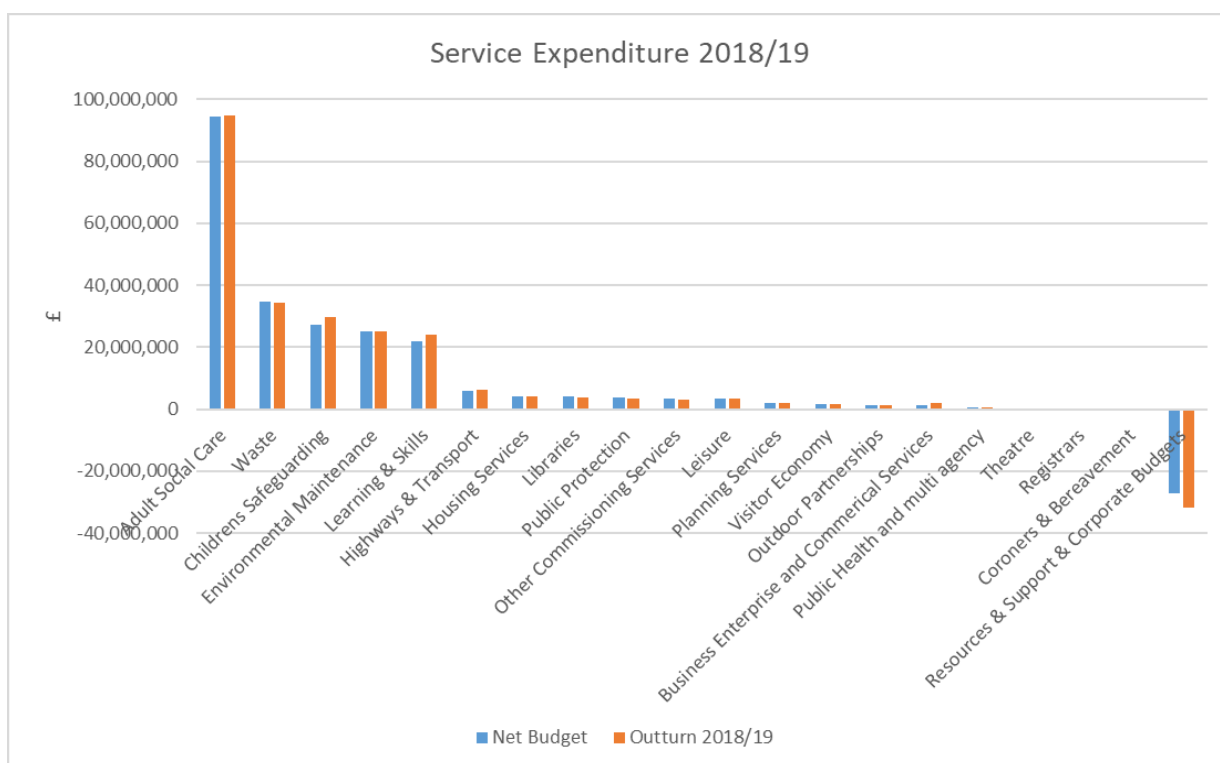
Budget monitoring reports during the course of the year have shown the following position:

Year End Projected Over/(Under)spend	Quarter 1 £000	Quarter 2 £000	Quarter 3 £000	Outturn £000
Adult Services	998	1,402	564	490
Children's Services	3,125	4,087	3,977	4,588
Commercial Services	649	1,346	153	643
Finance, Governance & Assurance	386	(58)	(908)	(414)
Legal & Democratic Services	(49)	6	(94)	(429)
Place	1,548	1,201	(153)	(669)
Public Health	37	91	(62)	(422)
Strategic Management Board	(29)	(56)	(215)	(255)
Workforce & Transformation	393	637	(407)	(785)
Corporate	(268)	(448)	(2,783)	(2,914)
Corporate Management Action	0	(6,921)	0	0
TOTAL	6,790	1,287	72	(167)

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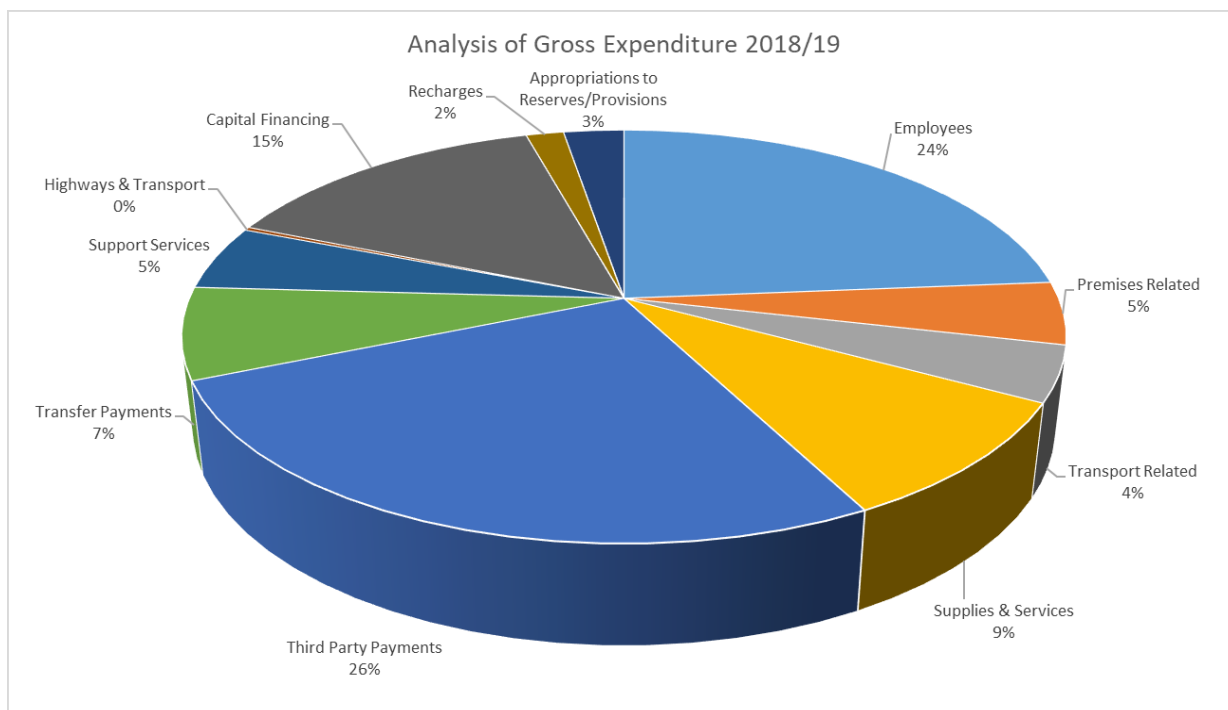
The Council was projecting a significant overspend initially as at Quarter 2 and identified a number of management actions including the implementation of a spending and recruitment freeze to bring the budget back into balance. At the year end the main area of overspend was in Children's Services. Within Children's Services pressures arose from hard to achieve savings targets, cost pressures on Home to School Transport as well as significant pressures on residential and foster care placements, the costs of supporting Unaccompanied Asylum Seeking Children and agency costs in excess of budget. The overall pressure in both Children's Services has been offset by underspends in other directorates through implementing the identified management action at Quarter 2.

The chart below demonstrates which services the Council has spent its net budget on. It should be noted that this excludes any expenditure on schools which is funded separately through the Dedicated Schools Grant.



The gross expenditure for the Council, including expenditure for schools was £765.5m and this was spent on the following types of expenditure:

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The overall underspend of £0.167m against service area's budgets represents 0.03% of the gross budget of £561.950m.

In addition, School balances held under a scheme of delegation, including invested sums, have decreased by £1.196m from the previous year. Schools' balances have to be ring-fenced for use by schools, and schools have the right to spend those balances at their discretion. Fifteen schools converted to academies during the year.

Further detail on the Council's service expenditure can be found within the Comprehensive Income & Expenditure Statement and Notes 6 and 7 to the Accounts.

Capital Outturn for 2018/19

The Capital Budget is monitored throughout the year to identify any pressures and re-profile budgets based on revised expenditure projections. The budget changes as a result of slippage from the previous financial years capital programme, new capital allocations received or reductions in existing allocations and re-profiling of capital allocations between financial years.

The table below provides a summary of the revised capital budget and expenditure for 2018/19 as at outturn and slippage into the next financial year. Further details of the outturn position are provided in the Capital Outturn report presented to Cabinet and Full Council.

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Service Area	Revised Budget 2018/19 £000	Actual Spend 2018/19 £000	Variance 2018/19 £000
General Fund			
Place & Enterprise	41,659	31,994	(9,665)
Adult Services	3,959	2,651	(1,308)
Public Health	217	98	(119)
Children's Services	6,635	5,100	(1,535)
Resources & Support	6,159	5,627	(532)
Total General Fund	58,629	45,470	(13,159)
Housing Revenue Account	8,074	5,505	(2,569)
Total Capital Programme	66,703	50,975	(15,728)

The table below provides a summary of the capital financing for the actual capital expenditure for 2018/19.

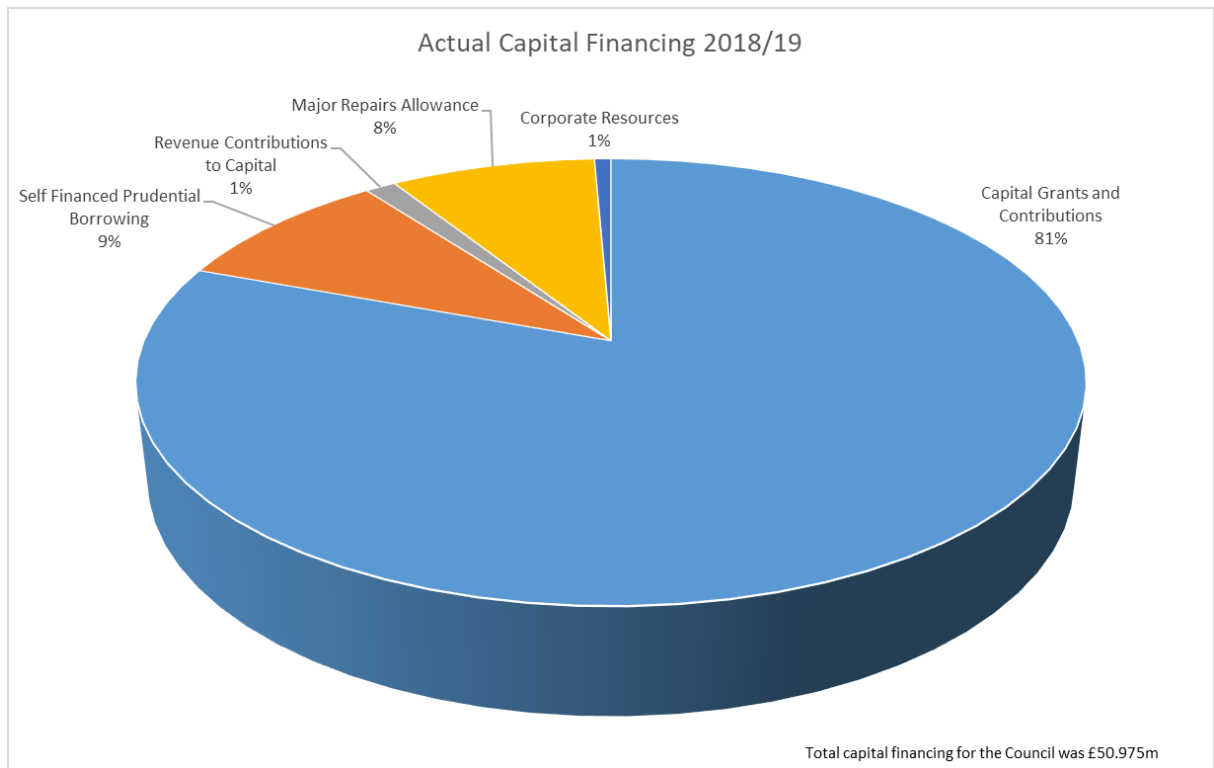
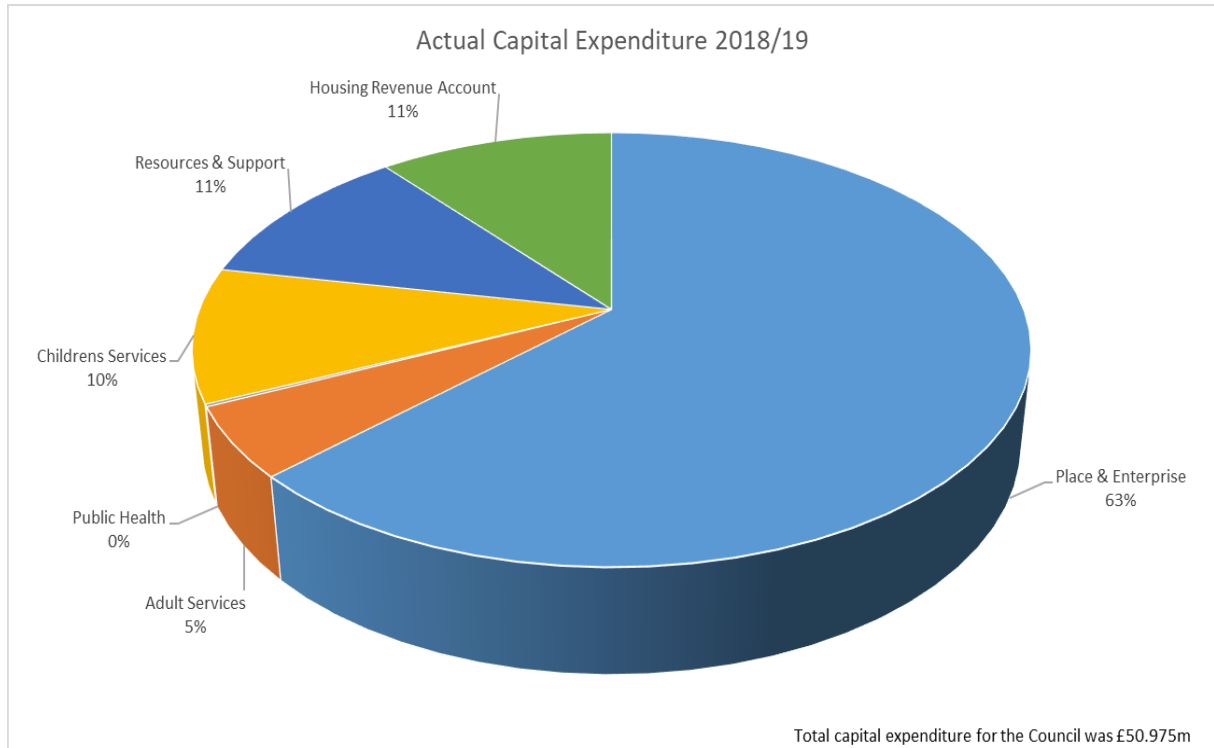
Financing	2018/19 £000
Capital Grants & Contributions	41,100
Revenue Contributions	635
Major Repairs Allowance	4,253
Self Financing Prudential Borrowing	4,645
Corporate Resources (Prudential Borrowing/Capital Receipts)	342
	50,975

The areas of most significant expenditure for schemes undertaken in 2018/19 are as follows:

	Expenditure 2018/19 £000	Scheme Total Budget £000
Place & Enterprise		
Highways, Bridges & Street Lighting Infrastructure	16,644	Ongoing*
LEP Schemes	2,733	13,879
Affordable Housing Schemes	1,449	Ongoing*
Broadband	4,601	48,000
Corporate Landlord	4,366	14,890
Adult Services		
Supported Living and improvements to buildings for use by service users	1,145	Ongoing*
Disabled Facilities Grants	1,506	Ongoing*
Resources & Support		
Digital Transformation Project	5,627	12,805
Children's Services		
Schools Condition Schemes	2,011	Ongoing*
Devolved Formula Capital & UIFSM - Allocated by schools	1,258	Ongoing*
Housing Revenue Account		
Housing Major Repairs Programme	4,169	Ongoing*
New Build Programme - Phase 2-4	784	17,613

* Ongoing budgets are rolling budgets over a number of years

Narrative Report



Reserves

The general fund balance has increased by £0.226m in 2018/19 to a total of £15.537m. This reflects the underspend within the revenue account during 2018/19, Brexit funding applied from the Government and a small under recovery of insurance costs. This balance lies below the risk assessed level of balances calculated in 2018/19.

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Earmarked reserves have increased by £1.887m during 2018/19, which includes a decrease in schools delegated balances of £1.196m. Total earmarked reserves are held at £71.726m including school balances of £6.427m.

The most significant earmarked reserve held is the Financial Strategy Reserve at £20.867m which is held in accordance with the financial strategy where the Council will be using one off funding to close the funding gap. The Council released £7.133m of the balance within the revenue budget in 2018/19, in line with the Council's Financial Strategy. The remaining balance held on the reserve will be used between 2019/20 and 2020/21.

Assets

During 2018/19, facilities at eleven schools were written out of the Council balance sheet because of the schools transferring to Academy School status or the transfer of the buildings and hardstanding areas to the Diocese was completed, prior to the school transferring to Academy School status. In accordance with the Council's accounting policies, these are now valued at nil value in the Council's balance sheet and as a result of the transfers assets of £75.6m were written out of the balance sheet, accounted for as a loss on disposal.

Borrowing

The Council undertakes long-term borrowing, for periods in excess of one year, in order to finance capital spending. The Council satisfies its borrowing requirement for this purpose by securing external loans. However, the Council is able to temporarily defer the need to borrow externally by using the cash it has set aside for longer term purposes; this practice means that there is no immediate link between the need to borrow to pay for capital spend and the level of external borrowing. The effect of using the cash set aside for longer term purposes to temporarily defer external borrowing is to reduce the level of cash that the Council has available for investment.

Due to the slippage within the capital programme, there has been no additional borrowing required for current schemes.

Cashflow

Cashflow forecasts are prepared for the current and future financial year and are monitored on a daily basis. The cashflow forecast is regularly updated to take account of future changes so the cash position of the Council can be managed appropriately. We are satisfied that cashflow levels are sustainable in the short to medium term based on the information we currently have.

Local Government Pension Scheme

The Council accounts for retirement benefits when it is committed to give them, even if the actual giving will be many years into the future. This means that:

- The financial statements reflect the liabilities arising from the Council's retirement obligations.
- The costs of providing retirement benefits to employees are recognised in the accounting period in which the benefits are earned by employees, and the related finance costs and

Narrative Report

any other changes in value of assets and liabilities are recognised in the accounting periods in which they arise.

- The financial statements disclose the cost of providing retirement benefits and related gains, losses, assets and liabilities.

As at 1 April 2018, the Council's net pensions liability amounted to £420m. In comparison, the deficit amounts to £491m at 31 March 2019 due to a change in financial assumptions impacting on the asset and liability figures. Statutory requirements for funding the deficit means the financial position of the Council remains healthy, as the deficit will be met by increased contributions over the remaining working life of employees.

During 2017/18, the Council took the opportunity to make an early payment of the Local Government Pension Scheme deficit lump sum for a period of 3 years in order to deliver a revenue saving as a result of lower interest of repaying the deficit.

Further details on the basis on which the Council accounts for retirement benefits are provided within the Accounting Policies in note 1 on page 23, and the change to the pension liability in 2018/19 is analysed in note 41 to the accounts.

Shropshire County Pension Fund continued to work with eight other Funds in the Midlands region during the year. LGPS Central Ltd has been established to manage investment assets on behalf of its nine Local Government Pension Scheme (LGPS) funds across the Midlands region. It is a multi-asset manager, investing approximately £45 billion of assets from 2018 onwards (£20 billion as at March 2019), on behalf of 900,000 LGPS members and 2,500 employers. LGPS Central Ltd is jointly owned on an equal share basis by eight Pension Funds and is a Collective Portfolio Management Investment Firm (CPMI) regulated by the Financial Conduct Authority (FCA). The key objectives of LGPS Central will be to deliver cost savings and improve risk adjusted investment returns after cost, enable access to a wider range of asset classes for the participating pension funds, and to ensure good governance. LGPS Central will manage a wide range of asset classes, employing a mix of internal and external investment management. The company is a private company limited by shares and was incorporated on 13 October 2016.

Performance in 2018/19

The Council adopted its Corporate Plan in December 2016. It was refreshed for 2018/19 and a new Corporate Plan has been written for 2019/20 to 2021/22. The Plan sets out high-level outcomes and a range of medium term outcomes and objectives for the coming 12 to 24 months. The medium term outcomes and objectives are the basis for the Council's Strategic Action Plans which are thematic and cross cutting.

The Council's corporate performance management framework is structured around the high-level outcomes listed below and incorporates the measures and project delivery milestones from the strategic action plans.

- **Healthy People**
- **Resilient Communities**
- **Prosperous Economy**
- **Commercial Council**

Narrative Report

The delivery of the outcomes for Shropshire is monitored on a quarterly basis. It is presented using a performance portal, which enables a drill down into the measure. The information is reported to Cabinet with the report identifying specific measures by exception. The full information for each measure is published on the performance portal when the report goes to Cabinet and this provides Overview and Scrutiny the opportunity to identify any measures which stand out that they would like to understand in greater detail. They can request additional information and receive it to inform whether they would want to add it to their work programme.

2018/19 has seen improvement and stabilisation in performance across a range of services.

The number of visitors to Theatre Severn have continued to increase and are at record levels, annual attendance increased by 8% to almost 200,000. A total of 199,632 patrons attended in the year to March 2019 compared to 184,810 in the year to March 2018. The increase can be attributed to a number of sell out productions and the theatre is proud to bring more big touring shows that ever before to Shrewsbury. The Theatre was awarded a What's On Readers Award, and also Gold in the Shrewsbury Mayor's Award for the Tourism category.

There have also been increases in the participation of other positive activities including visits to libraries, and visits to leisure centres, outdoor recreation sites and visitor attractions.

Significant progress has been made on delayed transfers of care from hospital. The target for the first year (2017/18) for Shropshire Adult Social Care, set by the Department of Health, was to reduce delays attributed to social care by 60%. Performance targets for 2018/19 are to further reduce delays to less than an average of 1.3 delayed patients per day, attributed to Adult Social Care. Performance for 2018/19 shows that Shropshire Council is achieving this target and is one of the most improved Adult Social Care departments in England, performing within the top quartile. During the year the average delay due to Adult Social Care was 0.32 people. The following table shows the performance improvement across both health and social care to reduce the average patient delays per day for Shropshire residents.

	Average daily delays - NHS	Average daily delays - ASC	Average daily delays – Both NHS & ASC	Total Average Delays per day	Annual delayed days - all
2014/15	17.05	5.93	3.33	26.32	9,607
2015/16	17.85	10.46	5.96	34.28	12,511
2016/17	17.19	14.61	7.93	39.74	14,504
2017/18	14.12	4.19	2.93	21.25	7,755
2018/19	9.26	0.32	0.81	10.39	3,792

In addition to these, there are confirmed challenges to be faced, and results show that they are being managed by the relevant service areas.

The rate of Child Protection Plans per 10,000 children aged under 18 has risen during 2018/19. Shropshire's rate is now higher than both the statistical neighbour averages, and the England average. The service reports that demand has increased across all areas of the service, including demand for referrals, assessments, S47 enquires and children progressing to a child protection plan. There is a correlation between this increase and the increase in numbers of looked after children as child protection planning is often the start of a child's

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journey into the care of the local authority. We are currently focused on what more we can do to mitigate against and address risk so that cases do not escalate into court proceedings and the child becoming looked after.

The Council has also seen an increase in children becoming looked after over last year. Children in need of accommodation due to safeguarding concerns has continued. Those concerns range from overall neglect, physical abuse, domestic abuse within the household, substance misuse and parental mental ill health. As such there has been an increase in the number of care proceedings being initiated during 2018/19. The majority of children entering the care system do so subject to court proceedings. All children entering care are subject to senior management approval and the relevant services closely monitor and track all children who can leave the care system.

The number of people killed or seriously injured (KSI) on the roads in Shropshire has continued to increase over the past 3 years. The annual average over the past 3 years is for 170 people to be seriously or fatally injured.

A new approach to the determining of the severity of casualties was introduced and now relies less on the judgement of Police Officers. This has seen a national increase in the rate of reported severities. The 3-year cycle of the new reporting methodology is now complete. It is expected that the reported number of KSI will now stabilise and will start to show an improvement over the next 3-year reporting period. It should be noted that the number of casualties does not reflect the number of accidents which have remained at similar levels throughout the period.

Current and Future Prospects

2019/20 is the second year of our five year plan, as set out in our Financial Strategy. Our financial plan does not, as yet, provide a balanced and sustainable budget for the long-term future, but it does meet our immediate challenges, and our key focus to deliver a balanced budget in 2019/20. There is still a significant amount of uncertainty around the 2020/21 financial year due to the introduction of 75% business rates retention in that year alongside the fair funding review. Therefore until further clarity is available from the Government regarding the detail of these proposals and the Council can evaluate the impact on the resources projected, it is not possible to formulate long term plans to ensure a sustainable future for the Council.

Next year we will be investing over £68 million of capital funding into local projects. The capital programme remains priority led, reflecting the need for growth in the Shropshire economy, investment in infrastructure and roads, and significant funding to deliver superfast broadband across much of Shropshire in the coming years.

The bottom line is, of course, that we have a statutory duty to set a legal budget. This is becoming increasingly difficult as each year progresses. In 2019/20 we will continue to see the use of significant one-off resources as well as the commencement of a £18.5m savings plan in order to deliver a balanced budget. This gives us more time to review our options and formulate sustainable proposals, but leaves us with some stark choices over the way we deliver services into the future.

Brexit

The Council has received £0.105m Government funding in 2018/19 and a further £0.105m is anticipated in 2019/20 in order to prepare for Brexit. The Council is actively planning for any service changes that may be required in the event of Brexit and will be monitoring any potential impact that Brexit has on inflation or interest rates and hence on the financial position of the Council.

Section 2

Statement of Responsibilities



Statement of Responsibilities

The Council's Responsibilities

The Council is required to:

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

Approved by Council

The Council's Statement of Accounts for 2018/19 was formally approved at a meeting of the Council on 25 July 2019.

Vince Hunt

Speaker of the Council (Chairman for the purpose of the Local Government Act 1972)

25 July 2019

Responsibilities of Director of Finance, Governance & Assurance

The Director of Finance, Governance & Assurance 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 Director of Finance, Governance & Assurance has:

- Selected suitable accounting policies and then applied them consistently;
- Made judgements and estimates that were reasonable and prudent;
- Complied with the local authority Code.

The Director of Finance, Governance & Assurance 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 Director of Finance, Governance & Assurance

I hereby certify that the Statement of Accounts present a true and fair view of the financial position and the income and expenditure of the Council for the year ended 31 March 2019.

James Walton

Director of Finance, Governance & Assurance

25 July 2019

Audit Opinion and Certificate



Audit Opinion and Certificate

Independent auditor's report to the members of Shropshire Council

Report on the Audit of the Financial Statements

Opinion

We have audited the financial statements of Shropshire Council (the 'Authority') for the year ended 31 March 2019 which comprise the Movement in Reserves Statement, the Comprehensive Income and Expenditure Statement, the Balance Sheet, the Cash Flow Statement, the Housing Revenue Account Income and Expenditure Statement, the Movement on the Housing Revenue Account Statement, the Collection Fund Statement and notes to the financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Authority as at 31 March 2019 and of its expenditure and income for the year then ended;
- have been prepared properly in accordance with the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19; and
- have been prepared in accordance with the requirements of the Local Audit and Accountability Act 2014.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the 'Auditor's responsibilities for the audit of the financial statements' section of our report. We are independent of the Authority in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Conclusions relating to going concern

We have nothing to report in respect of the following matters in relation to which the ISAs (UK) require us to report to you where:

- The Director of Finance, Governance and Assurance's use of the going concern basis of accounting in the preparation of the financial statements is not appropriate; or
- the Director of Finance, Governance and Assurance has not disclosed in the financial statements any identified material uncertainties that may cast significant doubt about the Authority's ability to continue to adopt the going concern basis of accounting for a period of at least twelve months from the date when the financial statements are authorised for issue.

Other information

The Director of Finance, Governance and Assurance is responsible for the other information. The other information comprises the information included in the Statement of Accounts, the Narrative Report and the Annual Governance Statement, other than the financial statements and, our auditor's report on the pension fund financial statements. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

Audit Opinion and Certificate

In connection with our audit of the financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge of the Authority obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

Other information we are required to report on by exception under the Code of Audit Practice

Under the Code of Audit Practice published by the National Audit Office on behalf of the Comptroller and Auditor General (the Code of Audit Practice) we are required to consider whether the Annual Governance Statement does not comply with the 'Delivering Good Governance in Local Government: Framework (2016)' published by CIPFA and SOLACE or is misleading or inconsistent with the information of which we are aware from our audit. We are not required to consider whether the Annual Governance Statement addresses all risks and controls or that risks are satisfactorily addressed by internal controls.

We have nothing to report in this regard.

Opinion on other matter required by the Code of Audit Practice

In our opinion, based on the work undertaken in the course of the audit of the financial statements and our knowledge of the Authority gained through our work in relation to the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources, the other information published together with the financial statements in the Statement of Accounts, the Narrative Report and the Annual Governance Statement for the financial year for which the financial statements are prepared is consistent with the financial statements.

Matters on which we are required to report by exception

Under the Code of Audit Practice, we are required to report to you if:

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make a written recommendation to the Authority under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014, in the course of, or at the conclusion of the audit.

We have nothing to report in respect of the above matters.

Responsibilities of the Authority, the [Chief Financial Officer] and Those Charged with Governance for the financial statements

As explained more fully in the Statement of Responsibilities set out on page 13, the Authority is required to make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Director of Finance, Governance and Assurance. The Director of Finance, Governance and Assurance is responsible for the preparation of the Statement of Accounts, which includes the

Audit Opinion and Certificate

financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19, for being satisfied that they give a true and fair view, and for such internal control as the [Chief Financial Officer] determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the [Chief Financial Officer] is responsible for assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless there is an intention by government that the services provided by the Authority will no longer be provided.

The Audit Committee is Those Charged with Governance. Those charged with governance are responsible for overseeing the Authority's financial reporting process.

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at: www.frc.org.uk/auditorsresponsibilities. This description forms part of our auditor's report.

Report on other legal and regulatory requirements - Conclusion on the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

Conclusion

On the basis of our work, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General in November 2017, we are satisfied that the Authority put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2019.

Responsibilities of the Authority

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

Auditor's responsibilities for the review of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 to be satisfied that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. We are not required to consider, nor have we considered, whether all aspects of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

We have undertaken our review in accordance with the Code of Audit Practice, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General in November 2017, as to whether in all significant respects the Authority had proper arrangements to ensure it took properly informed decisions and deployed resources to achieve planned and sustainable outcomes for taxpayers and local people. The Comptroller and Auditor General determined this criterion as that necessary for us to consider under the Code of Audit Practice in satisfying ourselves whether the

Audit Opinion and Certificate

Authority put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2019.

We planned our work in accordance with the Code of Audit Practice. Based on our risk assessment, we undertook such work as we considered necessary to be satisfied that the Authority has put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

Report on other legal and regulatory requirements - Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate in accordance with the requirements of the Local Audit and Accountability Act 2014 and the Code of Audit Practice until we have completed the work necessary to issue our Whole of Government Accounts (WGA) Component Assurance statement for the Authority for the year ended 31 March 2019.

We are satisfied that this work does not have a material effect on the financial statements or on our conclusion on the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2019.

Use of our report

This report is made solely to the members of the Authority, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 43 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the Authority's members those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Authority and the Authority's members as a body, for our audit work, for this report, or for the opinions we have formed.

Richard Percival Key Audit Partner

for and on behalf of Grant Thornton UK LLP, Local Auditor
Birmingham

Section 4

Core Financial Statements



Comprehensive Income and Expenditure Statement

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. Authorities raise taxation to cover expenditure in accordance with statutory regulations; this may be different from the accounting cost. The taxation position is shown in both the Expenditure and Funding Analysis and the Movement in Reserves Statement.

2017/18			2018/19			
Gross Expenditure £000	Income £000	Net Expenditure £000		Gross Expenditure £000	Income £000	Net Expenditure £000
Expenditure on Continuing Services (Notes 6, 7, 8 and 9)						
132,711	(44,646)	88,065	Adult Services	142,885	(45,599)	97,286
9,240	(18,180)	(8,940)	Local Authority Housing	9,741	(18,150)	(8,409)
213,177	(158,167)	55,010	Children’s Services	198,979	(143,422)	55,557
8,817	(5,100)	3,717	Commercial Services	29,253	(12,354)	16,899
69,939	(67,770)	2,169	Finance, Governance and Assurance	64,305	(61,691)	2,614
1,514	(711)	803	Legal and Democratic Services	604	(491)	113
104,975	(31,098)	73,877	Place	105,763	(32,535)	73,228
20,522	(16,327)	4,195	Public Health	20,444	(15,853)	4,591
11	0	11	Strategic Management Board	0	0	0
3,043	(1)	3,042	Workforce and Transformation	5,740	(60)	5,680
4,275	(4,118)	157	Corporate	133	(7,133)	(7,000)
568,224	(346,118)	222,106	Net Cost of Services	577,847	(337,288)	240,559
		29,715	Other Operating Expenditure (Note 12)			81,827
		25,689	Financing and Investment Income and Expenditure (Note 13)			30,986
		(274,507)	Taxation and Non Specific Grant Income (Note 14)			(284,993)
		3,003	(Surplus) or Deficit on Provision of Services			68,379
		(13,291)	(Surplus) or Deficit on Revaluation of Non Current Assets			(39,431)
		379	Impairment Losses on Non-Current Assets Charged to the Revaluation Reserve			119
		(40,500)	Remeasurement of the Net Defined Benefit Liability			56,992
		707	Other Pension Net Liability Adjustment			0
		(52,705)	Other Comprehensive Income and Expenditure			17,680
		(49,702)	Total Comprehensive Income and Expenditure			86,059

Movement In Reserves Statement

This statement shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other 'unusable reserves'.

The Surplus or (Deficit) on the Provision of Services line shows the true economic cost of providing the Council's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. This is different from the statutory amounts required to be charged to the General Fund Balance and the Housing Revenue Account for council tax setting and dwellings rent setting purposes.

The Net Increase/(Decrease) before Transfers to Earmarked Reserves line shows the statutory General Fund Balance and Housing Revenue Account Balance before any discretionary transfers to or from earmarked reserves undertaken by the council.

2018/19	General Fund Balance £000	Earmarked General Fund Reserves £000	Total General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Grants Unapplied Account £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000
Balance at 31 March 2018	15,311	69,839	85,150	8,225	4,514	21,426	119,315	320,214	439,529
Movement in reserves during 2018/19									
Surplus or (deficit) on the provision of services	(74,082)	0	(74,082)	5,703	0	0	(68,379)	0	(68,379)
Other Comprehensive Income and Expenditure	0	0	0	0	0	0	0	(17,680)	(17,680)
Total Comprehensive Income and Expenditure	(74,082)	0	(74,082)	5,703	0	0	(68,379)	(17,680)	(86,059)
Adjustments between accounting basis & funding basis under regulations (Note 10)	76,194	0	76,194	(4,114)	(274)	12,972	84,778	(84,778)	0
Net Increase/(Decrease) before Transfers to Earmarked Reserves	2,112	0	2,112	1,589	(274)	12,972	16,399	(102,458)	(86,059)
Transfers to/(from) Earmarked Reserves (Note 11)	(1,887)	1,887	0	0	0	0	0	0	0
Increase/(Decrease) in 2018/19	225	1,887	2,112	1,589	(274)	12,972	16,399	(102,458)	(86,059)

Movement In Reserves Statement

Balance at 31 March 2019	15,536	71,726	87,262	9,814	4,240	34,398	135,714	217,756	353,470
2017/18									
	General Fund Balance £000	Earmarked General Fund Reserves £000	Total General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Grants Unapplied Account £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000
Balance at 31 March 2017	14,698	63,860	78,558	9,031	2,369	11,574	101,532	288,295	389,827
<u>Movement in reserves during 2017/18</u>									
Surplus or (deficit) on the provision of services	(9,815)	0	(9,815)	6,812	0	0	(3,003)	0	(3,003)
Other Comprehensive Income and Expenditure	0	0	0	0	0	0	0	52,705	52,705
Total Comprehensive Income and Expenditure	(9,815)	0	(9,815)	6,812	0	0	(3,003)	52,705	49,702
Adjustments between accounting basis & funding basis under regulations (Note 10)	16,407	0	16,407	(7,618)	2,145	9,852	20,786	(20,786)	(0)
Net Increase/(Decrease) before Transfers to Earmarked Reserves	6,592	0	6,592	(806)	2,145	9,852	17,783	31,919	49,702
Transfers to/(from) Earmarked Reserves (Note 11)	(5,979)	5,979	0	0	0	0	0	0	0
Increase/(Decrease) in 2017/18	613	5,979	6,592	(806)	2,145	9,852	17,783	31,919	49,702
Balance at 31 March 2018	15,311	69,839	85,150	8,225	4,514	21,426	119,315	320,214	439,529

Balance Sheet

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets of the Council are matched by the reserves held by the Council. Reserves are reported in two categories. The first category are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use. The second category is those that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses, where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

2017/18		2018/19	
£000		£000	£000
1,104,615	Property, Plant & Equipment (Note 15)	1,069,254	
2,475	Heritage Assets	2,335	
54,845	Investment Property (Note 16)	50,884	
34	Intangible Assets	4,051	
599	Assets Held for Sale	599	
1,162,568	Total Non Current Assets		1,127,123
52,605	Long Term Investment (Note 21)	40,920	
20,227	Long Term Debtors (Note 21)	19,564	
1,235,400	Total Long Term Assets		1,187,607
	Current Assets		
0	Current Held for Sale Investment Properties (Note 16)	3,822	
3,027	Assets Held for Sale	1,432	
47,921	Short Term Investments (Note 21)	64,910	
483	Inventories	702	
60,286	Short Term Debtors (Notes 21, 23 & 24)	55,943	
47,042	Cash & Cash Equivalents (Notes 21 & 25)	64,060	
158,759	Total Current Assets		190,869
1,394,159	Total Assets		1,378,476
	Current Liabilities		
(14,625)	Bank Overdraft (Notes 21 & 25)	(7,005)	
(2,175)	Deferred Income	(1,101)	
(8,457)	Short Term Borrowing (Note 21)	(10,873)	
(66,961)	Short Term Creditors (Notes 21 & 25)	(76,401)	
(3,453)	Provisions (Note 27)	(2,167)	
(4,065)	Grants Receipts in Advance - Revenue (Note 39)	(3,180)	
(528)	Grants Receipts in Advance - Capital (Note 39)	(2,779)	
(100,264)	Total Current Liabilities		(103,506)
1,293,895	Total Assets Less Current Liabilities		1,274,970
	Long Term Liabilities		
(672)	Long Term Creditors (Note 21)	(661)	
(311,568)	Long Term Borrowing (Note 21)	(307,568)	
(114,521)	Other Long Term Liabilities (Note 20)	(112,406)	
(419,636)	Pensions Liability (Note 42)	(490,621)	
(7,969)	Provisions (Note 27)	(10,244)	
(854,366)	Total Long Term Liabilities		(921,500)
439,529	Net Assets		353,470
	Financed by:		
119,315	Usable Reserves (Note 28)	135,714	
320,214	Unusable Reserves (Note 29)	217,756	
439,529	Total Reserves		353,470

Cash Flow Statement

The Cash Flow Statement shows the changes in cash and cash equivalents of the Council during the reporting period. The statement shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of taxation and grant income or from the recipients of services provided by the Council. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Council's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital to the Council.

2017/18 £000	Revenue Activities	2018/19 £000	£000
3,003	Net (surplus) or deficit on the provision of services	68,379	
(57,950)	Adjust net surplus or deficit on the provision of services for non cash movements	(139,956)	
48,697	Adjust for items in the net surplus or deficit on the provision of services that are investing and financing activities	74,081	
(6,250)	Net cash flows from Operating Activities (Note 30)		2,504
39,741	Investing Activities (Note 31)	(26,272)	
14,175	Financing Activities (Note 32)	(870)	
47,666	Net (increase) or decrease in cash and cash equivalents		(24,638)
80,083	Cash and cash equivalents at the beginning of the reporting period		32,417
32,417	Cash and cash equivalents at the end of the reporting period (Note 25)		57,055

Section 5

Notes to the Core Financial Statements



1. Accounting Policies

1.1 General

The Statement of Accounts summarises the Council's transactions for the 2018/19 financial year and its position at the year end of 31 March 2019. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit (England) Regulations 2015, which require them to be prepared in accordance with proper accounting practices. These practices under Section 21 of the Local Government Act 2003 Act primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 supported by International Financial Reporting Standards (IFRS).

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

The accounts have been prepared on the assumption that the Council will continue to operate for the foreseeable future. This assumption is made because the Council carries out functions essential to the local community and are themselves revenue-raising bodies. If the Council were in financial difficulty alternative arrangements might be made by central government either for the continuation of the services it provides or for assistance with the recovery of a deficit over more than one financial year.

1.2 Accruals of Expenditure and Income

Revenue transactions are recorded on an accruals basis in accordance with proper accounting practices. In particular:

- Revenue from contracts with service recipients, whether for services or the provision of goods is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed – where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received 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.

1.3. Cash and Cash Equivalents

Cash is defined for the purpose of this statement, as cash in hand and deposits with financial institutions repayable on demand without penalty on notice. Cash equivalents are short term,

highly liquid investments, normally with a maturity of 90 days or less, that are readily convertible to known amounts of cash.

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

1.4. Prior Period Adjustments, Changes in Accounting Policies and Estimates and Errors

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

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

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

1.5. Non-Current Assets - Intangible

An intangible asset is an identifiable non-monetary asset without physical substance. It must be controlled by the Council as a result of past events, and future economic or service benefits must be expected to flow from the intangible asset to the Council (e.g. computer software licences).

Intangible assets are recognised based on cost and are amortised over the economic life of the intangible asset to reflect the pattern of consumption of benefits. Only intangible assets included in the capital programme are capitalised. Each intangible asset is assessed in terms of economic life, usually between five and Seven years.

1.6. Non-Current Assets – Property, Plant and Equipment

Property, plant and equipment are 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.

Recognition

The cost of an item of property, plant and equipment shall only be recognised (and hence capitalised) as an asset on the balance sheet if, and only if:

- It is probable that the future economic benefits or service potential associated with the item will flow to the entity, and
- The cost of the item can be measured reliably.

Notes to the Core Financial Statements

Costs that meet the recognition principle include initial costs of acquisition, production or construction of assets for use by, or disposal to, a person other than the local authority; and costs incurred subsequently to enhance, replace part of, or service the asset. Subsequent costs arising from day-to-day servicing of an asset (i.e. labour costs and consumables), commonly referred to as 'repairs and maintenance', should not be capitalised if they do not meet the recognition principle because the expenditure does not add to the future economic benefits or service potential of the asset and are charged to revenue.

Initial Measurement

An item of property, plant and equipment that qualifies for recognition as an asset is measured at its cost and capitalised on an accruals basis. Accruals are made for capital works with a value of £75,000 or more undertaken but not paid for by the end of the financial year.

Measurement after recognition

Property, plant and equipment assets are subsequently valued at current value on the basis recommended by the Code of Practice on Local Authority Accounting and in accordance with The Royal Institution of Chartered Surveyors (RICS) Valuation Standards. Property, plant and equipment assets are classified into the groupings required by the Code of Practice on Local Authority Accounting and valued on the following bases:

Category	Valuation Method (Fair Value definition)
<u>Operational</u>	
Council Dwellings	Existing Use Value – Social Housing (EUV-SH)
Land & Buildings	Existing Use Value (EUV) – determined as the amount that would be paid for the asset in its existing use.
	Depreciated Replacement Cost (DRC) – for specialist properties where there is no market-based evidence of current value because of the specialist nature of the asset and the asset is rarely sold.
Vehicles, Plant & Equipment	Depreciated Historic Cost (HC)
Infrastructure	Historic Cost (HC)
Community Assets	Historic Cost (HC)
<u>Non-operational</u>	
Surplus Assets	Market Value (MV) fair value measurement estimated at highest and best use from a market participant's perspective.
Assets Under Construction	Historic Cost (HC)

Assets included in the Balance Sheet at current value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the year-end, but as a minimum every five years. When new material assets are acquired/constructed or assets substantially enhanced, the asset will be valued in the financial year in which the asset becomes operational. When an asset is revalued, any accumulated depreciation and impairment at the date of valuation shall be eliminated against the gross carrying amount of the asset and the net amount restated to the revalued amount of the asset.

The Housing Revenue Account Council Dwellings are subject a full valuation every five years and to an annual desktop review of the Council Dwellings undertaken by the Valuation Office Agency.

Where the carrying amount of property, plant and equipment is increased as a result of a revaluation, the increase shall be recognised in the Revaluation Reserve, unless the increase is reversing a previous impairment loss charged to Surplus or Deficit on the Provision of Services on

the same asset or reversing a previous revaluation decrease charged to Surplus or Deficit on the Provision of Services on the same asset.

Where the carrying amount of an item of property, plant and equipment is decreased as a result of a revaluation, i.e. a significant decline in an asset's carrying amount during the period that is not specific to the asset (as opposed to an impairment, see 1.9), the decrease shall be recognised in the Revaluation Reserve up to the credit balance existing in respect of the asset (i.e. up to its historical cost) and thereafter in Surplus or Deficit on the Provision of Services.

Componentisation

Where components of an asset are significant in value in relation to the total value of the asset and they have substantially different economic lives, they are recognised and depreciated separately. The requirement for componentisation for depreciation purposes is applicable to enhancement and acquisition expenditure and revaluations carried out from 1 April 2010. Significant assets for this purpose are properties with a capital value of £2.5m or over, where depreciation is £100,000 per annum or over, or any component that represents 25% of the total capital value.

Derecognition

The carrying amount of an item of property, plant and equipment shall be derecognised:

- On disposal, or
- When no future economic benefits or service potential are expected from its use or disposal.

The gain or loss arising from derecognition of an asset shall be the difference between the net disposal proceeds, if any, and the carrying amount of the asset. The gain or loss arising from derecognition of an asset shall be included in the Surplus or Deficit on the Provision of Services when the item is derecognised.

If the asset derecognised was carried at a revalued amount, an additional entry is required; the balance on the Revaluation Reserve in respect of the asset derecognised is written off to the Capital Adjustment Account and reported in the Movement in Reserves Statement.

A proportion (based on Agreement – Section 11(6) of the Local Government Act 2003) of receipts relating to dwellings disposed of under the Right to Buy Scheme are payable to the Government through the pooling system. The proportion that is required to be paid over to central government as a 'housing pooled capital receipt' is charged to Surplus or Deficit on the Provision of Services and the same amount appropriated from the Capital Receipts Reserve and credited to the General Fund Balance in the Movement in Reserves Statement.

Where a component of an asset is replaced or restored, the carrying amount of the old component is derecognised, based on the cost of the new component indexed back to the last valuation date. Where the new expenditure is deemed to also enhance the component of the original asset e.g. energy efficiency schemes the carrying amount of the old component is reduced further based on an assessment of the level of enhancement.

1.7. Investment Properties

An Investment property is a property held solely to earn rentals or for capital appreciation or both, rather than for use in the production or supply of goods or services or for administrative purposes, or sale in the ordinary course of operations.

Investment properties shall be initially measured at cost and thereafter at fair value, which is interpreted as the amount that would be paid for the asset in its highest and best use, i.e. market value (MV).

Investment properties held at fair value are not depreciated. The fair value of investment properties shall reflect market conditions at the Balance Sheet date; this means the periodic (5-yearly) revaluation approach may only be used where the carrying amount does not differ materially from that which would be determined using fair value at Balance Sheet date. As such Investment Properties are subject to an annual review to ensure their valuation reflects fair value at the balance sheet date. 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.

1.8. Non-Current Assets Held for Sale

A non-current asset is classified as held for sale if its carrying amount will be recovered principally through a sale transaction rather than through continued use. The following criteria have to be met before an asset can be classified as held for sale under this section of the Code:

- The asset must be available for immediate sale in its present condition.
- The sale must be highly probable; with an active programme to dispose of the asset.
- The asset must be actively marketed for sale at a price that is reasonable in relation to its current fair value.
- The sale should be expected to complete within one year of the date of classification.

Assets Held for Sale are valued at the lower of their carrying amount and fair value (market value) less costs to sell at initial reclassification and at the end of each reporting date, and are not subject to depreciation. Investment Properties that are to be disposed of are not reclassified as an Asset Held for Sale and remain as Investment Properties until disposed of, reclassified to short terms investment properties where they are expected to be disposed of within a year of the balance sheet date.

1.9. Impairment

At the end of each reporting period an assessment takes place as to whether there is any indication that an asset may be impaired. Examples of events and changes in circumstances that indicate an impairment may have incurred include:

- A significant decline (i.e. more than expected as a result of the passage of time or normal use) in an asset's carrying amount during the period, that is specific to the asset;
- Evidence of obsolescence or physical damage of an asset;
- A commitment by the Council to undertake a significant reorganisation; or
- A significant adverse change in the statutory or other regulatory environment in which the Council operates.

An impairment loss on a revalued asset is recognised in the Revaluation Reserve (to the extent that the impairment does not exceed the amount in the Revaluation Reserve for the same asset) and thereafter in Surplus or Deficit on the Provision of Services.

Where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line(s) in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for depreciation that would have been charged if the loss had not been recognised.

1.10. Depreciation

Land and buildings are separate assets and are accounted for separately, even when they are acquired together. Depreciation applies to all property, plant and equipment, whether held at historical cost or revalued amount, with the exception of:

- Investment properties carried at fair value;
- Assets Held for Sale; and
- Land where it can be demonstrated that the asset has an unlimited useful life (excluding land subject to depletion, i.e. quarries and landfill sites).

An asset is not depreciated until it is available for use and depreciation ceases at the earlier of: the date the asset is classified as held for sale and the date the asset is derecognised.

The finite useful life of an asset is determined at the time of acquisition or revaluation. Each part of an item of property, plant and equipment with a cost that is significant in relation to the total cost of the item is depreciated separately. Depreciation is calculated using the straight-line method. For Council Dwellings the depreciation charge is calculated on a componentised depreciation basis, using the Planned Programme Approach. The depreciation charge is calculated based on the stock data at 1st April, using the stock data of the major components at that date, from the housing condition data. The components are depreciated on a straightline basis over their useful life (10-80 years) for Decent Homes Standard; with the residual amount (excluding land) depreciated over 150 years.

On a revalued asset, a transfer between the Revaluation Reserve and Capital Adjustment Account shall be carried out which represents the difference between depreciation based on the revalued carrying amount of the asset and the depreciation based on the asset's historical cost.

1.11. Charges to Revenue for Non-Current Assets

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

- Depreciation attributable to the assets used by the relevant service.
- Revaluation and Impairment losses used on assets used by the service in excess of any balance on the Revaluation Reserve for the asset.
- Amortisation of intangible assets attributable to the service.

Depreciation, amortisation, impairments, revaluation gains or losses charged to the Surplus or Deficit on the Provision of Services are not proper charges to the General Fund or Housing

Revenue Account. Such amounts are transferred to the Capital Adjustment Account and reported in the Movement in Reserves Statement. The only exception is depreciation charges for HRA dwellings and other properties, which are real charges to the HRA.

This ensures the Council is not required to raise Council Tax to cover depreciation, amortisation or revaluation/impairment losses. However, it is required to make an annual provision from revenue to contribute towards the reduction in its overall borrowing requirement; further details are provided at Accounting Policy 1.15 (The Redemption of Debt). Depreciation, amortisation and revaluation/impairment losses are therefore replaced by revenue provision transferred from the Capital Adjustment Account and reported in the Movement in Reserves Statement.

Interest payable is reported within Net Operating cost within the Income and Expenditure Account and depreciation, calculated in accordance with Accounting Policy 1.10 (Depreciation), is charged directly to service revenue accounts.

Amounts set aside from revenue for the repayment of external loans, to finance capital expenditure or as transfers to other earmarked reserves are disclosed separately on the Movement in Reserves Statement.

1.12.Revenue Expenditure Funded from Capital under Statute

Legislation allows some expenditure to be classified as capital for funding purposes when it does not result in the expenditure being carried on the Balance Sheet as a non-current asset. The purpose of this is to enable it to be funded from capital resources rather than be charged to the General Fund and impact on that year's council tax. These items are generally grants and expenditure on property not owned by the Council, and amounts directed under section 16(2) of Part 1 of the Local Government Act 2003.

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

1.13.Heritage Assets

Tangible Heritage Assets are tangible assets with historical, artistic, scientific, technological, geophysical or environmental qualities that are held and maintained by the Council principally for their contribution to knowledge and culture. Intangible heritage assets are intangible assets with cultural, environmental, or historical significance.

Heritage Assets are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the Councils accounting policies on property, plant and equipment. However, due to the unique nature of Heritage Assets, some of the measurement rules are relaxed in relation to the categories of Heritage Assets held as detailed below. This is due to the lack of valuation information and the disproportionate cost of obtaining the information in comparison to the benefits to the users of the Council's financial statements.

▪ **Outdoor Statues/Monuments/Historic Building Remains**

The Council has a small number of assets relating to Outdoor Statues/ Monuments/ Historic Building Remains. These assets are reported on the balance sheet, but valuation of these assets is not practical due to the unique nature and lack of comparable market values. These assets are held on the balance sheet at depreciated historic cost, where this is available. Where historic cost information is not available due to the age of the asset, the assets are held at nil value.

The Council's Historical Environment Team, including the Shropshire Archaeology Service manage the Council's historic environment and archaeological sites. The Council does not consider that reliable cost or valuation information can be obtained for the assets held under the Historic Environment and Archaeology Service and the majority would fall into the de-minimus category. This is because of the unique nature of the assets held and lack of comparable market values. It is also recognised that the cost of obtaining this information outweighs any benefits. Consequently, the Council does not recognise these assets on the balance sheet, other than those included under Statues/Monuments/Historic Building Remains.

▪ **Museum and Archives artefacts**

Museum Service

The Shropshire Museum Service runs a countywide service which collects, documents, preserves, exhibits and interprets the material remains of Shropshire's natural and human history for public benefit. The service operates six museums and a museum resource centre.

Principal collections held by the Museum Service include:

- Agricultural
- Archaeology (including Prehistory, Roman, Medieval, Post-Medieval and Foreign)
- Archives
- Biology
- Costume & Textiles
- Decorative & Applied Arts
- Ethnography
- Fine Art
- Geological
- Numismatics
- Social History

The acquisition priorities vary between the principal collections based on existing gaps in the collection and the capabilities and resources available to the service to adequately store, conserve and display collections.

The Museum Service exercises due diligence and makes every effort not to acquire, whether by purchase, gift, bequest or exchange, any object or specimen unless the governing body can acquire a valid title to the item.

By definition, the Museum Service has a long-term purpose and should possess permanent collections in relation to its stated objectives. As a consequence there is a strong presumption against the disposal of any items in the museum's collection. In the event of the Museum Service closing the collections would be offered to other museum authorities and neither the collections nor individual items within them would be sold to generate income.

Complete holdings are not valued, as items are generally unique and full valuation would be extremely expensive; however, some significant items have a market valuation at purchase or insurance valuation. As a consequence only those items for which the Museum Service holds an existing valuation (above a de-minimus threshold of £5,000) are recognised in the balance sheet. These principally consist of fine art paintings and items of decorative art. These assets are deemed to have indeterminate lives and a high residual value; hence the Council does not consider it appropriate to charge depreciation. Any new acquisitions will be recognised at purchase price valuation. Assets are not subject to a revaluation cycle, with revaluations only undertaken where required by the Museum Service.

Archives

The Shropshire archives and local studies service preserves and make accessible documents, books, maps, photographs, plans and drawings relating to Shropshire past and present. Not all material is owned by the Council, with a significant proportion on deposit from record owners. No reliable cost or valuation information is held for holdings, with items generally unique and valuation would be considered to be extremely expensive. Consequently the Council does not recognise these assets on the balance sheet.

Shropshire Archives has an Acquisition and Disposal policy. Shropshire Archives will acquire material for the study of all aspects of Shropshire past and present. Material will be acquired by transfer, gift, purchase or deposit. Shropshire Archives will only acquire material if the responsible officer is satisfied that the vendor, donor or depositor has a valid title to the material and will not acquire material if it cannot provide adequate storage or professional care for it. There is a strong presumption against the disposal by sale of any material in Shropshire Archives ownership. If materials are to be sold they should first be offered to other appropriate public collecting institutions. All monies received by Shropshire Archives from the sale of material shall be used for the benefit of the Service's collections.

Heritage Assets – Impairment

The carrying amounts of heritage assets are reviewed where there is evidence of impairment for heritage assets, e.g. where an item has suffered physical deterioration or breakage or doubts arise as to its authenticity. Any impairment is recognised and measured in accordance with the Council's general policy on impairment.

1.14.Capital Receipts

Capital receipts from the disposal of assets are held in the Usable Capital Receipts Reserve until such time as they are used to finance capital expenditure, used to finance expenditure under the new flexibilities around the use of Capital Receipts for transformational revenue purposes over the 2 year period 2018/19 to 2019/20 or are used to repay debt. At the balance sheet date, the Council may opt to set aside capital receipts in-hand within the Capital Adjustment Account to reduce the Capital Financing Requirement and the Minimum Revenue Provision (MRP) charge for the following financial year.

1.15.The Redemption of Debt

The Council makes provision for the repayment of debt in accordance with the statutory “Minimum Revenue Provision” (MRP) requirements. For supported borrowing MRP is calculated based on a 45 year annuity basis and utilises Adjustment A (the variance between the credit ceiling and the Capital Financing Requirement (CFR) as at 1st April 2004) to reduce the supported borrowing CFR for MRP purposes. For unsupported borrowing MRP is calculated based on a straight line basis over the expected life of the asset for which the borrowing was undertaken. These amounts are transferred from the Capital Adjustment Account and reported in the Movement in Reserves Statement.

For HRA debt there is no mandatory requirement to make provision in the HRA for annual MRP payments. However, the Council will make annual voluntary provision for debt repayment in the HRA based on affordable levels in the HRA against the need for investment and delivering services in the HRA.

For assets under on-balance sheet PFI contracts and finance leases, the annual principal payment amount in the PFI or finance lease model is used as the MRP payment amount, with no additional charges above those within the contract.

Where the Council has made capital loans to third parties financed from the Council’s balances, the annual repayments of principal amounts are treated as capital receipts and set aside in the Capital Adjustment Account in place of a revenue MRP charge.

1.16.Leases

Leases are classified as finance leases when substantially all the risks and rewards of ownership are transferred to the lessee. All other leases are classified as operating leases.

Whether a lease is a finance lease or an operating lease depends on the substance of the transaction rather than the form of the contract. Examples of situations that individually or in combination would normally lead to a lease being classified as a finance lease are:

- 1) the lease transfers ownership of the asset to the lessee by the end of the lease term;
- 2) the lessee has the option to purchase the asset at a price that is expected to be sufficiently lower than the fair value so as to make it reasonably certain the option will be exercised;
- 3) the lease term is for the major part of the economic life of the asset;
- 4) the present value of the minimum lease payments amounts to at least substantially all of the fair value of the leased asset; and
- 5) the leased assets are of such a specialised nature that only the lessee can use them without major modifications.

Should a yes response be given to two or more of the above questions, then consideration is given to treating the lease as a finance lease.

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The Council as Lessee

Property, plant and equipment held under finance leases are initially recognised, at the inception of the lease, at fair value or, if lower, at the present value of the minimum lease payments, with a matching liability for the lease obligation to the lessor. Lease payments are apportioned between finance charges and reduction of the lease obligation so as to achieve a constant rate of interest on the remaining balance of the liability. Finance charges are recognised in calculating the Council's Revenue Account balance.

Operating lease payments are recognised as an expense on a straight-line basis over the lease term. Lease incentives are recognised initially as a liability and subsequently as a reduction of rentals on a straight-line basis over the lease term.

Contingent rentals are recognised as an expense in the period in which they are incurred.

Where a lease is for land and buildings, the land and building components are separated. Leased land and buildings are assessed as to whether they are operating or finance leases.

The Council as Lessor

Amounts due from lessees under finance leases are recorded as receivables at the amount of the Council's net investment in the leases. Finance lease income is allocated to accounting periods so as to reflect a constant periodic rate of return on the council's net investment outstanding in respect of the leases.

Rental income from operating leases is recognised on a straight-line basis over the term of the lease. Initial direct costs incurred in negotiating and arranging an operating lease are added to the carrying amount of the leased asset and recognised on a straight-line basis over the lease term.

1.17. Government Grants and Contributions

Revenue Grants

Whether paid on account, by instalments or in arrears, government grants and third party contributions and donations are recognised as income at the date that the Council satisfies the conditions of entitlement to the grant/contribution and there is reasonable assurance that the monies will be received. If there are outstanding conditions on the grant income the income is held on the Balance Sheet as a Government debtor/creditor. Revenue grants are matched in service revenue accounts with the service expenditure to which they relate. Grants to cover general expenditure (e.g. Revenue Support Grant and New Homes Bonus) are credited to the foot of the Comprehensive Income and Expenditure Statement after Net Operating Expenditure.

Capital Grants

Grants and contributions relating to capital expenditure shall be accounted for on an accruals basis, and recognised immediately in the Comprehensive Income and Expenditure Statement as income, except to the extent that the grant or contribution has a condition(s) (as opposed to restrictions) that the Council has not satisfied.

Where a capital grant or contribution (or part thereof) has been recognised as income in the Comprehensive Income and Expenditure Statement, and the expenditure to be financed from that grant or contribution has been incurred at the Balance Sheet date, the grant or contribution shall be transferred from the General Fund (or Housing Revenue Account) to the Capital Adjustment Account, reflecting the application of capital resources to finance expenditure. This transfer shall be reported in the Movement in Reserves Statement.

Community Infrastructure Levy

The Council has elected to charge Community Infrastructure Levy (CIL) with effect from 1 January 2012. The levy applies to planning applications for the following types of development:

- The formation of one or more new dwellings, (including holiday lets), either through conversion or new build, regardless of size (unless it is 'affordable housing'); or
- The establishment of new residential floor space (including extensions and replacements) of 100sqm or above.

The Council charges for and collects the levy, which is a planning charge. The income from the levy will be used to fund infrastructure projects. This will largely be capital expenditure and includes roads and other transport schemes, flood defences, schools and other education facilities, medical facilities, sporting and recreation facilities and open spaces. Five percent of CIL charges will be used to meet the administrative costs of operating the levy.

CIL is received without outstanding conditions; it is therefore recognised in the Comprehensive Income and Expenditure Statement in accordance with the Council CIL instalment policy, following commencement date of the chargeable development in accordance with the accounting policy for government grants and contributions set out above.

The only exception for this is CIL monies received on developments where the CIL Liability Notice has been issued after 25th April 2013. On these receipts 15% of gross receipt or 25% in areas with a statutory Neighbourhood Plan in place; is treated as the Neighbourhood Fund element. The Neighbourhood Fund is the portion of CIL provided directly to Town and Parish Councils to be used for the provision, improvement, replacement, operation or maintenance of infrastructure or anything else which is concerned with addressing the demands that development places on an area.

1.18.Financial Assets

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

- amortised cost
- fair value through profit or loss (FVPL), and
- fair value through other comprehensive income (FVOCI)

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

Financial Assets Measured at Fair Value through Profit of Loss

The Council holds financial assets in the form of loans and receivables. These are assets that have fixed or determinable payments but are not quoted in an active market. The loans and receivables are initially measured at fair value and carried at their amortised cost. Annual credits to the Comprehensive Income and Expenditure Statement for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For most of the loans that the Council has made, this means that the amount presented in the Balance Sheet is the outstanding principal receivable, adjusted for accrued interest receivable at the year end. Interest credited to the Comprehensive Income and Expenditure Statement is the amount receivable for the year in the loan agreement.

However, the Council has made a number of loans to individuals at less than market rates (soft loans). Ordinarily when soft loans are made, a loss is recorded in the Comprehensive Income and Expenditure Statement for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal. Interest would then be credited at a marginally higher effective rate of interest than the rate receivable from the individual, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year – the reconciliation of amounts debited and credited to the Comprehensive Income and Expenditure Statement to the net gain required against the General Fund Balance would be managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement. However, the soft loans that the Council has made are not material to the accounts so the impact has not been incorporated into the Core Financial Statements, instead Note 21 to the Core Financial Statements provides details about these soft loans.

Financial Assets Measured at Fair Value through Profit of Loss

Financial assets that are measured at FVPL are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arrive in the Surplus or Deficit on the Provision of Services.

The fair value measurements of the financial assets are based on the following techniques:

- instruments with quoted market prices – the market price
- other instruments with fixed and determinable payments – discounted cash flow analysis.

The inputs to the measurement techniques are categorised in accordance with the following three levels:

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

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

Level 3 inputs – unobservable inputs for the asset.

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

Expected Credit Loss Model

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

Impairment losses are calculated to reflect the expectation that the future cash flows might not take place because the borrower could default on their obligations. Credit risk plays a crucial part in assessing losses. Where risk has increased significantly since an instrument was initially recognised, losses are assessed on a lifetime basis. Where risk has not increased significantly or remains low, losses are assessed on the basis of 12-month expected losses.

1.19. Financial Liabilities

Financial liabilities are initially measured at fair value and carried at their amortised cost. Annual charges to 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. For the borrowings that the Council has, this means the amount presented in the Balance Sheet is the outstanding principal repayable, adjusted for accrued interest payable at the year end. Interest charged to the Comprehensive Income and Expenditure Statement is the amount payable for the year in the loan agreement.

Gains and losses on the repurchase or early settlement of borrowing are credited and debited to Financing and Investment Income and Expenditure in the Comprehensive Income and Expenditure Statement in the year of repurchase/settlement.

However, where repurchase has taken place as part of a restructuring of the loan portfolio that involves the modification or exchange of existing instruments, the premium or discount is respectively deducted from or added to the amortised cost of the new or modified loan and the write-down to the Comprehensive Income and Expenditure Statement is spread over the life of the loan by an adjustment to the effective interest rate.

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

1.20. 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. The reserve is then appropriated back into the Movement in Reserves Statement so that there is no net charge against council tax for the expenditure.

1.21. Provisions, Contingent Liabilities and Contingent Assets

Provisions

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation that probably requires settlement by the transfer of economic benefits, and a reliable estimate can be made of the amount of the obligation.

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

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year. Where it becomes apparent that a transfer of economic benefits is not required, 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 any material liabilities will be disclosed in a separate note to the accounts.

Contingent Assets

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

Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts if it is probable that there will be an inflow of economic benefits or service potential and the sum is material to the accounts.

1.22. Inventories

Inventories and stock are valued at the lower of cost price or net realisable value.

1.23. Overheads and Support Services

The costs of overheads and support services are charged to those that benefit from the supply or service in accordance with the costing principles of the CIPFA Service Reporting Code of Practice 2018/19. The total absorption costing principle is used - the full cost of overheads and support services are shared between users in proportion to the benefits received, with the exception of:

- Corporate and Democratic Core – costs relating to the Council's status as a multi-functional, democratic organisation.
- Non Distributed Costs – the cost of discretionary benefits awarded to employees retiring early and any depreciation and impairment losses chargeable on non-operational properties.

1.24. Group Accounts

The Council has financial relationships with a number of entities and partnerships and, therefore, is required to prepare Group Accounts, in addition to its main financial statements. All of the financial relationships within the scope of Group Accounts have been assessed.

The Council has accounted for Group Accounts in accordance with IFRS 3 - Business Combination, IFRS10 – Consolidated Financial Statements, IFRS 11 - Joint Arrangements, IFRS12 – Disclosure of Interest in Other Entities, IAS 27 - Separate Financial Statements, IAS28 - Investments in Associates and Joint Ventures except where interpretations or adaptations to fit the public sector have been detailed in the Code of Practice on Local Authority Accounting. Subsidiaries and joint ventures have been consolidated within the Council's accounts on a cost basis or market value for property, plant and equipment. Accounting policies have been aligned between the Council and the companies consolidated in the Group.

1.25. Value Added Tax (VAT)

Only irrecoverable VAT is included in revenue and capital expenditure. All VAT receivable is excluded from income.

1.26. Employee Benefits

The Council accounts for employee benefits in accordance with the requirements of IAS 19 – Employee Benefits. This covers short-term employee benefits such as salaries, annual leave and flexi leave, termination benefits and post-employment benefits such as pension costs.

In accounting for annual leave the Council has categorised the staff into teachers and other staff. Teaching staff have been accounted for on the basis that working during term time entitles them to paid leave during the holidays e.g. working the Spring Term entitles them to paid Easter holidays. An accrual has been calculated based on the untaken holiday entitlement relating to

Notes to the Core Financial Statements

the Spring Term. An accrual has been calculated for other staff based on the amount of untaken leave as at 31 March.

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy in exchange for those benefits. The cost of these are charged on an accruals basis to the appropriate service line in the Comprehensive Income and Expenditure statement.

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 (DfE);
- The NHS Pensions Scheme, administered by NHS Pensions;
- The Local Government Pensions Scheme, administered by Shropshire Council.

All schemes provide defined benefits to members (retirement lump sums and pensions), earned as employees work for the Council. However, the arrangements for the Teachers' scheme and the NHS scheme mean that liabilities for these benefits cannot ordinarily be identified specifically to the Council. The schemes are therefore accounted for as if they were defined contribution schemes and no liability for future payments of benefits is recognised in the Balance Sheet. The relevant service lines in the Comprehensive Income and Expenditure Statement are charged with the employer's contributions payable to the two schemes in the year.

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

- The liabilities of the Shropshire County 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 discounted to their value at current prices, using a discount rate of 2.6% (based on the indicative rate of return on high quality corporate bonds of appropriate duration)
- The assets of the Shropshire County 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
 - unitised securities – current bid price
 - property – market value.

The change in the net pensions liability is analysed into the following components:

- Service cost comprising:
 - current service cost – the increase in liabilities as a result of years of service earned this year – allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked
 - past service cost – the increase in liabilities as a result of a scheme amendment or curtailment whose effect relates to years of service earned in earlier years – debited

to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs

- net interest on the net defined benefit liability (asset), i.e. net interest expense for the Council – 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.
- Remeasurements comprising:
 - the return on plan assets – excluding amounts included in net interest on the net defined benefit liability (asset) – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
 - actuarial gains and losses – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
- Contributions paid to the Shropshire County 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 transfers to and from the Pensions Reserve to remove the notional debits and credits for retirement benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end. The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits are earned by employees.

1.28.Foreign Currency Transactions

Foreign currency transactions are accounted for on the basis of the equivalent sterling value of the underlying transaction, by applying the spot exchange rate at the date of the transaction.

1.29.Private Finance Initiative (PFI) Schemes

PFI contracts are agreements to receive services, where the PFI contractor has responsibility for making available the assets needed to provide the services. The Council pays the contractor a payment, which is called a unitary charge, for the services delivered under the contract.

Notes to the Core Financial Statements

The Council has two PFI projects: the Quality in Community Services (QICS) PFI and the Waste Services PFI. Further details of these PFI projects are set out later in the document. The Council is deemed to control the services provided under these two PFI schemes, and as ownership of property, plant and equipment will pass to the Council at the end of the contracts for no additional charge, the Council carries the operational assets used under the contracts on its balance sheet as part of Property, Plant and Equipment.

The original recognition of these assets at fair value (based on the cost to purchase the property, plant and equipment) was balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment. For the QICS scheme, the liability was written down by an initial capital contribution of £2.5m. At the commencement of the Waste contract the Council made various existing waste infrastructure assets available to the contractor. Under the Waste scheme, not all property, plant and equipment scheduled to be provided in the initial years of the contract has been provided and as a result part of the payments made to the scheme operator have been accounted for as a prepayment, with a corresponding entry also made to set aside the prepayment element of the unitary payment in the Capital Adjustment Account.

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

The amounts payable to the PFI operators each year are analysed into five elements:

- **Fair value of the services received during the year** – debited to the relevant service in the Comprehensive Income and Expenditure Statement
- **Finance cost** – an interest charge as a percentage (based on the Internal Rate of Return of the scheme) of the outstanding Balance Sheet liability, debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement
- **Contingent rent** – increases in the amount to be paid for the property arising during the contract, debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement
- **Payment towards liability** – applied to write down the Balance Sheet liability towards the PFI operator (the profile of write-downs is calculated using the same principles as for a finance lease)
- **Lifecycle replacement costs** – proportion of amounts payable is posted to the Balance Sheet as a prepayment and then recognised as additions to Property, Plant and Equipment when the relevant works are eventually carried out. On recognising the prepayment for lifecycle replacement costs a corresponding entry is also made to set aside the prepayment element of the unitary payment in the Capital Adjustment Account. Where works are carried out earlier than planned they are recognised as additions to Property, Plant and Equipment balanced by a temporary increase in the finance lease liability. When the programmed payment takes place the liability is written down.

1.30.Accounting for Council Tax and Non Domestic Rates

The Council Tax income included in the Comprehensive Income & Expenditure Statement is the accrued income for the year, and not the amount required under regulation to be transferred from the Collection Fund to the General Fund (the Collection Fund Demand). The difference is taken to the Collection Fund Adjustment Account through the Movement in Reserves Statement.

As the collection of Council Tax for preceptors (the West Mercia Police and Crime Commissioner, and Shropshire & Wrekin Fire & Rescue Authority) is an agency arrangement, the cash collected belongs proportionately to Shropshire Council as the billing authority and to the preceptors. This gives rise to a debtor or creditor position for the difference between cash collected from tax-payers and cash paid to preceptors under regulation. The Balance Sheet also includes the authority's share of the year end balances relating to arrears, impairment allowances for doubtful debts and prepayments.

In relation to Non-Domestic Rates, Shropshire Council collects income due as an agency arrangement. As with council tax, the cash collected belongs proportionately to Shropshire Council as the billing authority, and to Central Government and Shropshire & Wrekin Fire & Rescue Authority as preceptors. This gives rise to a debtor or creditor position for the difference between cash collected from tax-payers and cash paid to preceptors under regulation. The Balance Sheet also includes the authority's share of the year end balances relating to arrears, impairment allowances for doubtful debts, appeals and prepayments.

1.31.Accounting for Local Authority Maintained Schools

All Local Authority Maintained Schools in the Council area are considered to be entities controlled by the Council. In order to simplify the consolidation process and avoid consolidating in Group Accounts a considerable number of separate, relatively small entities; the Council's single entity financial statements include all the transactions of Local Authority Maintained Schools i.e. income, expenditure, assets, liabilities, reserves and cash flows of the schools.

The Council has the following types of maintained schools under its control:

- Community
- Voluntary Aided
- Voluntary Controlled
- Foundation

The Council recognises on balance sheet the non-current assets of schools where the Council legally owns the assets or where the school is in the legal ownership of a non religious body, on the basis that they are the assets of the school and need to be consolidated in to the Council's accounts.

Community schools are owned by the Council and therefore recognised on the balance sheet.

The majority of Voluntary Aided and Voluntary Controlled schools in the Council area are owned by the respective Diocese. There is currently no legal arrangement in place for the School/Council to use the Diocese owned schools. The School/Council uses the school building to provide education under the provisions of the School Standards and Framework Act 1998. On this basis the school assets are used under "mere" licences and the assets are not recognised on the Council's balance sheet. The only exception to this is there are a small number of schools that should have transferred to Diocese under Education Legislation; but the legal transfer has not been completed. These are still recognised in the Council balance sheet with an additional note disclosing that they are due to transfer.

Foundation schools owned by the Diocese are not recognised on the Council balance sheet as the position is the same as Voluntary Aided and Voluntary Controlled. Where ownership lies with

the school or the school's Governing Body the School is recognised on the Council's Balance Sheet. There are a small number of schools who have recently changed their status to Foundation as part of local area Education Trusts. As yet no legal transfers have taken place of school land and buildings. On the assumption that these trusts will constitute the Governing Bodies of these schools, the schools are to remain on-balance sheet. This will be reviewed when the legal transfers are agreed in case the position is different.

Academy schools are not maintained schools controlled by the Council and as such are not accounted for in the Council's Accounts. Schools in Council ownership (Community Schools) which become Academies are provided to the Academy on a 125 year peppercorn lease. When schools transfer to Academy status the assets are written out of the balance sheet as at the date that the asset transfers. Additional notes are included in the accounts disclosing details of any schools where approval by the Department for Education to transfer the School to Academy has been granted, but the school has not transferred by the balance sheet date.

1.32.Fair Value Measurement

The authority measures some of its non-financial assets such as surplus assets and investment properties and some of its financial instruments at fair value at each reporting date. Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

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

The authority measures the fair value of an asset or liability using the assumptions that market participants would use when pricing the asset or liability, assuming that market participants act in their economic best interest.

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

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

Inputs to the valuation techniques in respect of assets and liabilities for which fair value is measured or disclosed in the authority's financial statements are categorised within the fair value hierarchy, as follows:

- Level 1 – quoted prices (unadjusted) in active markets for identical assets or liabilities that the authority can access at the measurement date
- Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly
- Level 3 – unobservable inputs for the asset or liability.

1.33. Unquoted Equity Investments

The Council holds a majority share of the units in a Jersey Property Unit Trust. The minority share is held by wholly owned subsidiary of the Council - SSC NO.1 LTD a company registered in England and Wales. The asset has been held on the Balance Sheet at fair value through profit and loss and is valued annually. The Council and SSC NO.1 LTD are the beneficial owners of the property, through the trust, the nature of the trust is such that the Council has overall control of the trust through reserved matters. The trustees, who have to be resident in Jersey, make all day to day decisions affecting the trust in the best interests of the unit holders. The trust deeds set out that income and expenditure accrues to the unitholders as it arises and it is presented as such within these financial statements.

2. ACCOUNTING STANDARDS THAT HAVE BEEN ISSUED BUT HAVE NOT YET BEEN ADOPTED

The Code of Practice on Local Authority Accounting in the United Kingdom (the Code) requires the disclosure of information relating to the expected impact of an accounting change that will be required by a new standard that has been issued but not yet adopted. This applies to the adoption of the following new or amended standards within the 2019/20 Code:

- Amendments to IAS 40 Investment Property: Transfers of Investment Property
- Annual Improvements to IFRS Standards 2014 – 2016 Cycle
- IFRIC 22 Foreign Currency Transactions and Advance Consideration
- IFRIC 23 Uncertainty over Income Tax Treatments
- Amendments to IFRS 9 Financial Instruments: Prepayment Features with Negative Compensation

These changes are not expected to have a material impact on the Council's 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:

- There is a high degree of uncertainty regarding future levels of funding for local government. The Council has undertaken the rigorous challenge of reviewing its spending and as a result has ensured appropriate savings are built into its medium term financial plans. The Council has determined that this uncertainty regarding future funding levels is not known in sufficient enough detail to provide an indication that its assets would be impaired or services reduced significantly. Any action to reduce spending would be taken in a planned and systematic way to reduce the impact on service delivery.
- The Council takes judgements over the element of control in terms of deciding which assets should be on our balance sheet. One such judgement has been taken around Local

Notes to the Core Financial Statements

Authority Maintained schools and particularly Voluntary Aided, Voluntary Controlled and Foundation schools that are not owned by the Council. The Council recognises the land and buildings used by schools in line with the provisions of the Code of Practice. It states that property used by local authority maintained schools should be recognised in accordance with the asset recognition tests relevant to the arrangements that prevail for the property. The Council recognises the school's land and buildings on its Balance Sheet where it legally owns the assets or the school Governing Body own the school. Where the land and building assets used by the school are owned by an entity other than the Council, school or school Governing Body then they are not included on the Council's Balance Sheet.

The Council has completed an assessment of the different types of schools it controls within the Shropshire Council area to determine how these should be accounted for. The accounting treatment is detailed in the accounting policies (see 1.31).

- The Council has taken a judgement on the control of the Jersey Property Unit Trusts and has determined that through the Council's power as a unit holder the Council has the rights to variable returns and has the ability to affect those returns. The Council has therefore accounted for the Council's share in the Jersey Property Unit Trust as an investment.
- The Council is part of the Marches Local Enterprise Partnership (LEP) along with Herefordshire and Telford & Wrekin. The Council acts as accountable body for the LEP and therefore receives grant income on behalf of the LEP and processes expenditure in line with the grant schemes. The Council has concluded that the role of accountable body is to be deemed as an agent, and therefore the net grant held should not be accounted within the Council's accounts. Further details are provided at Note 41.

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.

There is a risk of material adjustment in the forthcoming financial year for the following items in the council's Balance Sheet at 31 March 2019:

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Property, Plant & Equipment	Full valuation is carried out a minimum of every 3 years. An impairment and valuation review is carried out as a desk exercise for properties not valued in the year.	There is a risk of material adjustment in the year when the property is revalued.
	Estimates of remaining useful economic life are provided as part of the valuation and are used to calculate the depreciation charge on a straightline basis.	There is a risk that annual depreciation charges are over or under stated and also correspondingly the NBV of the asset. This could also result in a risk of material

Notes to the Core Financial Statements

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
		adjustment in the year when the property is revalued.
NDR Appeals Provision	The provision set aside for Non Domestic Rate appeals is estimated based on the number of outstanding appeals as per the Valuation Office and then the percentage rateable value change of successful appeals is applied. An estimate is then calculated for unlodged appeals on the new rating list.	There is a risk that successful appeals will be significantly more than the estimate leading to an increased demand on the NDR collection fund in the year.
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 assets. A firm of consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied.	The effects on the net pension liability of changes in individual assumptions can be measured. For instance a 0.1% increase in the discount rate assumption would result in a decrease in the pension liability of £24.424m.
Fair value measurements	When the fair values of financial assets and financial liabilities cannot be measured or based on quoted prices in active markets (i.e. level 1 inputs), their fair value is measured using valuation techniques. Where possible, the inputs to these valuation techniques are based on observable data, but where this is not possible judgement is required in establishing fair values. These judgements typically include considerations such as uncertainty and risk. However, changes in the assumptions used could affect the fair value of the Council's assets and liabilities. Where level 1 inputs are not available, the Council employs relevant experts to identify the most appropriate valuation techniques to determine fair value (for example for investment properties, the authority's chief valuation officer). Information about the valuation techniques and inputs used in determining the fair value of the Council's assets and liabilities is disclosed in notes to below.	The authority uses the discounted cash flow model to measure the fair value of some of its investment properties and financial assets. The significant unobservable inputs used in the fair value measurement include management assumptions regarding rent growth, vacancy levels (for investment properties) and discount rates – adjusted for regional factors (for both investment properties and some financial assets). Significant changes in any of the unobservable inputs would result in a significantly lower or higher fair value measurement for the investment properties and financial assets.
Accruals	<p>Estimates of known future expenses or income where amounts are not yet certain are accrued in the year that they relate to. The proportion of estimates within the accruals processed for debtors and creditors are:</p> <ul style="list-style-type: none"> • Debtors 36% • Creditors 15% 	The expense or the income could be either higher or lower than expected. A 10% increase in the estimates for debtors would result in an additional debtor of £0.221m. A 10% increase from the estimate for creditors would result in an additional creditor of £0.256m.

5. EVENTS AFTER THE REPORTING PERIOD

The Statement of Accounts was authorised for issue by the Director of Finance, Governance & Assurance on 31 July 2019. Events taking place after this date are not reflected in the financial statement or notes.

Notes to the Core Financial Statements

The Court of Appeal has ruled that there was age discrimination in the judges and firefighters pension schemes where transitional protection were given to scheme members. The legal ruling around age discrimination had implications for other pension funds including the Council's Pension Scheme. As a result the impact on this year's financial statements has been calculated and amended within the relevant disclosures as an adjusting event.

At balance sheet date, Department of Education approval had been granted to two schools to convert to Academy status. One school has converted to Academy School status in early 2019/20 financial year, this School was not in Council Ownership. The remaining school is in Council freehold ownership, although is included in the 8 Schools to transfer to Diocese ownership and this transfer will complete prior to the School converting to Academy. The value of the school and associated facilities in the 2018/19 accounts is £1.57m and a revised conversion date is to be confirmed. This is considered as a non-adjusting event after the reporting date.

Notes to the Core Financial Statements

6. EXPENDITURE AND FUNDING ANALYSIS

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from resources (government grants, rents, council tax and business rates) by local authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the council's service areas. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

	2017/18					2018/19				
	Net expenditure reported for resource management £000	Adjustment to arrive at net amount chargeable to the General Fund and HRA balances £000	Net Expenditure Chargeable to the General Fund and HRA Balances £000	Adjustments between the Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000	Net expenditure reported for resource management £000	Adjustment to arrive at net amount chargeable to the General Fund and HRA balances £000	Net Expenditure Chargeable to the General Fund and HRA Balances £000	Adjustments between the Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000
92,032	(4,699)	87,333	732	88,065	Adult Services	99,826	(4,154)	95,672	1,614	97,286
0	(2,100)	(2,100)	(6,840)	(8,940)	Local Authority Housing	0	(4,465)	(4,465)	(3,944)	(8,409)
53,044	(5,844)	47,200	7,810	55,010	Children's Services	53,725	(2,967)	50,758	4,799	55,557
4,514	(11,018)	(6,504)	10,221	3,717	Commercial Services	18,824	(28,663)	(9,839)	26,738	16,899
2,118	(149)	1,969	200	2,169	Finance, Governance & Assurance	1,856	628	2,484	130	2,614
687	89	776	27	803	Legal and Democratic Services	552	(459)	93	20	113
87,241	(30,006)	57,235	16,642	73,877	Place	86,807	(30,163)	56,644	16,584	73,228
4,999	(1,023)	3,976	219	4,195	Public Health	4,668	(557)	4,111	480	4,591
(184)	195	11	0	11	Strategic Management Board	(224)	224	0	0	0
2,480	(1,797)	683	2,359	3,042	Workforce and Transformation	356	4,782	5,138	542	5,680
(41,471)	51,119	9,648	(9,491)	157	Corporate	(57,742)	62,392	4,650	(11,650)	(7,000)
205,460	(5,233)	200,227	21,879	222,106	Net Cost of Services	208,648	(3,402)	205,246	35,313	240,559

Notes to the Core Financial Statements

2017/18						2018/19				
Net expenditure reported for resource management £000	Adjustment to arrive at net amount chargeable to the General Fund and HRA balances £000	Net Expenditure Chargeable to the General Fund and HRA Balances £000	Adjustments between the Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000		Net expenditure reported for resource management £000	Adjustment to arrive at net amount chargeable to the General Fund and HRA balances £000	Net Expenditure Chargeable to the General Fund and HRA Balances £000	Adjustments between the Funding and Accounting Basis £000	Net Expenditure in the Comprehensive Income and Expenditure Statement £000
0	(206,013)	(206,013)	(13,090)	(219,103)	Other Income and Expenditure	0	(208,947)	(208,947)	36,767	(172,180)
205,460	(211,246)	(5,786)	8,789	3,003	Surplus or Deficit	208,648	(212,349)	(3,701)	72,080	68,379
		87,589			Opening General Fund and HRA Balance			93,375		
		5,786			Less/Plus Surplus or (Deficit) on General Fund and HRA Balance in Year			3,701		
		93,375			Closing General Fund and HRA Balance at 31 March*			97,076		

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

Notes to the Core Financial Statements

7. NOTE TO THE EXPENDITURE AND FUNDING ANALYSIS

	2018/19											
Adjustments from management reporting and General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Capital items reported at Directorate level (note 1) £000	Pension items reported at Directorate level (note 1) £000	Reserves reported at Directorate level (note 1) £000	Interest Payable and Receivable reported at Directorate level (note 2) £000	Reallocation of traded services and internal recharges (note 2) £000	Investment properties/Levies/revenue impairment reported at Directorate level (note 2) £000	Other Adjustments (note 3) £000	Total to arrive at amount charged to the general fund & HRA £000	Adjustments for Capital Purposes £000	Net change for the Pensions Adjustments £000	Other Differences £000	Total Adjustment between funding and accounting basis £000
Adult Services	(860)	(634)	(2,630)	1	400	(431)	0	(4,154)	842	772	0	1,614
Local Authority Housing	0	0	0	0	0	0	(4,465)	(4,465)	(3,944)	0	0	(3,944)
Children's Services	(4,416)	(1,441)	2,651	(152)	374	(211)	228	(2,967)	4,244	555	0	4,799
Commercial Services	(27,026)	(13)	(1,065)	(199)	(1,221)	861	0	(28,663)	26,722	16		26,738
Finance, Governance & Assurance	0	(130)	0	0	758	0	0	628	0	130		130
Legal & Democratic Services	(8)	(12)	(88)	0	(351)	0	0	(459)	8	12		20
Place & Enterprise	(19,628)	(780)	1,522	(11,317)	153	(137)	24	(30,163)	15,752	832	0	16,584
Public Health	(263)	(246)	843	0	(877)	(14)	0	(557)	257	223	0	480
Strategic Management Board	0	0	0	0	224	0	0	224	0	0		0
Workforce & Transformation	(477)	(65)	4,188	0	1,136	0	0	4,782	477	65	0	542
Corporate	54,858	3,676	(7,190)	(9,553)	(0)	213	20,388	62,392	(4,061)	(7,267)	(322)	(11,650)
Net Cost of Services	2,180	355	(1,769)	(21,220)	596	281	16,175	(3,402)	40,297	(4,662)	(322)	35,313
Other Income and Expenditure from the Expenditure and Funding Analysis	(2,180)	(355)	548	21,220	(596)	(406)	(227,178)	(208,947)	29,587	10,559	(3,379)	36,767
Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services	0	0	(1,221)	0	0	(125)	(211,003)	(212,349)	69,884	5,897	(3,701)	72,080

Notes to the Core Financial Statements

2017/18

Adjustments from management reporting and General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Capital items reported at Directorate level (note 1) £000	Pension items reported at Directorate level (note 1) £000	Reserves reported at Directorate level (note 1) £000	Interest Payable and Receivable reported at Directorate level (note 2) £000	Reallocation of traded services and internal recharges (note 2) £000	Investment properties/Levies reported at Directorate level (note 2) £000	Other Adjustments (note 3) £000	Total to arrive at amount charged to the general fund & HRA £000	Adjustments for Capital Purposes £000	Net change for the Pensions Adjustments £000	Other Differences £000	Total Adjustment between funding and accounting basis £000
Adult Services	78	(832)	(3,935)	3	(13)	0	0	(4,699)	(78)	810	0	732
Local Authority Housing	0	0	0	0	0	0	(2,100)	(2,100)	(6,840)	0	0	(6,840)
Children's Services	(5,663)	(2,267)	1,695	(152)	381	0	162	(5,844)	5,419	2,391	0	7,810
Commercial Services	(10,507)	(18)	(633)	(208)	(482)	830	0	(11,018)	10,204	17	0	10,221
Finance, Governance & Assurance	0	(203)	0	0	54	0	0	(149)	0	200	0	200
Legal & Democratic Services	(8)	(20)	(102)	0	219	0	0	89	7	20	0	27
Place & Enterprise	(19,265)	(1,069)	1,416	(11,256)	253	(107)	22	(30,006)	15,614	1,028	0	16,642
Public Health	(63)	(353)	(22)	1	(586)	0	0	(1,023)	(203)	422	0	219
Strategic Management Board	0	0	0	0	195	0	0	195	0	0	0	0
Workforce & Transformation	(2,288)	(65)	92	0	464	0	0	(1,797)	2,290	69	0	2,359
Corporate	37,743	5,343	(4,221)	(10,327)	(592)	0	23,173	51,119	(5,482)	(3,684)	(325)	(9,491)
Net Cost of Services	27	516	(5,710)	(21,939)	(107)	723	21,257	(5,233)	20,931	1,273	(325)	21,879
Other Income and Expenditure from the Expenditure and Funding Analysis	(27)	(516)	(269)	21,939	107	(723)	(226,524)	(206,013)	(29,075)	11,136	4,849	(13,090)
Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services	(0)	(0)	(5,979)	0	(0)	(0)	(205,267)	(211,246)	(8,144)	12,409	4,524	8,789

Note 1) For resource management purposes, the authority includes depreciation, pension charges in relation to IAS19 debits and credits in its directorate reporting, however this needs to be removed as it is not included in the net expenditure chargeable to the general fund and HRA balances.

Note 2) The authority includes income and expenditure in relation to investment properties, interest payable and receivable, levies and trading accounts within the Directorates however this is reported in the financial statements below the cost of services line and therefore the above table shows these items being reallocated. The income and expenditure for Corporate Landlord and Passenger Transport is also adjusted within the amendments for trading/internal recharges.

Note 3) Corporate Funding and Housing Revenue Account are not reported to management as part of the Directorate reporting therefore these items have been included as adjustments in the above table.

Adjustments for Capital Purposes

- 1) Adjustments for capital purposes – this column adds in depreciation and impairment and revaluation gains and losses in the services line, and for:
 - Other operating expenditure – adjusts for capital disposals with a transfer of income on disposal of assets and the amounts written off for those assets.
 - Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.
 - Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions or for which conditions were satisfied in the year.

Net Change for the Pensions Adjustments

- 2) Net change for the removal of pension contributions and the addition of IAS 19 Employee Benefits pension related expenditure and income:
 - For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.
 - For Financing and investment income and expenditure – the net interest in the defined benefit liability is charged to the CIES.

Other Differences

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

Notes to the Core Financial Statements

8. EXPENDITURE AND INCOME ANALYSIED BY NATURE

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

Expenditure/Income	2018/19 £000	2017/18 £000
Expenditure		
Employee benefits expenses	176,644	196,715
Other service expenses	364,199	354,234
Support service recharges	35,719	33,449
Depreciation, amortisation, impairment	62,859	35,748
Interest payments	26,003	26,603
Precepts and levies	7,880	7,277
Payments to Housing Capital Receipts Pool	585	587
(Gain)/Loss on the disposal of assets	73,362	21,852
Total Expenditure	747,251	676,465
Income		
Fees, charges and other service income	(160,127)	(161,947)
Interest and investment income	(1,920)	(1,733)
Income from council tax, non-domestic rates	(207,373)	(187,932)
Government grants and contributions	(309,452)	(321,850)
Total Income	(678,872)	(673,462)
Surplus or Deficit on the Provision of Services	68,379	3,003

9. REVENUE CONTRACTS WITH CUSTOMERS

The Council's income from revenue contracts with customers is analysed by Directorate as follows:

Fees, charges and other service income	2018/19 £000	2017/18 £000
Adult Services	(35,196)	(34,471)
Local Authority Housing	(18,174)	(18,204)
Children's Services	(12,156)	(19,017)
Commercial Services	(36,604)	(29,090)
Finance, Governance and Assurance	(8,983)	(10,911)
Legal and Democratic Services	(4,561)	(4,940)
Place	(23,311)	(22,537)
Public Health	(3,584)	(3,459)
Strategic Management Board	(984)	(937)
Workforce and Transformation	(16,075)	(14,084)
Corporate	(499)	(4,297)
Total Income	(160,127)	(161,947)

10. 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.

2018/19	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserves £000	Capital Grants Unapplied £000	Movement in Unusable Reserves £000
Adjustments to the Revenue Resources:						
<i>Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:</i>						
Pension costs	6,619	0	0	0	0	(6,619)
Financial instruments	(322)	0	0	0	0	322
Council tax and NDR	(3,379)	0	0	0	0	3,379
Holiday pay	(722)	0	0	0	0	722
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure	82,678	(1,497)	3,979	0	15,063	(100,223)
Total Adjustments to Revenue Resources	84,874	(1,497)	3,979	0	15,063	(102,419)
Adjustments between Revenue and Capital Resources:						
Transfer of non-current asset proceeds from revenue to the Capital Receipts Reserve	(827)	(2,221)	0	3,691	0	(643)
Administrative costs of non-current asset disposals	0	38	0	(38)	0	0
Payments to the government housing receipts pool	585	0	0	(585)	0	0
Pooling of HRA resources from revenue to the Major Repairs Reserve	0	0	0	0	0	0
Statutory provision for the repayment of debt	(6,150)	0	0	0	0	6,150
Capital expenditure financed from revenue balances	(2,288)	(434)	0	0	0	2,722
Total Adjustments between Revenue and Capital Resources	(8,680)	(2,617)	0	3,068	0	8,229
Adjustments to Capital Resources:						
Use of the Capital Receipts Reserve to finance capital expenditure	0	0	0	(3,094)	0	3,094
Use of the Major Repairs Reserve to finance capital expenditure	0	0	(4,253)	0	0	4,253

Notes to the Core Financial Statements

2018/19

	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserves £000	Capital Grants Unapplied £000	Movement in Unusable Reserves £000
Application of capital grants to finance capital expenditure	0	0	0	0	(2,091)	2,091
Cash payments in relation to deferred capital receipts	0	0	0	26	0	(26)
Total Adjustments to Capital Resources	0	0	(4,253)	(3,068)	(2,091)	9,412
Total Adjustments	76,194	(4,114)	(274)	0	12,972	(84,778)

2017/18 Comparative Figures

	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserves £000	Capital Grants Unapplied £000	Movement in Unusable Reserves £000
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Adjustments to the Revenue Resources:

Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:

Pension costs	12,289	0	0	0	0	(12,289)
Financial instruments	(325)	0	0	0	0	325
Council tax and NDR	4,849	0	0	0	0	(4,849)
Holiday pay	120	0	0	0	0	(120)
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure	16,331	(1,497)	3,994	0	10,016	(28,844)
Total Adjustments to Revenue Resources	33,264	(1,497)	3,994	0	10,016	(45,777)

Adjustments between Revenue and Capital Resources:

Transfer of non-current asset proceeds from revenue to the Capital Receipts Reserve	(7,466)	(2,930)	0	11,042	0	(646)
Administrative costs of non-current asset disposals	0	47	0	(47)	0	0
Payments to the government housing receipts pool	587	0	0	(587)	0	0
Pooling of HRA resources from revenue to the Major Repairs Reserve	0	0	0	0	0	0
Statutory provision for the repayment of debt	(7,993)	0	0	0	0	7,993
Capital expenditure financed from revenue balances	(1,985)	(3,238)	0	0	0	5,223
Total Adjustments between Revenue and Capital Resources	(16,857)	(6,121)	0	10,408	0	12,570

Notes to the Core Financial Statements

2017/18 Comparative Figures

	General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Receipts Reserves £000	Capital Grants Unapplied £000	Movement in Unusable Reserves £000
Adjustments to Capital Resources:						
Use of the Capital Receipts Reserve to finance capital expenditure	0	0	0	(10,436)	0	10,436
Use of the Major Repairs Reserve to finance capital expenditure	0	0	(1,849)	0	0	1,849
Application of capital grants to finance capital expenditure	0	0	0	0	(164)	164
Cash payments in relation to deferred capital receipts	0	0	0	28	0	(28)
Total Adjustments to Capital Resources	0	0	(1,849)	(10,408)	(164)	12,421
Total Adjustments	16,407	(7,618)	2,145	0	9,852	(20,786)

11. TRANSFERS TO/FROM EARMARKED RESERVES

This note sets out the amounts set aside from the General Fund and HRA balances in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund and HRA expenditure in 2018/19.

	Balance at 31 March 2017 £000	Transfers Out 2017/18 £000	Transfers In 2017/18 £000	Balance at 31 March 2018 £000	Transfers Out 2018/19 £000	Transfers In 2018/19 £000	Balance at 31 March 2019 £000
Sums set aside for major schemes, such as capital developments, or to fund major reorganisations	9,168	(103)	3,577	12,642	(8,152)	12,916	17,406
Insurance Reserves	3,851	(4)	319	4,166	(430)	207	3,943
Reserves of trading and business units	634	(56)	122	700	(223)	0	477
Reserves retained for service departmental use	41,994	(17,004)	19,969	44,959	(20,648)	19,162	43,473
School Balances	8,213	(1,907)	1,066	7,372	(5,377)	4,432	6,427
Total	63,860	(19,074)	25,053	69,839	(34,830)	36,717	71,726

RESERVES

Sums set aside for major schemes, such as capital developments, or to fund major reorganisations – includes redundancy reserve, and specific reserves to fund capital and major projects including the university and other service transformation within the Council.

Notes to the Core Financial Statements

Insurance Reserves – includes fire liability and motor insurance reserves to fund the Council's future self insurance liabilities.

Reserves of trading and business units – includes any balance carried forward in relation to Shire Services to help smooth trading profits and losses over future years.

Reserves retained for service departmental use – includes a number of specific earmarked reserves for known service expenditure in future years. Significant balances include the Financial Strategy reserve, an IT expenditure reserve and a reserve including unringfenced revenue grants that have not been spent.

School Balances – includes unspent balances of budgets delegated to individual schools.

A breakdown of all specific earmarked reserve balances is shown in the 2018/19 Revenue Outturn report.

12. OTHER OPERATING EXPENDITURE

	2018/19 £000	2017/18 £000
Parish Council Precepts	7,754	7,155
Levies	125	122
Payments to the Government Housing Capital Receipts Pool	585	587
(Gains)/losses on the disposal of non-current assets*	73,346	21,149
(Gains)/losses on change in valuation of non-current assets	17	702
	81,827	29,715

* Losses on disposal in 2017/18 and 2018/19 include the transfer of schools to Academy which has resulted in a significant asset value being written out of the balance sheet. Further details are provided at Note 15.

13. FINANCING AND INVESTMENT INCOME AND EXPENDITURE

	2018/19 £000	2017/18 £000
Interest payable and similar charges	26,003	26,603
Pensions interest cost and expected return on pensions assets	10,210	10,590
Interest receivable and similar income	(1,920)	(1,733)
Income and expenditure in relation to investment properties and changes in their fair value	(3,834)	(9,687)
Revenue Impairment Losses	517	0
Other Investment Income	(14)	0
(Surpluses)/deficits on Trading Activities	24	(84)
	30,986	25,689

14. TAXATION AND NON SPECIFIC GRANT INCOMES

Notes to the Core Financial Statements

	2018/19 £000	2017/18 £000
Council tax income	(156,469)	(143,860)
Non domestic rates	(50,904)	(47,818)
Non ringfenced government grants	(33,942)	(40,059)
Capital grants and contributions	(43,678)	(42,770)
	(284,993)	(274,507)

15. PROPERTY, PLANT & EQUIPMENT

The figures below provide information on the movement of non-current assets held by the Council during 2018/19.

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant, & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Cost or valuation									
At 1 April 2018	193,735	578,293	18,120	507,329	3,573	2,311	5,334	1,308,695	135,823
Additions	4,683	4,672	3,368	17,843	5	0	5,153	35,724	2,087
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(46)	22,076	0	0	0	159	0	22,189	2,765
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(297)	(4,227)	0	0	0	0	0	(4,524)	0
Derecognition – disposals	(1,483)	(76,337)	(393)	0	0	0	0	(78,213)	0
Derecognition – other	-	(1,326)	(1,212)	0	0	(3)	0	(2,541)	(467)
Assets reclassified (to)/from Held for Sale	13	598	0	0	0	(162)	0	449	0
Other movements in cost or valuation	162	2,563	0	320	0	(190)	(2,962)	(107)	(3,029)
At 31 March 2019	196,767	526,312	19,883	525,492	3,578	2,115	7,525	1,281,672	137,179
Depreciation and Impairments									
At 1 April 2018	0	(38,946)	(5,348)	(157,495)	(1,273)	(1,018)	0	(204,080)	(17,159)
Depreciation charge for 2018/19	(3,943)	(15,922)	(2,861)	(15,275)	(175)	(6)	0	(38,182)	(6,207)
Depreciation written out to the Revaluation Reserve	0	17,241	0	0	0	0	0	17,241	10,229

Notes to the Core Financial Statements

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant, & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Depreciation written out to the Surplus/Deficit on the Provision of Services	3,807	35	0	0	0	0	0	3,842	0
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	(119)	0	0	0	0	0	(119)	0
Impairment losses/(reversals) recognised in the Surplus/Deficit on the Provision of Services	0	1,373	0	0	0	0	0	1,373	0
Derecognition – disposals	0	4,176	204	0	0	0	0	4,380	0
Derecognition – other	0	49	1,202	0	0	3	0	1,254	458
Other movements in depreciation and impairment	0	1,870	0	0	0	3	0	1,873	3,029
At 31 March 2019	(136)	(30,243)	(6,803)	(172,770)	(1,448)	(1,018)	0	(212,418)	(9,650)
NBV at 31 March 2019	196,631	496,069	13,080	352,722	2,130	1,097	7,525	1,069,254	127,529
NBV at 31 March 2018	193,735	539,347	12,772	349,834	2,300	1,293	5,334	1,104,615	118,664

The comparative movements in 2017/18 were as detailed below:

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Cost or valuation									
At 1 April 2017	190,088	588,580	18,079	478,771	3,650	1,935	6,096	1,287,199	132,764
Additions	6,483	3,076	3,206	24,703	7	0	4,291	41,766	2,114
Revaluation increases/(decreases) recognised in the Revaluation Reserve	30	7,223	0	0	0	225	0	7,478	1,517
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(225)	2,415	0	0	0	50	0	2,240	1,804
Derecognition – disposals	(1,971)	(19,714)	(185)	0	0	0	(458)	(22,328)	0

Notes to the Core Financial Statements

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Derecognition – other	(221)	(2,349)	(2,963)	(24)	(84)	0	0	(5,641)	(2,369)
Assets reclassified (to)/from Held for Sale	(657)	(1,377)	0	0	0	101	0	(1,933)	0
Other movements in cost or valuation	208	439	(17)	3,879	0	0	(4,595)	(86)	(7)
At 31 March 2018	193,735	578,293	18,120	507,329	3,573	2,311	5,334	1,308,695	135,823
Depreciation and Impairments									
At 1 April 2017	0	(29,842)	(5,452)	(143,376)	(1,164)	(1,019)	0	(180,853)	(14,420)
Depreciation charge for 2017/18	(3,960)	(16,451)	(2,861)	(14,143)	(191)	(12)	0	(37,618)	(5,753)
Depreciation written out to the Revaluation Reserve	133	5,668	0	0	0	13	0	5,814	602
Depreciation written out to the Surplus/Deficit on the Provision of Services	3,827	825	0	0	0	0	0	4,652	203
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	(379)	0	0	0	0	0	(379)	0
Impairment losses/(reversals) recognised in the Surplus/Deficit on the Provision of Services	0	(823)	0	0	0	0	0	(823)	(60)
Derecognition – disposals	0	482	102	0	0	0	0	584	0
Derecognition – other	0	141	2,856	24	82	0	0	3,103	2,262
Other movements in depreciation and impairment	0	1,433	7	(0)	0	0	0	1,440	7
At 31 March 2018	0	(38,946)	(5,348)	(157,495)	(1,273)	(1,018)	0	(204,080)	(17,159)
NBV at 31 March 2018	193,735	539,347	12,772	349,834	2,300	1,293	5,334	1,104,615	118,664
NBV at 31 March 2017	190,088	558,738	12,627	335,395	2,486	916	6,096	1,106,346	118,344

Notes to the Core Financial Statements

Included in the above balances for other land and buildings are all or a significant part of 8 primary schools for which plans are being finalised with the Diocese or for which instructions have been issued, but full ownership has not yet transferred to the Diocese. This detailed work is necessary because in many circumstances the schools are now physically different and it is necessary to ensure that the transfers relate purely to the school function and no other uses which may now be on site. There is a legal obligation to transfer ownership under Education legislation (Education Act 1946 or Schools Standards and Framework 1998).

Work commenced on the first transfers in 2008/09, and further schools were identified in 2011/12, mainly as a result of Primary School Amalgamations, which resulted in the change of the category of a number of schools. These schools will be removed from the Council's balance sheet on completion of the legal transfer. The total net book value for these schools still included as at the balance sheet date is £19.24m.

In addition there are a number of primary schools where a small part of the site is required to transfer from the Council to the Diocese, these are mainly as a result of extensions to schools which have been built across land still in Shropshire Council ownership (e.g. former playing field land). Work is ongoing to legally transfer these further sections and they are not included in the Council's balance sheet.

One secondary school is listed as Voluntary Controlled schools on the Department of Education list. Under the School Standards and Framework Act 1998 ('the 1998 Act') the school buildings and hard standing should be transferred to the trustees of the school. This should also be transferred to the governing body, and is still to be actioned, but may be overtaken by any plans to transfer this school to Academy status. The total net book value for the school still included as at the balance sheet date is £10.70m.

Academy Schools

In 2018/19 Fifteen further schools became Academies, of which eleven were in the ownership of the Council. Where the School land and premises are in the freehold ownership of the Council, these are now leased by the Council to the Academy school on a 125 year peppercorn rent. On this basis the school is now listed in the Council's fixed asset register at nil value. The value written out of the Council balance sheet in 2018/19 for schools transferring was £71.32m. The value was significantly larger than 2017/18 due to the increase in number of schools which were previously in Council Ownership transferring and these included 4 Secondary Schools and their associated properties e.g. Sports Centres.

At balance sheet date, Department of Education approval had been granted to two schools to convert to Academy status. One school have converted to Academy School status in early 2019/20 financial year, this School was not in Council Ownership. The remaining schools is in Council freehold ownership, although is included in the 8 Schools above to transfer to Diocese ownership and this transfer will complete prior to the School converting to Academy. The value of the school and associated facilities in the 2018/19 accounts is £1.57m and a revised conversion date is to be confirmed. This is considered as a non-adjusting event after the reporting date.

Depreciation

The following useful lives have been used in the calculation of depreciation:

- Council Dwelling – componentised depreciation basis, using the Planned Programme Approach. The components are depreciated on a straightline basis over their useful life (10-80 years) for Decent Homes Standard; with the residual amount (excluding land) depreciated over 150 years.
- Other Land and Buildings – average 10 to 60 years range.
- Vehicles, Plant, Furniture & Equipment – average 5 years.
- Infrastructure – average 40 years.

Capital Commitments

At 31 March 2019, the Council has entered into a number of contracts for the purchase, construction or enhancement of Property, Plant and Equipment or to provide grant funding to other bodies for a capital purpose in 2019/20 and future years budgeted to cost £30.316m. Similar commitments at 31 March 2018 were £43.313m. The major commitments were:

- Rural Broadband - £7.944m.
- Highways & Transport schemes - £14.350m.
- Tannery Development - £3.826m.

Revaluations

The Council carries out a rolling programme that ensures that all Property, Plant and Equipment required to be measured at current value is revalued at least every three 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, furniture and equipment are held on historic cost basis. The significant assumptions applied in estimating the fair values are:

- That the property is free from any undisclosed onerous burdens, outgoings or restrictions and that good title can be shown.
- That the land and property is not contaminated (including Radon Gas).
- The property and its values are unaffected by any matters which could be revealed by local search or inspection of any register and that the use and occupation of the asset are lawful.
- In valuing the property, plant and machinery have been excluded unless forming part of the structure and normally valued with the building.
- The report does not take account of any liability for taxation which may arise on disposal whether actual or notional, e.g. Capital Gains Tax, or transaction costs, e.g. Stamp Duty.
- Details concerning “title” have been taken from the Council’s Terrier.
- Where there are user rights these have not been considered as having a value because of the inability to transfer such rights.
- In providing Fair Value (Market Value) valuation assumptions have been made as to what is the “highest and best” use of the asset.
- The property has not been discussed with the Planning Authorities and therefore certain assumptions in respect of planning issues have been made in determining

Notes to the Core Financial Statements

values. The assumptions made are based on information on file available to the Valuer when undertaking the Valuation.

- The remaining useful life of each asset has been estimated, these estimates are subject to ongoing planned maintenance programme.

Valuations of Non-Current Assets carried at Current Value

The following statement shows the progress of the Council's rolling programme for the revaluation of Property, Plant and Equipment. The valuations are carried out by the Council's internal valuation unit. The basis of valuation is set out in the Statement of Accounting Policies. All values are stated on a net present value basis.

	Council Dwellings £000	Other Land and Buildings £000	Vehicles, Plant, Furniture & Equipment £000	Surplus Assets £000	Total £000
Carried at Historical Cost	0	0	13,080	0	13,080
Valued at Fair Value as at:					
31-Mar-19	195,138	0	0	0	195,138
01-Apr-18	1,494	219,445	0	344	221,283
01-Apr-17	0	105,882	0	753	106,635
01-Apr-16	0	170,742	0	0	170,742
Total Cost or Valuation	196,632	496,069	13,080	1,097	706,878

In addition the Council has also 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 as valued in previous years is not materially different from their fair value. All other asset classes are unaffected.

In order to perform this exercise the other land and building category was split into the sub-categories with the relevant values detailed in the table below:

	2018/19 £000	2017/18 £000
Schools, Children's Services and other Education Facilities	120,588	187,246
Culture & Heritage Buildings	69,728	66,775
Leisure & Recreation	60,492	49,005
Highways & Car Parks	48,316	50,746
Social Services	36,816	35,718
Administrative Offices	18,255	18,954
Waste Management Site	104,839	96,018
Business / Commercial Sites (including Markets)	15,072	15,499
Housing Services (including Gypsy Sites)	10,657	9,672
Smallholdings	8,924	7,493
Other	2,382	2,220
Total	496,069	539,346

16. INVESTMENT PROPERTIES

Notes to the Core Financial Statements

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.

	2018/19 £000	2017/18 £000
Rental income & service charges from investment property	(1,393)	(1,323)
Direct operating expenses arising from investment property	419	374
Net (gain)/loss	(974)	(949)

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 repairs, maintenance or enhancement.

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

	Long term		Current	
	2018/19 £000	2017/18 £000	2018/19 £000	2017/18 £000
Balance at start of the year	54,845	50,935	0	0
Additions:				
- Subsequent expenditure	48	27	0	0
Disposals:	(48)	(3,500)	0	0
Net gains/(losses) from fair value adjustments	2,861	8,737	0	0
Transfers:				
- To/(from) Property, Plant and Equipment	(3,000)	(1,354)	0	0
- To/(from) Current/Long term	(3,822)	0	3,822	0
Balance at end of the year	50,884	54,845	3,822	0

Fair Value Hierarchy

Details of the Council's investment properties and information about the fair value hierarchy as at 31 March 2019 are as follows:

2018/19	Quoted prices in active markets for identical assets (Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Fair value as at 31 March 2019
Recurring fair value measurements using:	£000	£000	£000	£000
Residential (market rental) properties	0	7,397	0	7,397
Land	0	38,426	0	38,426
Commercial units	4,662	4,221	0	8,883
Total	4,662	50,044	0	54,706

Notes to the Core Financial Statements

2017/18 comparatives	Quoted prices in active markets for identical assets (Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Fair value as at 31 March 2018
Recurring fair value measurements using:	£000	£000	£000	£000
Residential (market rental) properties	0	7,397	0	7,397
Land	0	35,571	0	35,571
Commercial units	4,662	7,215	0	11,877
Total	4,662	50,183	0	54,845

Valuation Techniques used to Determine Level 2 and 3 Fair Values for Investment Properties

Significant Observable Inputs – Level 2

The market approach and the income approach have been used to as the valuation techniques to measure the fair value of Investment Properties.

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

The Income approach has been used mainly in relation to Investment Properties leased on a commercial basis. The income approach is calculated by means of the discounted cash flow method, where the expected cash flows from the properties are discounted to establish the present value of the net income stream. This approach is based on the authorities lease data and data on the local rental market.

Highest and Best Use of Investment Properties

In estimating the fair value of the authority's Investment Properties, the valuations have been on the basis of the highest and best use of the asset. In a small number of instances this differs to their current use, mainly where sites would have a higher value if use for residential development, and it is expected planning permission for these sites would be granted based on existing planning policy. The authority is actively working to bring these sites forward for development, but this process can take a number of years.

Valuation Process for Investment Properties

The fair value of the authority's investment properties are subject to revaluations in accordance with the authority's policy on revaluing non-current assets, undertaken by the authority's internal Estates Department for General Fund assets and Valuation Office Agency for HRA assets. As Investment Properties are valued on a market value basis and hence more volatile to changes in valuation, they are also subject to annual desktop review, to ensure the valuation reflects current value at the balance sheet date.

17. LONG TERM UNQUOTED EQUITY INVESTMENT

The Council held the following unquoted equity investments:

	2018/19 £000	2017/18 £000
Balance at start of the year	52,205	0
Purchases		
Shrewsbury Retail Unit Trusts	181	52,205
Disposals		
Shrewsbury Retail Unit Trusts	(390)	0
Revaluation		
Shrewsbury Retail Unit Trusts	(11,476)	0
Balance at 31 March 2018	40,520	52,205

All of the units in the trusts were previously owned by Standard Life Aberdeen and were sold to the Council on the 24th January 2018. The trust is a registered trust in Jersey and is regulated by the Jersey financial services authority and is also approved by the UK Government as a “Baker trust” for tax purposes.

In order to comply with the rules of the trust a percentage of the units are held by the Council directly and the remaining units are held by SSC NO.1 LTD, a wholly owned subsidiary of the Council.

The trusts are independently controlled by professional trustees who are based in Jersey. They appoint managing agents, collect rents, pay costs and run the trust in the best interests of the unit holders. The trust deed confirms the ability of the Council to remove the trustees and also has the power to remove the majority or all of the investee’s board and therefore has power over the trustee. For this reason the trust will be consolidated into the Council’s financial statements.

In accordance with the trust deeds income and expenditure accrues to the unitholders as it arises and this is recognised in the Council’s financial statements. The investment was revalued as at 31st March 2019 and the resulting revaluation loss has been recognised in the Council’s financial statements.

The wholly owned subsidiary SSC NO.1 LTD is a company incorporated in England and Wales and was incorporated on the 19th January 2018. It has been consolidated in the group accounts. Its issued share capital at the 31st March 2019 was £1, it holds £0.016m in cash and owes the Council £0.516m being the initial value of their share of the total trust assets.

18. CAPITAL EXPENDITURE AND FINANCING

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

Notes to the Core Financial Statements

incurred historically by the Council that has yet to be financed. The CFR is analysed in the second part of this note.

	2018/19 £000	2017/18 £000
Opening Capital Financing Requirement (including PFI & Finance Lease)	476,516	433,988
Capital investment		
Property, Plant and Equipment	35,772	41,774
Investment Properties	0	27
Long Term Investment	(208)	52,205
Intangible Assets	3,494	0
Revenue Expenditure Funded from Capital under Statute	15,958	12,764
Capital Loans	0	527
Sources of finance		
Capital receipts	(3,094)	(10,436)
Capital grants and other contributions	(41,100)	(39,268)
Direct Revenue Financing (Including MRA)	(6,975)	(7,072)
Minimum Revenue Provision	(6,150)	(7,993)
Closing Capital Financing Requirement (including PFI & Finance Lease)	474,213	476,516
Closing Capital Financing Requirement – Supported & Unsupported Borrowing – General Fund	286,214	286,785
Closing Capital Financing Requirement – Supported & Unsupported Borrowing – HRA	84,805	84,595
Closing Capital Financing Requirement – PFI & Finance Lease	103,194	105,136
	474,213	476,516
Explanation of movements in year		
Increase/(decrease) in underlying need to borrow (supported by Government financial assistance)	(2,491)	(7,137)
Increase/(decrease) in underlying need to borrow (unsupported by Government financial assistance)	2,129	51,278
Assets acquired under finance leases	0	0
Assets acquired under PFI contracts	(1,942)	(1,613)
Increase/(decrease) in Capital Financing Requirement	(2,304)	42,528

19. PRIVATE FINANCE INITIATIVE SCHEMES

The Council has two Private Finance Initiative (PFI) schemes: The Quality in Community Services (QICS) PFI, signed on 21 May 2005, and the Waste Services PFI contract, signed on 29 September 2007.

a. The Quality in Community Services PFI Project

On 21 May 2005 the Council entered into a 30 year contract with Integrated Care Solutions (ICS) to supply and maintain six buildings:

- Three Resource Centres
- A Nursing Home
- A Joint Service Centre
- An Intermediate Care Hub

Notes to the Core Financial Statements

The contract was a Private Finance Initiative under the Capital Finance Regulations. The Council was awarded a PFI credit of £20.400m.

b. The Waste Services PFI Project

On 29 September 2007, the former Shropshire County Council, in its capacity as Contracting Authority for the former Shropshire Waste Partnership, entered into a 27 year waste contract with Veolia ES Shropshire Limited. Services under the contract commenced on 1 October 2007. On 20 October 2008 Shrewsbury & Atcham Borough Council joined the Partnership and the contract with Veolia for the remaining 26 years.

The contract is a Private Finance Initiative (PFI) contract and is part funded by £40.800m of PFI credits which are paid as an annual PFI grant.

There are two separable elements to the contract: a collection and recycling element and a waste treatment services element.

The collection and recycling element comprises the kerbside collections of recycling and waste, the operation of the Integrated Waste Management Facilities (comprising the household recycling centres and transfer stations) and waste treatment and disposal other than the operation of the Energy Recovery Facility. The contract is an output based contract but proposed waste infrastructure that will be used to deliver services under this element of the contract includes upgrades of the existing Craven Arms and Whitchurch recycling facilities, the development of Integrated Waste Management Facilities to service the Oswestry and Bridgnorth areas and the development of an In Vessel Composting Facility.

Two broad groups of assets are being provided under the Waste Services PFI contract:

- Vehicles and waste receptacles used to deliver the day to day waste service.
- Assets to be constructed under the contract to deliver improved recycling and diversion performance.

The value of assets held and liabilities resulting from the QICS and Waste PFI contract at each balance sheet date since the commencement of the contract and an analysis of the movements are shown below:

	QICS PFI		Waste PFI	
	Year Ended 31/03/19 £000	Year Ended 31/03/18 £000	Year Ended 31/03/19 £000	Year Ended 31/03/18 £000
Non-Current Assets – Land & Buildings				
Balance Brought Forward	16,934	13,159	92,464	95,890
- Depreciation in Period	(353)	(353)	(3,909)	(3,428)
- Additions	0	0	0	62
- Revaluation/Impairment	0	4,128	12,994	(60)
- Derecognition	0	0	0	0
Balance Carried Forward	16,581	16,934	101,549	92,464
Non-Current Assets – Vehicles, Plant & Equipment				
Balance Brought Forward	0	0	9,266	9,293
- Depreciation in Period	0	0	(1,945)	(1,972)
- Additions	0	0	2,087	2,052
- Derecognition	0	0	(10)	(107)
Balance Carried Forward	0	0	9,398	9,266

Notes to the Core Financial Statements

	QICS PFI		Waste PFI	
	Year Ended	Year Ended	Year Ended	Year Ended
	31/03/19	31/03/18	31/03/19	31/03/18
	£000	£000	£000	£000
Prepayments				
Balance Brought Forward	0	0	9,385	12,828
- Planned Capital Expenditure	0	0	(173)	(3,443)
Balance Carried Forward	0	0	9,212	9,385
Finance Lease Liability				
Balance Brought Forward	(12,329)	(12,586)	(102,192)	(106,991)
- Additions	0	0	0	(60)
- Early Lifecycle	0	0	0	(514)
- Repayment of Principal	283	257	1,832	5,373
Balance Carried Forward	(12,046)	(12,329)	(100,360)	(102,192)

Details of Payments due to be made under PFI contracts

Year	Service Charges *	Principal	Interest #	Total Unitary Charge Payment
	£000	£000	£000	£000
Amounts Falling Due Within One Year	21,353	4,551	11,775	37,679
Amounts Falling Due Within 2 – 5 Years	95,295	16,523	42,667	154,485
Amounts Falling Due Within 6 – 10 Years	132,125	20,854	51,805	204,784
Amounts Falling Due Within 11 – 15 Years	157,718	30,392	41,818	229,928
Amounts Falling Due Within 16 – 20 Years	167,199	45,859	33,977	247,035
Amounts Falling Due Within 21 – 25 Years	0	0	0	0

* comprised of operating costs and lifecycle costs

comprised of finance lease interest and contingent rental

20. LEASES

Authority as a Lessee

Finance Leases

The Council has two PFI projects: the Quality in Community Services (QICS) PFI and the Waste Services PFI. The Council pays an annual unitary charge (in monthly instalments) to the contractor for the assets and services provided under each PFI contract. This annual unitary charge is comprised of two basic elements: a service element, which is expensed as incurred, and a construction element, which is accounted for as if it were a finance lease.

The assets acquired under these leases are carried as Buildings and Vehicles, Plant and Equipment in the Balance Sheet at the following amounts:

	31 March 2019 £000	31 March 2018 £000
Buildings	118,130	109,398
Vehicles, Plant and Equipment (PFI)	9,398	9,266
Total	127,528	118,664

Notes to the Core Financial Statements

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

	31 March 2019 £000	31 March 2018 £000
Finance lease liabilities (NPV of minimum lease payments)	118,179	120,295
Finance costs payable in future years	182,042	191,325
Minimum lease payments	300,221	311,620

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

	Minimum Lease Payments		Finance Lease Liabilities	
	31 March 2019 £000	31 March 2018 £000	31 March 2019 £000	31 March 2018 £000
Not later than one year	16,326	16,763	4,551	5,572
Later than one year and not later than five years	59,190	63,098	16,523	17,798
Later than five years	224,705	231,759	97,105	96,925
Total	300,221	311,620	118,179	120,295

The finance lease liabilities recognised on the balance sheet as “Deferred Liabilities” totals £112.406m. The analysis of the deferred liability is detailed below. Further details of the QICS and Waste PFI lease values are detailed in Note 19 Private Finance Initiative Schemes.

	QICS £000	Waste £000	Total £000
Lease liability (due within 1 year)	(309)	(4,242)	(4,551)
Lease liability (due after 1 year)	(11,737)	(96,118)	(107,855)
Total	(12,046)	(100,360)	(112,406)

Operating Leases

The Council has acquired vehicles and equipment by entering into operating leases, with typical lease lengths of three to seven years. The Council also has a number of land and buildings that are held under operating leases.

The minimum lease payments due for the following financial year under non-cancellable leases committed at 31 March under operating leases years are:

	31 March 2019 £000	31 March 2018 £000
Expiring not later than one year	282	17
Expiring later than one year and not later than five years	425	553
Expiring later than five years	366	369
Total	1,073	939

Notes to the Core Financial Statements

The expenditure charged in the Comprehensive Income and Expenditure Statement during the year in relation to these leases was:

	31 March 2019 £000	31 March 2018 £000
Lease payments	1,221	1,225
Sub Lease receivable	0	0
Total	1,221	1,225

Authority as Lessor

Operating Leases

The Council leases out property under operating leases for a variety of purposes, including:

- For the provision of community services.
- For economic development purposes to provide suitable affordable accommodation for local businesses.
- For income generation as Investment Properties.

The minimum lease payments due under non-cancellable leases committed at 31 March under operating leases years are:

	31 March 2019 £000	31 March 2018 £000
Expiring not later than one year	1,268	348
Expiring later than one year and not later than five years	445	313
Expiring later than five years	1,021	1,638
Total	2,734	2,299

21. FINANCIAL INSTRUMENTS

Categories of Financial Instruments

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

Financial Assets	Long term				Current				Total	
	Investments		Debtors		Investments		Debtors			
	31-Mar-19 £000	31-Mar-18 £000	31-Mar-19 £000	31-Mar-18 £000	31-Mar-19 £000	31-Mar-18 £000	31-Mar-19 £000	31-Mar-18 £000	31-Mar-19 £000	31-Mar-18 £000
Fair value through profit or loss										
Long Term Equity Instruments	40,520	52,205	0	0	0	0	0	0	40,520	52,205
Amortised cost										
Investment	400	400	19,564	20,227	64,910	47,921	29,330	32,685	114,204	101,233

Notes to the Core Financial Statements

Financial Assets	Long term				Current				Total	
	Investments		Debtors		Investments		Debtors			
	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Cash and Cash Equivalents	0	0	0	0	63,710	47,042	0	0	63,710	47,042
Total financial assets	40,920	52,605	19,564	20,227	128,620	94,963	29,330	32,685	218,434	200,480
Non-financial assets	0	0	0	0	0	0	26,613	27,601	26,613	27,601
Total	40,920	52,605	19,564	20,227	128,620	94,963	55,943	60,286	245,047	228,081

Financial Liabilities	Long term				Current				Total	
	Borrowings		Creditors		Borrowings		Creditors			
	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18	31-Mar-19	31-Mar-18
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Amortised cost										
Principal	(307,568)	(311,568)	(661)	(672)	(8,866)	(6,427)	(57,297)	(50,555)	(374,392)	(369,222)
Loans accrued interest	0	0	0	0	(2,007)	(2,030)	0	0	(2,007)	(2,030)
Bank Overdraft	0	0	0	0	0	0	(7,005)	(14,625)	(7,005)	(14,625)
PFI and Finance lease liabilities	(112,406)	(114,521)	0	0	0	0	0	0	(112,406)	(114,521)
Total Financial Liabilities	(419,974)	(426,089)	(661)	(672)	(10,873)	(8,457)	(64,302)	(65,180)	(495,810)	(500,398)
Non financial liabilities	0	0	0	0	0	0	(19,104)	(16,406)	(19,104)	(16,406)
Total	(419,974)	(426,089)	(661)	(672)	(10,873)	(8,457)	(83,406)	(81,586)	(514,914)	(516,804)

The debtors figure included in the balance sheet includes payments in advance from individuals and organisations and transactions relating to Council Tax and Business Rates which are not considered to be financial instruments, therefore these prepayments have been excluded above. Similarly the creditors figure also includes transactions relating to Council Tax and Business Rates and receipts in advance which are not a financial instrument, therefore these have been excluded above. A reconciliation of the Financial Instrument figures to the Balance Sheet is provided below:

	31-Mar-19 £000	31-Mar-18 £000
Debtors:		
Financial assets carried at contract amounts as per Financial Instruments	29,330	32,685
Debtors that are not financial instruments	26,613	27,601
Total Debtors as per Balance Sheet	55,943	60,286

Notes to the Core Financial Statements

	31-Mar-19 £000	31-Mar-18 £000
Creditors:		
Financial liabilities carried at contract amount as per Financial Instruments	(57,297)	(50,555)
Creditors that are not financial instruments	(19,104)	(16,406)
Total Creditors as per Balance Sheet	(76,401)	(66,961)

Soft Loans

Small Business Loans

Shropshire Council has entered into two legal contracts with MRRT Ltd to provide funding to MRRT Ltd to be used to provide small business loans. As at the balance sheet date a total of £0.750m has been loaned to MRRT Ltd.

Valuation Assumptions

The interest rate at which the fair value of this soft loan has been made is based on the PWLB rate at point at which the loan payment is made to MRRT Ltd plus 0.5% for the Council's transactional costs.

Other Soft Loans

Following a review in this area it has been identified that interest free loans with a nominal value of £2.315m are advanced to clients receiving residential/nursing care, who following assessment, are required to pay the full cost of their care. As all of the clients funds are tied up in the property they own, a legal charge is made against the property and when the property is sold the outstanding debts are cleared and the legal charge removed.

In addition, clients who are required to make adaptations to their homes to maintain their independence are also given interest free loans, the nominal value of these loans is £0.304m. A legal charge is again placed against the property and when the property is sold the amount of the loan is repaid and the legal charge removed.

The deferred charges loans are part of the Charging Residential Accommodation Guide (CRAG) assessment and the adaptation loans are part of Disabled Facilities Grant legislation, which means they are part of national agreements. These loans are not part of the Councils internal policies and therefore are not classified as soft loans.

Notes to the Core Financial Statements

Income, Expense, Gains and Losses

	2018/19		2017/18	
	Surplus or Deficit on the Provision of Services £000	Other Comprehensive Income and Expenditure £000	Surplus or Deficit on the Provision of Services £000	Other Comprehensive Income and Expenditure £000
Net gains/losses on:				
Financial assets measured at fair value through profit or loss	(11,476)	0	0	0
Financial assets measured at amortised cost	0	0	0	0
Investments in equity instruments designated at fair value through other comprehensive income	0	0	0	0
Financial assets measured at fair value through profit or loss	0	0	0	0
Financial liabilities measured at fair value through profit or loss	0	0	0	0
Financial liabilities measured at amortised cost	0	0	0	0
Total net gains/losses	(11,476)	0	0	0
Interest revenue:				
Financial assets measured at amortised cost	(1,920)	0	(1,733)	0
Other financial assets measured at fair value through other comprehensive income	0	0	0	0
Total interest revenue	(1,920)	0	(1,733)	0
Interest expense				
Interest Expense	26,003	0	26,603	0

The Fair Values of Financial Assets and Financial Liabilities that are not Measured at Fair Value (but for which Fair Value Disclosures are Required)

Except for the financial assets carried at fair value, all other financial liabilities and financial assets held by the Council are carried in the Balance Sheets at amortised cost. The fair values calculated are as follows.

Financial Liabilities	31 March 2019		31 March 2018	
	Carrying amount £000	Fair value £000	Carrying amount £000	Fair value £000
Financial liabilities held at amortised cost				
- Loans/Borrowings	311,568	424,658	317,968	423,803
- PFI and finance lease liabilities	112,406	218,834	114,521	220,468

The fair value of borrowings is 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

Notes to the Core Financial Statements

prevailing rates at the Balance Sheet date. This shows a notional future loss arising from a commitment to pay interest to lenders above current market rates.

Financial Assets	31 March 2019		31 March 2018	
	Carrying amount £000	Fair value £000	Carrying amount £000	Fair value £000
Financial assets held at amortised cost				
Loans and receivables:				
Cash	35,500	35,500	35,500	35,500
Fixed Term Deposits	83,000	83,376	40,000	40,056
Money Market Funds	8,210	8,210	16,420	16,420
Short term investments	1,910	1,910	2,921	2,921
Long term debtors	19,564	19,564	20,227	20,227
Long term investments	43,820	43,820	52,605	52,605

The fair value of the assets is higher than the carrying amount because the Council's portfolio of investments includes a number of fixed rate loans where the interest rate receivable is higher than the rates available for similar loans at the Balance Sheet date. This shows a notional future gain (based on economic conditions at 31 March 2019) attributable to the commitment to receive interest above current market rates.

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

Fair value hierarchy for financial assets and financial liabilities that are not measured at fair value

	31-Mar-19			Total
	Quoted prices in active markets for identical assets(Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	
Recurring fair value measurements using:	£000	£000	£000	£000
Financial liabilities				
Financial liabilities held at amortised cost:				
Loans/borrowings	0	424,658	0	424,658
PFI and finance lease liabilities	0	218,834	0	218,834
Total	0	643,492	0	643,492
Financial assets				
Loans and receivables:				
Soft loans to third parties	0	0	750	750
Other loans and receivables	0	127,086	0	127,086
Total	0	127,086	750	127,836

Notes to the Core Financial Statements

	Quoted prices in active markets for identical assets (Level 1)	31-Mar-18 Other significant observable inputs (Level 2)	Comparative Year Significant unobservable inputs (Level 3)	Total
Recurring fair value measurements using:	£000	£000	£000	£000
Financial liabilities				
Financial liabilities held at amortised cost:				
Long term creditors	0	423,803	0	423,803
PFI and finance lease liabilities	0	220,468	0	220,468
Total	0	644,271	0	644,271
Financial assets				
Loans and receivables:				
Soft loans to third parties	0	0	750	750
Other loans and receivables	0	91,976	0	91,976
Total	0	91,976	750	92,726

The fair value for financial liabilities and financial assets that are not measured at fair value included in levels 2 and 3 in the table above have been arrived at using a discounted cash flow analysis with the most significant inputs being the discount rate.

The fair value for financial liabilities and financial assets that are not measured at fair value can be assessed by calculating the present value of the cash flows that will take place over the remaining term of the instruments, using the following assumptions.

Financial Assets	Financial Liabilities
No early repayment or impairment is recognised	No early repayment is recognised
Estimated ranges of interest rates at 31 March 2019 of 0.5% to 1.08% for loans receivable, based on new lending rates for equivalent loans at that date	Estimated ranges of interest rates at 31 March 2019 of 1.48% to 2.4% for loans payable, based on new lending rates for equivalent loans at that date
The fair value of trade and other receivables is taken to be the invoiced or billed amount	

22. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

The identification, understanding and management of risk are, by necessity, a major part of the Council's treasury management activities. The Council's overall risk management procedures focus on the unpredictability of financial markets, and are structured to implement suitable controls to minimise these risks. The procedures for risk management require the Council to manage risk in the following ways:

- By formally adopting the requirements of the CIPFA Treasury Management Code of Practice;
- By the adoption of a Treasury Policy Statement and treasury management clauses;
- By approving annually in advance prudential and treasury indicators for the following three years;
- By approving an investment strategy for the forthcoming year.

Notes to the Core Financial Statements

To avoid the Council suffering loss as a result of its treasury management activities a number of risk management procedures have been put in place.

These procedures are based on the concept that firstly security of principal is paramount, secondly that there is a need to maintain liquidity and finally earning a rate of return commensurate with the first two concepts.

Credit Risk Exposure

Credit and counterparty risk is the failure by a third party to meet its contractual obligations under an investment, loan or other commitment, especially due to deterioration in its creditworthiness.

As a holder of public funds, Shropshire Council regards it a prime objective of its treasury management activities to be the security of the principal sums it invests. The enhancement of returns is a secondary consideration to the reduction or minimisation of risk. Accordingly, the Council ensures that its counterparty lists and limits reflect a prudent attitude towards organisations with whom funds may be deposited.

The main criteria for determining the suitability of investment counterparties is outlined in the Council's creditworthiness policy which is approved as part of the Annual Investment Strategy. The Council's lending list is reviewed continuously in conjunction with its treasury advisor and formally updated monthly. Additions to, and deletions from, the list are approved by the Section 151 Officer.

The total permitted investment in any one organisation at any one time varies with the strength of the individual credit rating. For the highest rating the maximum amount is currently limited to £20.000m.

The analysis below summarises the Council's potential maximum exposure to credit risk, based on the experience of default, adjusted to reflect current market conditions.

	Amount deposited at 31 March 2019	Historical experience of default	Historical experience adjusted for market conditions at 31 March 2019	Estimated maximum exposure to default and uncollectability at 31 March 2019	Estimated maximum exposure at 31 March 2019
	£000	%	%	%	£000
	A	B	C	(AxC)	
Loans and receivables held with counterparties having a default rating of:					
AAA	8,210	0.00	0.00	0	0
AA	20,000	0.02	0.00	0	0
A	65,500	0.05	0.09	0	6
BBB	0	0.16	0.00	0	0
Other Local Authorities	33,000	0.00	0.00	0	0
Debtors (Customers)	22,037	Local Experience	Local Experience	Local Experience	Local Experience

Notes to the Core Financial Statements

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 generally allows its customers 30 days credit. Of the £22.037m outstanding from customers £11.746m is past its due date for payment. This amount past due date is analysed by age as follows:

Age of Debt	2018/19 £000	2017/18 £000
Less than 3 months overdue	2,675	3,542
3 to 6 months overdue	1,563	1,465
6 months to 1 year overdue	2,353	1,412
More than 1 year overdue	5,155	4,762
	11,746	11,181

Liquidity Risk Exposure

Liquidity risk is the risk that cash is not available when required. This can jeopardise the ability of the Council to carry out its functions or disrupt those functions being carried out in the most cost effective manner. The Council therefore has sufficient standby facilities to ensure that there is always sufficient liquidity to deal with unexpected circumstances.

As the Council has ready access to borrowings from the money markets to cover any day to day cash flow need, and the Public Works Loan Board and money markets for access to longer term funds, there is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments. Instead, the risk is that the Council will be bound to replenish a significant proportion of its borrowings at a time of unfavourably high interest rates. The Council's strategy therefore is to ensure that no more than 15% of loans mature in any one financial year.

In addition, all of the Council's short term liquidity requirements can be satisfied through short term borrowing and bank overdraft facilities.

The maturity analysis of financial liabilities is as follows:

Age of Debt	2018/19 £000	2017/18 £000
Less than 1 year	4,000	6,400
Between 1 and 2 years	16,000	4,000
Between 2 and 5 years	6,100	16,000
Between 5 and 10 years	13,500	6,600
More than ten years	271,968	284,968
	311,568	317,968

Interest Rate Risk

Interest rate risk is the risk that unexpected changes in interest rates expose the Council to greater costs or a shortfall in income than have been budgeted for. The Council minimises this risk by seeking expert advice on forecasts on interest rates from its Treasury Management consultants, and agreeing with them the strategy for the forthcoming year for the investment

Notes to the Core Financial Statements

and debt portfolios. Movement of actual interest rates against these expectations is monitored continuously with advice from our treasury advisor.

The Annual Treasury Management Strategy draws together the Council's prudential and treasury indicators and its expected treasury operations, including an expectation of interest rate movements. Interest rate exposure limits and other prudential limits are set through this Strategy. The limit for variable rate debt is 50% of the total debt portfolio however the Council works to a more prudent level and maximises its exposure to 25%. As borrowings are not carried at fair value, nominal gains and losses on fixed rate borrowings do not impact on the Surplus or Deficit on the Provision of Services or other Comprehensive Income and Expenditure.

As at 31 March 2019 the Council's total outstanding debt (excluding accrued interest) amounted to £316.434m of which none of these loans were at stepped interest rates. Out of this balance £262.368m relates to fixed rate Public Works Loan Board (PWLB) loans, £49.200m relates to Lenders Option Borrower Option (LOBO) market loans, £0.026m relates to temporary loans for voluntary groups, £4.840m relates to loans with other Local Authorities. As the LOBO loans have a call option where the lender can increase the rate of the loan at predetermined dates these loans are classified as variable rate loans. If the lender increases the interest rate on the LOBO loans at the predetermined date then the Council has the option to repay the loan in full thereby offering the potential for the Council to avoid this increase in interest payable.

The majority of the Council's investments are fixed rate deposits however, investments in Call Accounts are classified as variable rate investments. As at the end of March 2019, £28.210m was held in a Call Account.

Price Risk

The Council, excluding the pension fund, does not invest in equity shares or bonds, therefore is not exposed to losses arising from movements in share/bond prices.

Foreign Exchange Risk

The Council has no financial assets or liabilities denominated in foreign currencies therefore the exposure to loss arising from movements in exchange rates is zero.

23. DEBTORS

These are sums of money due to the Council but unpaid at 31 March 2019.

	2018/19 £000	2017/18 £000
Debtors:		
Central Government Bodies	7,627	10,209
Other Local Authorities	1,702	1,937
NHS Bodies	5,461	5,667
Public Corporations and Trading Funds	2	1
Other Entities and Individuals	26,462	25,691
Prepayments	14,689	16,781
	55,943	60,286

24. DEBTORS FOR LOCAL TAXATION

The past due but not impaired amount for local taxation (council tax and non-domestic rates) can be analysed by age as follows:

	2018/19 £000	2017/18 £000
Less than 1 year	4,176	3,660
1 – 2 years	1,740	1,707
2 – 3 years	1,255	1,160
More than 3 years	4,753	4,293
	11,924	10,820

25. CASH AND CASH EQUIVALENTS

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

	31 March 2019 £000	31 March 2018 £000
Bank current accounts	28,730	36,966
Short term deposits with building societies	35,330	10,076
Total Cash and Cash Equivalents	64,060	47,042
Bank Overdraft	(7,005)	(14,625)
Cash Overdrawn	(7,005)	(14,625)

26. CREDITORS

These are amounts owed by the Council for work done, goods received or services rendered which had not been paid by 31 March 2019.

	2018/19 £000	2017/18 £000
Creditors:		
Central Government Bodies	(9,558)	(6,576)
Other Local Authorities	(1,166)	(1,961)
NHS Bodies	(149)	(2,574)
Public Corporations and Trading Funds	0	0
Other Entities and Individuals	(56,482)	(46,403)
Receipts In Advance	(9,046)	(9,448)
	(76,401)	(66,961)

Notes to the Core Financial Statements

27. PROVISIONS

The value of provisions held as at 31 March 2019 are as follows:

	Balance at 31 March 2017 £000	Transfers Out 2017/18 £000	Transfers In 2017/18 £000	Balance at 31 March 2018 £000	Transfers Out 2018/19 £000	Transfers In 2018/19 £000	Balance at 31 March 2019 £000
Short Term Provisions							
Accumulated Absences Account	2,488	0	120	2,608	(2,608)	1,887	1,887
Environmental Maintenance Provision	0	0	578	578	(468)	7	117
Rent Top Up Provision	0	(62)	329	267	(265)	161	163
Total Short Term Provisions	2,488	(62)	1,027	3,453	(3,341)	2,055	2,167
Long Term Provisions							
AWM	224	0	0	224	0	0	224
S106	73	0	0	73	0	0	73
Rent Top Up Provision	0	0	168	168	(166)	0	2
Liability Insurance	3,564	(142)	402	3,824	(8)	186	4,002
NDR Appeals	3,325	(3,667)	3,878	3,536	(3,616)	5,857	5,777
Tenancy Deposit Clawbacks	142	(15)	18	145	(8)	29	166
Total Long Term Provisions	7,328	(3,824)	4,466	7,970	(3,798)	6,072	10,244
Total Provisions	9,816	(3,886)	5,493	11,423	(7,139)	8,127	12,411

28. USABLE RESERVES

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

	31 March 2019 £000	31 March 2018 £000
Usable Capital Receipts Reserve	0	0
Major Repairs Reserve	4,240	4,514
Earmarked Reserves	71,726	69,839
Capital Grants Unapplied Account	34,398	21,426
HRA Balance	9,814	8,225
General Fund Balance	15,536	15,311
Total Usable Reserves	135,714	119,315

Notes to the Core Financial Statements

29. UNUSABLE RESERVES

	31 March 2019 £000	31 March 2018 £000
Revaluation Reserve	164,812	155,077
Capital Adjustment Account	553,330	606,309
Financial Instruments Adjustment Account	(4,317)	(4,638)
Deferred Capital Receipts Reserve	661	687
Pensions Reserve	(497,935)	(434,324)
Collection Fund Adjustment Account	3,091	(288)
Accumulated Absences Account	(1,887)	(2,609)
Total Unusable Reserves	217,756	320,214

Revaluation Reserve

The Revaluation Reserve contains the gains made by the authority 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.

	2018/19 £000	2017/18 £000
Balance at 1 April	155,077	158,153
Upward revaluation of assets	40,416	14,148
Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on the Provision of Services	(1,104)	(1,235)
Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services	39,312	12,913
Difference between fair value depreciation and historical depreciation	(6,404)	(5,909)
Accumulated gains on assets sold or scrapped	(23,173)	(10,080)
Other transfers to the Capital Adjustment Account	0	0
Amount written off to the Capital Adjustment Account	(29,577)	(15,989)
Balance at 31 March	164,812	155,077

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 additions to those assets under statutory provisions. The account is debited with the cost of acquisition, construction or subsequent costs as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure

Notes to the Core Financial Statements

Statement (with reconciling postings from the Revaluation Reserve to convert current and fair value figures to a historical cost basis). The account is credited with the amounts set aside by the authority as finance for the costs of acquisition, construction and subsequent costs.

The Account contains accumulated gains and losses on investment properties and gains recognised on donated assets that have yet to be consumed by the authority.

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 10 provides details of the source of all the transactions posted to the account, apart from those involving the Revaluation Reserve.

	2018/19 £000	2017/18 £000
Balance at 1 April	606,309	594,146
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	(36,886)	(38,522)
- Revaluation losses on Property, Plant and Equipment	(700)	6,189
- Revaluation loss on Long Term Investment	(11,476)	0
- Amortisation of intangible assets	(717)	(91)
- Revenue expenditure funded from capital under statute	(15,958)	(12,764)
- Amounts of non current assets written off on disposal or sale as part of the gain/loss of disposal to the Comprehensive Income and Expenditure Statement	(76,998)	(32,144)
	(142,735)	(77,332)
Adjusting amounts written out of the Revaluation Reserve	29,577	15,989
Net written out amount of the cost of non current assets consumed in the year	(113,158)	(61,343)
Capital financing applied in the year:		
- Use of the Capital Receipts Reserve to finance new capital expenditure	3,094	10,436
- Use of the Major Repairs Reserve to finance new capital expenditure	4,253	1,849
- Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	39,009	39,104
- Application of grants to capital financing from the Capital Grants Unapplied Account	2,091	164
- Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	6,150	7,993
- Capital expenditure charged against the General Fund and HRA balances	2,722	5,223
	57,319	64,769
Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	2,860	8,737
Balance at 31 March	553,330	606,309

Notes to the Core Financial Statements

Financial Instruments Adjustment Account

The Financial Instruments Adjustment Account absorbs the timing difference arising from the different arrangements for accounting for income and expenses relating to certain financial instruments and for bearing losses or benefitting 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.

	2018/19 £000	2017/18 £000
Balance at 1 April	(4,638)	(4,964)
Proportion of premiums incurred in previous financial years to be charged against the General Fund Balance in accordance with statutory requirements.	315	315
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	6	11
Balance at 31 March	(4,317)	(4,638)

Deferred Capital Receipts Reserve

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

	2018/19 £000	2017/18 £000
Balance at 1 April	687	715
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	0	0
Transfer to the Capital Receipts Reserve upon receipt of cash	(26)	(28)
Balance at 31 March	661	687

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 authority 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

Notes to the Core Financial Statements

benefits earned to be financed as the authority makes employer's contributions to pension funds or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the authority has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.

	2018/19 £000	2017/18 £000
Balance at 1 April	(434,324)	(461,828)
Opening balance amendment	0	(707)
Remeasurements of the net defined benefit liability/(asset)	(56,992)	40,500
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	(29,523)	(34,171)
Employer's pension contributions and direct payments to pensioners payable in the year	22,904	21,882
Balance at 31 March	(497,935)	(434,324)

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

	2018/19 £000	2017/18 £000
Balance at 1 April	(288)	4,561
Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non-domestic rates income calculated for the year in accordance with statutory requirements	3,379	(4,849)
Balance at 31 March	3,091	(288)

Accumulated Absences Account

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

	2018/19 £000	2017/18 £000
Balance at 1 April	(2,609)	(2,488)
Settlement or cancellation of accrual made at the end of the preceding year	2,609	2,488
Amounts accrued at the end of the current year	(1,887)	(2,609)

Notes to the Core Financial Statements

	2018/19 £000	2017/18 £000
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	722	(121)
Balance at 31 March	(1,887)	(2,609)

30. CASH FLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

	2018/19 £000	2017/18 £000
Interest received	(1,641)	(1,874)
Interest paid	25,998	26,643
Dividends received	(14)	0

The surplus or deficit on the provision of services has been adjusted for the following non-cash movements.

	2018/19 £000	2017/18 £000
Depreciation	36,886	38,522
Impairment and downward valuations	700	(6,189)
Amortisation	717	91
Impairment losses on Investments debited to surplus or deficit on the provision of services in year	11,476	0
Increase/Decrease in Interest Creditors	5	(41)
Increase/Decrease in Creditors	(4,253)	8,090
Increase/Decrease in Interest and Dividend Debtors	(279)	141
Increase/Decrease in Debtors	6,447	(4,960)
Increase/Decrease in Inventories	(220)	326
Pension Liability	13,993	(2,399)
Contributions to/(from) Provisions	988	1,608
Carrying amount of non-current assets sold	76,356	31,498
Movement in Investment Property Values	(2,860)	(8,737)
Non cash adjustments	139,956	57,950

The Surplus or Deficit on the Provision of Services has been adjusted for the following items that are investing and financing activities:

	2018/19 £000	2017/18 £000
Carrying amount of short and long term investment sold	(16,319)	11,465
Capital Grants credited to surplus or deficit on the provision of services	(54,072)	(49,121)
Proceeds from the sale of property plant and equipment, investment property and intangible assets	(3,690)	(11,041)
Non cash adjustments	(74,081)	(48,697)

Notes to the Core Financial Statements

31. CASH FLOW STATEMENT – INVESTING ACTIVITIES

	2018/19 £000	2017/18 £000
Purchase of property, plant and equipment, investment property and intangible assets	32,117	46,003
Purchase of short term and long term investments	182	52,732
Other payments for investing activities	563	605
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(2,334)	(28)
Other receipts from investing activities*	(56,799)	(59,571)
Net cash flows from investing activities	(26,272)	39,741

* This includes capital grants received in year.

32. CASH FLOW STATEMENT – FINANCING ACTIVITIES

	2018/19 £000	2017/18 £000
Cash receipts of short and long-term borrowing	(4,840)	0
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on balance sheet PFI contracts	1,601	3,746
Repayments of short and long term borrowing	6,411	6,012
Other payments for financing activities*	(4,042)	4,417
Net cash flows from financing activities	(870)	14,175

* Represents change in value of NNDR debtor/creditor

33. RECONCILIATION OF LIABILITIES ARISING FROM FINANCING ACTIVITIES

	2018/19 1 April £000	Financing cash flows £000	Acquisition £000	Non-cash changes Other non- cash changes £000	2018/19 31 March £000
Long-term borrowings	311,568	0	0	(4,000)	307,568
Short-term borrowings					
- Lease liabilities	8,457	(1,584)	0	4,000	10,873
- On balance sheet PFI liabilities	114,521	(1,601)	0	(514)	112,406
Total liabilities from financing activities	434,546	(3,185)	0	(514)	430,847

	2017/18 1 April £000	Financing cash flows £000	Acquisition £000	Non-cash changes Other non- cash changes £000	2017/18 31 March £000
Long-term borrowings	317,568	0	0	(6,000)	311,568
Short-term borrowings					
- Lease liabilities	8,482	(6,025)	0	6,000	8,457
- On balance sheet PFI liabilities	119,577	(3,746)	0	(1,310)	114,521
Total liabilities from financing activities	445,627	(9,771)	0	(1,310)	434,546

Notes to the Core Financial Statements

34. TRADING OPERATIONS

The Council has 19 trading units where the service manager is required to operate in a commercial environment and balance their budget by generating income from other parts of the Council or other organisations. Details of these units with a turnover of greater than £5m in 2018/19 are as follows:

		2018/19		2017/18	
		£000	£000	£000	£000
Shire Services operates as a trading organisation within the Council, delivering catering and cleaning services. Shire Services provides catering services to schools in Shropshire, Worcestershire, Herefordshire, Telford and North Wales, as well as to a range of non-school sites in Shropshire. Cleaning services are provided to schools and other Council premises in Shropshire, including the Area Headquarters.	Turnover	(15,239)		(15,335)	
	Expenditure	15,799		16,005	
	(Surplus)/ Deficit		560		670
The consolidated results of the other 17 of the Council's 19 trading units are	Turnover	(38,024)		(34,446)	
	Expenditure	37,488		33,692	
	(Surplus)/ Deficit		(536)		(754)
Net Surplus on Trading Activities			24		(84)

35. MEMBERS' ALLOWANCES

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

	2018/19	2017/18
	£000	£000
Basic Allowances	850	851
Special Responsibility Allowances	285	281
Expenses	59	51
Total	1,194	1,183

36. OFFICERS' REMUNERATION

The remuneration paid to the Council's senior employees is as follows:

Post Holder Information		Salary	Expense Allowances	Total excl. pension contributions	Employers Pension contributions	Total incl. pension contributions
(Post Title & Name)						
Chief Executive	2018/19	£140,278	£0	£140,278	£20,761	£161,039
	2017/18	£128,496	£0	£128,496	£19,017	£147,513
Director of Adult Services	2018/19	£116,474	£0	£116,474	£17,238	£133,712
	2017/18	£100,928	£0	£100,928	£14,937	£115,865

Notes to the Core Financial Statements

Post Holder Information (Post Title & Name)		Salary	Expense Allowances	Total excl. pension contributions	Employers Pension contributions	Total incl. pension contributions
Director of Children's Services	2018/19	£116,474	£0	£116,474	£17,238	£133,712
	2017/18	£100,928	£0	£100,928	£14,937	£115,865
Director of Place & Enterprise (left post 29 th April 2018)	2018/19	£8,130	£0	£8,130	£1,203	£9,333
	2017/18	£100,928	£0	£100,928	£14,937	£115,865
Director of Place (started post 1 st October 2018)	2018/19	£65,000	£0	£65,000	£0	£65,000
	2017/18	£0	£0	£0	£0	£0
Director of Public Health (left post 31 st March 2019) [^]	2018/19	£104,489	£0	£104,489	£15,026	£119,515
	2017/18	£102,440	£0	£102,440	£14,731	£117,171
Director of Legal and Democratic Services, Monitoring Officer	2018/19	£105,597	£0	£105,597	£15,628	£121,225
	2017/18	£99,503	£0	£99,503	£14,726	£114,229
Director of Finance, Governance & Assurance, S151 Officer ^o	2018/19	£105,597	£0	£105,597	£15,628	£121,225
	2017/18	£99,503	£0	£99,503	£14,726	£114,229
Director of Workforce & Transformation	2018/19	£105,044	£0	£105,044	£15,547	£120,591
	2017/18	£88,420	£0	£88,420	£13,086	£101,506

[^] An element of the total remuneration paid to the Director of Public Health was recharged to Herefordshire Council (£35,500) to reflect the shared arrangement for the Director of Public Health role up until October 2017.

^o An element of the total remuneration paid to the Director of Finance, Governance & Assurance is recharged to Shropshire County Pension Fund (£6,500), Shropshire & Wrekin Fire Authority (£15,700), West Mercia Energy (£4,365), and Marches LEP (£5,465) to reflect the various treasurer roles undertaken within those organisations.

The numbers of officers whose remuneration exceeded £50,000 is analysed into bands of £5,000 as follows. The remuneration disclosed below includes salary costs, expense allowances and claims for reimbursement of expenses:

Salaried Remuneration Band £	2018/19 No. of Employees	2017/18 No. of Employees
50,000 – 54,999	55	61
55,000 – 59,999	36	39
60,000 – 64,999	35	28
65,000 – 69,999	14	12
70,000 – 74,999	7	3
75,000 – 79,999	8	5
80,000 – 84,999	2	5
85,000 – 89,999	0	6
90,000 – 94,999	6	2
95,000 – 99,999	1	1
100,000 – 104,999	0	0
105,000 and above	1	1

The numbers of exit packages with total cost per band and total cost of the exit packages, including redundancy payments, pension strain and unpaid leave are set out in the table below. The figures disclosed include exit packages for schools and the Council.

Notes to the Core Financial Statements

	No. of compulsory redundancies		No. of other departures agreed		Total no of exit packages by cost band		Total cost of exit packages in each band £000	
	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18
£0 - £20,000	22	33	41	84	63	117	455	665
£20,001 - £40,000	2	5	17	13	19	18	518	475
£40,001 +	4	2	16	8	20	10	1,751	573
	28	40	74	105	102	145	2,724	1,713

37. 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 provided by the Council's external auditors:

	2018/19 £000	2017/18 £000
Fees payable to external audit with regard to external audit services carried out by the appointed auditor	103	134
Fees payable to external audit for the certification of grant claims and returns	13	11
Fees payable in respect of other services provided by the external audit during the year	8	8
Total	124	153

38. DEDICATED SCHOOLS GRANT

The Council's expenditure on schools is funded primarily by grant monies provided by the Department for Education (DfE), the Dedicated Schools Grant (DSG). DSG is ringfenced and can only be applied to meet expenditure properly included in the Schools' Budget. 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 school.

Details of the deployment of DSG for 2018/19 are as follows:

	Central Expenditure £000	ISB £000	Total £000
Final DSG for 2018/9 before Academy recoupment	40,872	161,033	201,905
Central provision with Schools and De-delegated Budgets	3,765	(3,765)	
Early Years Maintained Settings included in ISB on S251	(1,787)	1,787	
Re-Allocation of High Needs to ISB	784	(784)	
High Needs Commissioned Places	(6,377)	6,377	
High Needs Recoupment		(4,808)	(4,808)
Academy figure recouped for 2018/19		(82,476)	(82,476)
Total DSG after Academy recoupment for 2018/19	37,257	77,364	114,621
Plus: Brought forward from 2017/18	1,222	(690)	532

Notes to the Core Financial Statements

Less: Carry forward to 2019/20 agreed in advance

Agreed initial budgeted distribution in 2018/19	38,479	76,674	115,153
In year adjustments		161	161
Final budgeted distribution in 2018/19	38,479	76,835	115,314
Less: Actual central expenditure	(37,123)		(37,123)
Less: Actual ISB deployed to schools		(76,404)	(76,404)
Early Years PVI included in ISB on S251		(1,787)	(1,787)
Plus: Local authority contribution for 2018/19			
Carry forward to 2019/20	1,356	(1,356)	0

39. GRANT INCOME

The Council credited the following grants and contributions to the Comprehensive Income and Expenditure Statement in 2018/19:

	2018/19 £000	2017/18 £000
Credited to Taxation and Non Specific Grant Income		
Revenue Support Grant	(13,301)	(20,448)
Local Services Support Grant	(252)	(184)
New Homes Bonus	(7,122)	(7,809)
Business Rates Relief Grant	(6,652)	(5,724)
Rural Service Support Grant	(6,614)	(5,308)
Transitional Grant	0	(586)
Capital Grants & contributions	(43,678)	(42,770)
Total	(77,619)	(82,829)
Credited to Services		
DWP Housing Benefit	(58,897)	(62,485)
DWP Housing Benefit & Council Tax Benefit Admin Subsidy	(717)	(1,080)
DCLG Waste PFI	(3,186)	(3,186)
DCLG Social Services PFI	(1,523)	(1,523)
DFE Dedicated Schools Grant	(115,314)	(123,755)
DFE/DE Sixth Forms funding	(1,420)	(1,630)
DFE Pupil Premium Grant	(4,784)	(5,374)
DFE UFSM	(2,425)	(2,540)
DFE PE & Sports	(1,567)	(1,359)
Education Services Grant	0	(612)
Teachers Pay Grant	(446)	0
DfT Bus Services Operators Grant	(655)	(883)
North West Relief Road	0	(789)
Winter Pressure	(1,394)	0
Strengthening Families	(924)	(442)
Resettlement	(508)	(39)

Notes to the Core Financial Statements

	2018/19 £000	2017/18 £000
HO Asylum Seekers	(228)	(577)
Landscape Partnership Scheme	(1)	(599)
DoH Public Health Grant	(12,000)	(12,317)
DCLG/DoH Adult Social Care New Burdens	(871)	(1,400)
Independent Living Fund Grant	(1,559)	(1,610)
Improved Better Care Fund	(8,288)	(6,194)
Other Grants	(4,731)	(4,276)
Capital Grants & contributions	(10,393)	(6,351)
Total	(231,831)	(239,021)

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 will require the monies or property to be returned to the giver. The balances at the year-end are as follows:

	31-Mar-19 £000	31-Mar-18 £000
Current Liabilities		
Grants Receipts in Advance (Capital Grants)		
Department of Transport	(908)	0
Department for Education	(1,312)	(207)
Environment Agency	(259)	(263)
Homes and Communities Agency	(97)	0
Other Grants & Contributions	(90)	(58)
Total	(2,666)	(528)
Grants Receipts in Advance (Revenue Grants)		
EFA Designated Schools Grant	0	(531)
CLG Tackling Troubled Families	(1,043)	(1,160)
Standards Fund	(297)	(330)
SEN Reform	(163)	(411)
Arts Council	(238)	(262)
CLG Social Services PFI	(210)	(210)
Bus Services Operator Grant	0	(142)
School Improvement Monitoring & Brokering Grant	(242)	0
Other Grants	(987)	(1,019)
Total	(3,180)	(4,065)
TOTAL	(5,846)	(4,593)

40. COMMUNITIES INFRASTRUCTURE LEVY

The Communities Infrastructure Levy (CIL) is a planning charge that is applied to most types of new development within the county. A balance of CIL is being held within Grants Receipts in Advance – Capital and Creditors.

	2018/19	
	£000	£000
Opening Balance April		(17,251)
Receipts received in 2018/19	(8,112)	
Expenditure incurred in 2018/19	2,263	
Closing Balance		(23,100)
Closing Balance allocated to:		
Neighbourhood Fund	(1,602)	
Strategic Fund	(2,222)	
Local Area Fund	(19,276)	
Total		(23,100)

41. PENSION SCHEMES ACCOUNTED FOR AS DEFINED CONTRIBUTION SCHEMES

Teachers employed by the Council are members of the Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education. The scheme is technically a defined benefits scheme. However the Scheme is unfunded and the Department of Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local authorities. The scheme has in excess of 3,700 participating employers and consequently the Council is not able to identify its share of the underlying financial position and performance of the Scheme with sufficient reliability for accounting purposes. For the purposes of this Statement of Accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

In 2018/19, the Council paid £6.417m to Teachers' Pensions in respect of teachers' retirement benefits. The contribution rate for 2018/19 was 16.48%. The figures for 2017/18 were £7.367m and 16.48%. There were no contributions remaining payable at the year end.

Public Health employees previously employed by the NHS are covered by the provisions of the NHS Pensions Scheme. The scheme is an unfunded, defined benefit scheme that covers NHS employers, GP practices and other bodies, allowed under the direction of the Secretary of State, in England and Wales. The scheme is not designed to be run in a way that would enable NHS bodies to identify their share of the underlying scheme assets and liabilities. Therefore, the scheme is accounted for as if it were a defined contribution scheme.

In 2018/19, the Council paid £0.105m to the NHS Pensions Scheme in respect of public health employee retirement benefits, representing 14.4% of pensionable pay. The figures for 2017/18 were £0.117m and 14.4%.

42. DEFINED BENEFIT 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 and to disclose them at the time that employees earn their future entitlement.

The Local Government Pension Scheme, administered by Shropshire Council is a funded defined benefit scheme. This means that the Council and employees pay contributions into a fund, which is invested in accordance with the Local Government Pension Scheme Regulations.

We recognise the cost of retirement benefits in the reported Cost of Services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge we are required to make against council tax is based on the cash payable in the year, so the real cost of retirement benefits is reversed out of the General Fund via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and the General Fund/HRA Balance via the Movement in Reserves Statement during the year.

	Local Government Pension Scheme	
	2018/19	2017/18
	£000	£000
Comprehensive Income and Expenditure Statement		
Cost of Services:		
- current service cost	(26,694)	(27,332)
- past service gain/(cost)	(5,855)	(18)
- curtailment gain/(cost)	13,236	3,769
	(19,313)	(23,581)
Financing and Investment Income and Expenditure:		
- net interest expense	(10,210)	(10,590)
Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services	(29,523)	(34,171)
Other Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement:		
- return on plan assets	20,709	(6,536)
- experience (gain)/loss	(14,365)	0
- actuarial gains and losses arising on changes in demographic assumptions	0	0
- actuarial gains and losses arising on changes in financial assumptions	(63,336)	47,036
Total Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement	(86,515)	6,329
Movement in Reserves Statement		
- reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the Code	29,523	34,171
Actual amount charged against the Fund Balances for pensions in the year:		
- employers' contributions payable to scheme	(22,904)	(21,882)

Notes to the Core Financial Statements

Assets and Liabilities Recognised in the Balance Sheet

	2018/19 £000	2017/18 £000
Present value of the defined benefit obligation	(1,381,812)	(1,278,947)
Fair value of plan assets	891,191	859,311
Net liability arising from defined benefit obligation	(490,621)	(419,636)

Reconciliation of the Movements in the Fair Value of the Scheme Assets

	Local Government Pension Scheme	
	2018/19 £000	2017/18 £000
Opening fair value of scheme assets at 1 April	859,311	855,805
Opening balance amendment		1,362
Interest income	22,755	21,852
Remeasurement gain/(loss):		
Return on plan assets excluding the amount included in the net interest expense	20,709	(6,536)
Contributions from employer	22,904	21,882
Contributions from employees into the scheme	5,238	5,011
Benefits paid	(38,313)	(36,391)
Other	(1,413)	(3,674)
Closing fair value of scheme assets at 31 March	891,191	859,311

Reconciliation of Present Value of the Scheme Liabilities

	Local Government Pension Scheme	
	2018/19 £000	2017/18 £000
Opening balance at 1 April	(1,278,947)	(1,317,633)
Opening balance amendment		(2,069)
Current Service Cost	(26,187)	(26,849)
Interest Cost	(32,965)	(32,442)
Contributions from scheme participants	(5,238)	(5,011)
Remeasurement gain/(loss):		
Experience gains/losses	(14,365)	0
Actuarial gains/losses arising from changes in demographic assumptions	0	0
Actuarial gains/losses arising from changes in financial assumptions	(63,336)	47,036
Other	0	0
Past service costs	(5,855)	(18)
Losses/(gains) on curtailment	(1,842)	(680)
Benefits paid	38,313	36,391
Liabilities extinguished on settlements	15,984	7,640
Lump Sum Deficit Repayment	(7,374)	14,688
Closing balance at 31 March	(1,381,812)	(1,278,947)

Notes to the Core Financial Statements

Local Government Pension Scheme Assets

Assets in the Shropshire County Pension Fund consist of the following categories:

	2018/19 £000	2017/18 £000
Cash and cash equivalents	56,858	17,186
Equity investments:		
UK quoted	60,066	65,051
Global quoted	391,055	389,783
Sub-total equity	451,121	454,834
Bonds:		
Overseas Global Fixed Income	66,394	65,050
PIMCO (Global Absolute return bond fund)	76,642	133,537
Sub-total bonds	143,036	198,587
Property:		
Property funds	47,500	42,450
Sub-total property	47,500	42,450
Alternatives:		
Private Equity	45,985	36,091
Infrastructure	33,776	22,084
Hedge Funds	59,710	58,261
BMO – LDI Manager	32,618	29,818
Property Debt	5,704	0
Insurance Linked Securities	14,883	0
Sub-total alternatives	192,676	146,254
Total assets	891,191	859,311

Basis for Estimating Assets and Liabilities

Liabilities have been assessed on an actuarial basis using the projected unit credit method, an estimate of the pensions that will be payable in future years is dependent on assumptions about mortality rate, salary levels and other variables.

The Council element of the Fund liabilities has been assessed by Mercer Limited, an independent firm of actuaries. Estimates for the Council element of the Fund are based on the latest full valuation of the scheme as at 31 March 2016.

The significant assumptions used by the actuary have been:

Notes to the Core Financial Statements

	Local Government Pension Scheme	
	2018/19	2017/18
Mortality assumptions:		
Longevity at 65 for current pensioners:		
Men	23.2yrs	23.1yrs
Women	26.4yrs	26.3yrs
Longevity at 65 for future pensioners:		
Men	25.4yrs	25.3yrs
Women	28.7yrs	28.6yrs
Rate of inflation	2.2%	2.1%
Rate of increase in salaries	3.7%	3.6%
Rate of increase in pensions	2.3%	2.2%
Rate for discounting scheme liabilities	2.4%	2.6%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all the other assumptions remain constant. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

	Impact on the Defined Benefit Obligation in the Scheme	
	Increase in Assumption £000	Decrease in Assumption £000
Longevity (increase or decrease in 1 year)	1,416,640	1,361,612
Rate of inflation (increase or decrease by 0.1%)	1,412,016	1,366,236
Rate of increase in salaries (increase or decrease by 0.1%)	1,391,283	1,386,969
Rate for discounting scheme liabilities (increase or decrease by 0.1%)	1,366,607	1,411,645

Techniques Employed to Manage Risk

The Shropshire County Pension Fund does not hold an Asset & Liability Matching Strategy however does use other techniques to manage risks within the Fund. The Fund's primary long term risk is that the Fund's assets will fall short of its liabilities (i.e. promised benefits to pay members). Therefore the aim of investment risk management is to minimise the risk of an overall reduction in the value of the Fund and to maximise the opportunity for gains across the whole fund portfolio. The Fund achieves this through asset diversification to reduce exposure to market risk (price, currency and interest rate risk) and credit risk to an acceptable level. In addition, the Fund manages its liquidity risk to ensure there is sufficient liquidity to meet the Fund's forecast cash flows. Further details of the market, credit and liquidity risk management are detailed in Note 16 of the Shropshire County Pension Fund Annual Report.

Notes to the Core Financial Statements

Impact on the Council's Cash Flows

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. The Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 22 years. Funding levels are monitored on an annual basis. The next triennial valuation is due to be completed as at 31 March 2019.

The scheme will need to take account of the national changes to the scheme under the Public Pensions Services Act 2013. Under the Act, the Local Government Pension Scheme in England and Wales and the other main existing public service schemes may not provide benefits in relation to service after 31 March 2014. The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

The Council anticipated to pay £21.560m expected contributions to the scheme in 2019/20.

The weighted average duration of the defined benefit obligation for scheme members is 16 years for 2018/19 (16 years 2017/18).

Early Payment of 3 years LGPS deficit lump sum in April 2017

Every three years the pension scheme undertakes a valuation process which establishes each employer's deficit in respect of previous years and the period over which this is to be repaid. As the full amount is due now each employer (e.g. Shropshire Council) pays the Pension Fund a rate of "interest" for allowing payment over a longer period to compensate the Fund for investment opportunities which it has foregone. At the time of calculating the deficit lump sum amounts (as part of the 2016 valuation) the Council had a total deficit repayment value of £152m, with an agreed 22 year deficit recovery period. Paying in advance of this schedule enables a gross saving to be taken due to the avoidance of these "interest" payments. This saving has been used to assist with the Council's corporate savings targets within the budget. As a result of the early payment there is a difference between the value of the Pensions Reserve and the Pensions Liability held on the Balance Sheet as per the below table.

	31 st March 2019 £000
Balance on Pensions Reserve	497,935
2019/20 Lump Sum Deficit Repayment	(7,314)
Balance on Pensions Liability	490,621

43. 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.

Central Government

Central Government has significant influence over the general operations of the Council, being responsible for the statutory framework within which the Council operates, provides the majority of its funding through the payment of grants and prescribes the terms of many of the transactions that the Council has with other parties. Details of transactions with Government departments appear in other parts of the Statement of Accounts.

Members and Officers

Members of the Council have direct control over the Council's financial and operating policies. Certain senior officers may also be in a position to influence policies, particularly those who form the Council's management team. All Council members and senior officers have been contacted, advising them of their obligations and asking for any declarations of related party transactions to be disclosed. Members are also asked to confirm that their entries in their Disclosure of Pecuniary Interests are correct.

The Council has made payments to a number of outside organisations on which it is represented by members. The total amount of payments to these bodies in 2018/19 was £22.605m compared with £26.891m for 2017/18.

Councillors are often members of other public or charitable organisations in their own capacity, or are employed by organisations that we process transactions with. These relationships are declared within the Members' register. The Council has made payments of £8.954m to organisations where members and senior officers are employed and £0.264m to organisations where members and senior officers occupy positions in their own capacity.

Entities Controlled or Significantly Influenced by the Council

As administrator for the pension fund, the Council has control of the fund within the overall statutory framework. The Council received £1.543m from the pension fund for the costs of administration it provided in 2018/19 compared with £1.168m for 2017/18.

The Council also has group relationships with West Mercia Energy, Shropshire Towns & Rural Housing and IP&E Ltd. Further detail on the type of relationship held with each company is considered in more detail under the Group Accounts section which begins on page 106.

During 2018/19 expenditure of £12.694m and income of £1.262m was incurred between Shropshire Council and Shropshire Towns & Rural Housing Limited. There was a creditor balance of £0.686m and a debtor balance of £0.633m as at 31st March 2019.

Income of £0.014m was incurred between Shropshire Council and IP&E Ltd during 2018/19. There were no creditor or debtor balances as at 31st March 2019.

During 2018/19 Shropshire Council paid West Mercia Energy £4.046m and received a distribution of £0.209m.

Shropshire Council have accounted for expenditure of £4.553m and income of £5.514m in relation to the Jersey Property Unit Trusts.

Notes to the Core Financial Statements

44. SCHOOLS

Transactions of Shropshire Council maintained schools are consolidated in the single entity financial statements.

Expenditure and income relating to these schools is detailed below:

	Expenditure £000	Income £000	Total £000
Primary	66,773	(66,028)	745
Secondary	24,842	(24,070)	772
Special	2,606	(2,738)	(132)
Total	94,221	(92,836)	1,385

The number of Shropshire Council maintained schools in 2018/19 was:

	31st March 2018	31st March 2019
Primary	99	88
Secondary	6	2
Special	2	2
Total	107	92

45. MARCHES LOCAL ENTERPRISE PARTNERSHIP

Shropshire Council, Telford & Wrekin Council and Herefordshire Council are Partners within the Marches Local Enterprise Partnership. The Partnership was launched in 2010 to create conditions for economic vitality and sustainable employment across the regions represented by the 3 Councils.

The Partnership is not a partnership in law, nor a formal decision making body, and does not have the power to bind the three Councils. The accountable body for the Marches LEP is Shropshire Council and all funding and transactions are processed through Shropshire Council's accounts. Shropshire Council's role within these transactions is deemed to be an agent, acting as an intermediary on behalf of the 3 Councils, therefore Shropshire Council accounts do not include the total income and expenditure for the Marches LEP. Instead, each Council within the Marches LEP will include any funding received from the Marches LEP and expenditure incurred in relation to LEP projects within their accounts. Accordingly any cash balances held by Shropshire Council in relation to the LEP is represented by a creditor within the Council's accounts.

Detailed below are the total funding received and expenditure paid out (cash) by Shropshire Council by 31st March in relation to the Marches LEP including the net creditor within Shropshire Council's balance sheet.

Notes to the Core Financial Statements

	2018/19		2017/18
	£000	£000	£000
Opening Creditor 1 April		(11,118)	(9,824)
Funding Received:			
Growth Deal	(8,188)		(9,647)
Growth Hub	(208)		(205)
Core Funding	(500)		(500)
Capacity and Other Project Funding	(204)		(27)
Careers & Enterprise	(98)		(64)
Match Funding – Partner Contributions	(191)		(199)
Marches Investment Fund	(449)		(287)
Interest Received	(145)		(51)
		(9,983)	(10,980)
Expenditure:			
Growth Deal Projects	5,300		8,772
Growth Hub	212		189
Capacity Funding Projects	209		143
Careers & Enterprise	86		57
Marches Investment Fund Expenditure	25		26
LEP Management Costs	542		499
		6,374	9,686
Marches LEP Creditor		(14,727)	(11,118)

46. BETTER CARE FUND

Shropshire Council and Shropshire CCG are partners in the provision of a range of services including support to hospital admission avoidance, hospital discharge planning, carers support and housing. Joint arrangements of this type are permitted under section 75 of the National Health Service Act 2006.

The aims and benefits of the Partners in entering in to this Agreement are to:

- ♦ improve the quality and efficiency of the Services;
- ♦ meet the National Conditions and Local Objectives as set out in the Better Care Fund plan;
- ♦ make more effective use of resources through the establishment and maintenance of an aligned fund for revenue expenditure on the Services;

Financing	2018/19	2017/18
	£000	£000
Lead Commissioning Arrangement		
Funding provided to the Better Care Fund:		
Shropshire Council	0	0
Shropshire CCG	(7,779)	(7,845)
	(7,779)	(7,845)
Expenditure met from the Better Care Fund:		
Shropshire Council	7,779	7,926
Shropshire CCG	0	0
	7,779	7,926

Notes to the Core Financial Statements

Financing	2018/19 £000	2017/18 £000
Aligned Budget Arrangement		
Funding provided to the Better Care Fund:		
Shropshire Council	(13,745)	(9,629)
Shropshire CCG	(12,242)	(11,803)
	(25,987)	(21,432)
Expenditure met from the Better Care Fund:		
Shropshire Council	12,738	4,395
Shropshire CCG	12,242	11,803
	24,980	16,198
Total Better Care Fund		
Total funding provided to the Better Care Fund	(33,766)	(29,277)
Total expenditure met from the Better Care Fund	32,759	24,124
Net underspend arising on the Better Care Fund during the year	(1,007)	(5,153)

47. TRUST ACCOUNTS

Funds held in Trust Accounts are not available for the Council's use. The Council supports the work of a number of trusts including:

Trust	Purpose	Income £	Expenditure £	Assets £	Liabilities £
Shropshire Youth Foundation	Supports the development of under 25 year old residents in Shropshire through their leisure time activities.	(9,888)	6,590	251,454	(3,400)
Shropshire Schools Jubilee Trust	General fund to support the learning needs of children and young people either living or studying in Shropshire.	(8,102)	4,090	153,515	0
Rosalie Inskip Music Trust	Supports excellence in music for young people living in Shropshire.	(8,599)	2,850	332,979	0
Priory Educational Trust	Charitable trust to support ex-pupils of Priory Boys School.	(1,277)	3,400	55,602	0
Lyneal Trust	A charity that offers canal and canal side holidays for people with disabilities, their family and friends.	(92,258)	94,158	622,850	(19,700)
Sight Loss Shropshire	A charity that helps and supports blind and visually impaired people in Shropshire and Telford & Wrekin	(48,618)	37,455	615,817	(4,227)

Accounts are prepared and published for these organisations by Shropshire Council in our role of administering the trusts.

Trusts deliver great benefit into the local community and make a valuable contribution but the Council itself does not derive benefit from them.

48. CONTINGENT LIABILITIES

At 31 March 2019 Council had the identified the following contingent liabilities:

There are a number of legal cases outstanding that may result in future costs for the Council. These include:

- Numerous potential Article 5 claims for unlawful deprivations of liberty
- Article 8 claims by children accommodated when applications for a Care Order should have been made.
- Planning Inquiries
- Judicial Reviews for planning permission
- Costs awarded against the Council in the DOLs Judicial Review.
- Potential planning enforcement cases where there is the possibility that we will need to do the works and try to recover the costs.
- Procurement challenge litigation

The Council's usual practice when outsourcing a service that requires continued pension provision for employees is to require the contractor to put a Bond in place to reduce the Council's risk regarding picking up outstanding pension liabilities on termination of the admission agreement. The Council has provided additional guarantees, above those covered automatically by the Local Government Pension Scheme Regulations, to a number of Bodies that have been admitted to the Shropshire County Pension Fund. The bodies with additional guarantees who currently have employees who are active members of the scheme are listed below. The Bodies listed as being grouped with Shropshire Council means all Pension assets and liabilities stay with the Council and they contribute the consolidated Council Employer pension contribution rate unless stated otherwise.

Bodies that have additional pension liability guarantee

Employer	Active Members	Deferred Members	Pensioners Members	Dependant Members	Surplus/(Deficit) as at 31/03/2016 Valuation
Age UK Telford & Wrekin	4	14	21	0	(£0.054m)
Association of Local Councils	2	0	1	0	(£0.045m)
Coverage Care from 1/3/1997	12	39	121	9	(£0.461m)
Coverage Care from 13/1/2013	21	15	10	1	£0.139m
Livability	1	1	0	0	£0.00m
Perthyn	12	11	3	0	£0.00m
Shropshire Towns & Rural Housing	107	42	10	0	£0.144m
South Shropshire Housing Association	3	3	15	2	(£0.130m)
The Boathouse	0	3	0	0	(£0.004m)

Notes to the Core Financial Statements

Bodies that have additional pension liability guarantee and are Grouped with the Council

Employer	Active Members	Deferred Members	Pensioners Members	Dependant Members
Bethphage from 8/12/2016	17	3	0	0
Bethphage from 1/7/2017	10	1	0	0
Energize Shropshire Telford & Wrekin	1	1	0	0
Enterprise South West Shropshire	1	1	0	0
South Shropshire Leisure Ltd *	16	28	3	0
The Strettons Mayfair Trust	2	0	0	0

* South Shropshire Leisure Ltd Employer contribution rate is capped by the Council to 5%.

The Council has entered into six “Funding and Development Agreements” with a Development Trust for construction of supported living properties. Under these agreements the Development Trust has provided the Council with funding totalling £2.696m for the construction of a supported living property at each site. The contributions will be repayable if the properties cease to be used as supported living properties or the Council fails to conform to the stipulated conditions of the contract within a period of 30 years from when the properties are first occupied.

Nationally a number of legal challenges have been brought by workers who are challenging that their employers have not paid the National Living Wage where ‘sleep in’ services have been provided. Whilst Shropshire Council recognises a level of risk whether that be direct or indirect the matter is complex and, at this stage, impossible to quantify.

The Council has included a value of £1.4m in short term investments within the Balance Sheet, representing the value of rental guarantees held in an Escrow account for the Shrewsbury Shopping Centres. There is a risk that the value of rental guarantees in the Escrow account could be due to Standard Life Aberdeen however this is dependent on the level of occupancy of units within the Shrewsbury Shopping Centres, and so at this stage is impossible to quantify.

49. CONTINGENT ASSETS

The Council currently has a number of appeals lodged with HMRC with regard to VAT treatment, which may result in a reimbursement to the Council of VAT paid over to the Government. The specific cases include claims for postal services, cultural exemptions and waste sent for landfill.

These claims for reimbursement are subject to legal cases being pursued nationally and if successful will provide legal precedent to be applied. Therefore the values involved with each claim cannot be reliably estimated. Timescales on these cases are uncertain but should be progressed in the next 12-24 months.

Section 6

Group Accounts



Introduction

This document presents the statutory financial statements for the Shropshire Council Group for the period from 1 April 2018 to 31 March 2019. The financial statements have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 (The Code) published by the Chartered Institute of Public Finance and Accountancy (CIPFA). The aim of the Group Accounts is to provide the reader with an overall view of the material economic activities of the Council.

In common with many other local authorities, the Council uses different forms of service delivery, where this is appropriate. In some cases it has created separate companies with its partners to deliver those services. The use of separate companies mean that the Council's single entity financial statements on their own do not fully reflect the assets and liabilities or income and expenditure associated with all of its activities. The Group Accounts more fully reflect the overall financial picture. A review of all of the Council's relationships with other bodies has been carried out to consider whether it is appropriate to prepare full group accounts. The transactions involved are not considered material to the Council's accounts however the Council has decided to provide a full disclosure in terms of bodies that it has a relationship with.

The pages which follow contain the Group's Financial Statements for the year ended 31 March 2019, with comparative figures for the previous financial year.

IP&E LIMITED

ip&e Ltd is a trading company wholly owned by Shropshire Council. It was established to provide public services on the council's behalf and also to trade with other organisations. The company was incorporated on 30 May 2012. On 17 February 2016, Cabinet agreed to bring the Council's relationship with ip&e Ltd to an end and terminate the strategic contract between the two parties. It was also agreed to terminate the service contracts between the Council and ip&e Ltd with effect from 31 March 2016. In its role as sole shareholder, the Cabinet agreed that ip&e Ltd should cease trading as soon as possible and take necessary actions to remove the company from the companies register. Whilst trading ceased on 31 March 2016, liabilities and commitments remain that need to be resolved before the company can formally apply to be dissolved and removed from the companies register and therefore financial transactions were incurred in the 2018/19 financial year.

For 2018/19 ip&e Ltd had total expenditure of £0.001m.

SHROPSHIRE TOWNS & RURAL HOUSING LIMITED

Shropshire Towns and Rural Housing Limited (the Company) is a private company limited by guarantee wholly owned by Shropshire Council (the Council). The Company was formed as an Arm's Length Management Organisation under Section 27 of the Housing Act 1985 to undertake the management and maintenance of Shropshire Council's retained housing stock from 1st April 2013.

For 2018/19 Shropshire Towns and Rural Housing Limited had total income of £14.223m, total expenditure of £14.801m, assets of £4.983m and liabilities of £6.120m.

WEST MERCIA ENERGY

West Mercia Energy (WME) is a Purchasing Consortium that was established as a Joint Committee under s101 of the Local Government Act 1972. Shropshire Council is one of four constituent Authorities, the other three Councils are Worcestershire County Council, Herefordshire Council and the Telford & Wrekin Council.

Shropshire Council has reviewed in detail the accounting treatment that should be applied to WME within this Council. The Council considers that WME should be accounted for as a Joint Venture (under IFRS11 – Joint Arrangements and IAS 28 – Investments in Associates and Joint Ventures) with specific regard to the independence that West Mercia Energy has to pursue its own commercial strategy in buying and selling and has access to the market in its own right for its main inputs and outputs.

For 2018/19 West Mercia Energy had total income of £66.924m, total expenditure of £67.035m, assets of £16.311m and liabilities of £21.860m.

JERSEY PROPERTY UNIT TRUST

On 24th January 2018 Shropshire Council purchased units in a Jersey Property Unit Trust. The Trust is responsible for appointing managing agents for the Shrewsbury Shopping Centres and any other day to day decisions affecting the trust.

For 2018/19 the Jersey Property Unit Trust had total income of £5.607m, total operating expenditure of £4.654m, assets of £43.246m and liabilities of £2.318m.

SSC No.1 LIMITED

SSC No.1 Limited is a limited company wholly owned by Shropshire Council. The Company's principal activity is to hold an investment in a Jersey Property Unit Trust.

For 2018/19 the amounts incorporated into the group accounts for SSC No. Limited are income of £0.002m, total expenditure of £0.013m, assets of £0.018m and liabilities of £0.020m.

Group Accounts

The Group Comprehensive Income & Expenditure Statement

Page 120	2017/18									2018/19									
	SC Expenditure	Adjustments	Group Expenditure	SC Income	Adjustments	Group Income	SC Net Expenditure	Adjustments	Group Net Expenditure		SC Expenditure	Adjustments	Group Expenditure	SC Income	Adjustments	Group Income	SC Net Expenditure	Adjustments	Group Net Expenditure
	£000	£000	£000	£000	£000	£000	£000	£000	£000		£000	£000	£000	£000	£000	£000	£000	£000	£000
									Expenditure on Continuing Services										
	132,711	0	132,711	(44,646)	0	(44,646)	88,065	0	88,065	Adult Services	142,885	0	142,885	(45,599)	0	(45,599)	97,286	0	97,286
	9,240	1,756	10,996	(18,180)	(1,725)	(19,905)	(8,940)	31	(8,909)	Local Authority Housing	9,741	3,300	13,041	(18,150)	(2,792)	(20,942)	(8,409)	508	(7,901)
	213,177	0	213,177	(158,167)	0	(158,167)	55,010	0	55,010	Children’s Services	198,979	0	198,979	(143,422)	0	(143,422)	55,557	0	55,557
	2,817	17	8,834	(5,100)	(12)	(5,112)	3,717	5	3,722	Commercial Services	29,253	220	29,473	(12,354)	(95)	(12,449)	16,899	125	17,024
	69,939	0	69,939	(67,770)	0	(67,770)	2,169	0	2,169	Finance, Governance and Assurance	64,305	0	64,305	(61,691)	0	(61,691)	2,614	0	2,614
	1,514	0	1,514	(711)	0	(711)	803	0	803	Legal and Democratic Services	604	0	604	(491)	0	(491)	113	0	113
	104,975	0	104,975	(31,098)	0	(31,098)	73,877	0	73,877	Place	105,763	0	105,763	(32,535)	0	(32,535)	73,228	0	73,228
	20,522	0	20,522	(16,327)	0	(16,327)	4,195	0	4,195	Public Health	20,444	0	20,444	(15,853)	0	(15,853)	4,591	0	4,591
	11	0	11	0	0	0	11	0	11	Strategic Management Board	0	0	0	0	0	0	0	0	0
	3,043	0	3,043	(1)	0	(1)	3,042	0	3,042	Workforce and Transformation	5,740	0	5,740	(60)	0	(60)	5,680	0	5,680
	4,275	282	4,557	(4,118)	0	(4,118)	157	282	439	Corporate	133	209	342	(7,133)	0	(7,133)	(7,000)	209	(6,791)
	568,224	2,055	570,279	(346,118)	(1,737)	(347,855)	222,106	318	222,424	Net Cost of Services	577,847	3,729	581,576	(337,288)	(2,887)	(340,175)	240,559	842	241,401
							29,715	0	29,715	Other Operating Expenditure							81,827	0	81,827
							25,689	126	25,815	Financing and Investment Income and Expenditure							30,986	112	31,098

Group Accounts

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2017/18									2018/19									
SC Expenditure	Adjustments	Group Expenditure	SC Income	Adjustments	Group Income	SC Net Expenditure	Adjustments	Group Net Expenditure		SC Expenditure	Adjustments	Group Expenditure	SC Income	Adjustments	Group Income	SC Net Expenditure	Adjustments	Group Net Expenditure
£000	£000	£000	£000	£000	£000	£000	£000	£000		£000	£000	£000	£000	£000	£000	£000	£000	£000
						(274,507)	0	(274,507)	Taxation and Non Specific Grant Income							(284,993)	0	(284,993)
						3,003	444	3,447	(Surplus)/Deficit on the provision of services							68,379	954	69,333
						0	(234)	(234)	Associates & Joint Ventures Accounted for on an equity basis							0	(212)	(212)
						0	0	0	Tax expenses of subsidiaries							0	0	0
						3,003	210	3,213	Group (Surplus)/Deficit							68,379	742	69,121
						(13,291)	0	(13,291)	(Surplus) or deficit on revaluation of non-current assets							(39,431)	0	(39,431)
						379	0	379	Impairment losses on Non-Current Assets Charged to the Revaluation Reserve							119	0	119
						(40,500)	(789)	(41,289)	Remeasurement of pension assets and liabilities							56,992	830	57,822
						707	0	707	Other Pension Net Liability Adjustment							0	0	0
						(52,705)	(789)	(53,494)	Other Comprehensive Income and Expenditure							17,680	830	18,510
						(49,702)	(579)	(50,281)	Total Comprehensive Income and Expenditure							86,059	1,572	87,631

Group Accounts

Group Movement in Reserves Statement

	General Fund Balance £000	Earmarked General Fund Reserves £000	Total General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Grants Unapplied Account £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000	Authority's Share of Reserves of Subsidiaries, Associates and Joint Ventures £000	Total Authority Reserves £000
Balance at 31 March 2018	15,311	69,839	85,150	8,225	4,514	21,426	119,315	320,214	439,529	(1,064)	438,465
Movement in reserves during 2018/19											
Surplus or (deficit) on the provision of services	(63,611)	0	(63,611)	5,703	0	0	(57,908)	0	(57,908)	(11,213)	(69,121)
Other Comprehensive Income and Expenditure	0	0	0	0	0	0	0	(17,680)	(17,680)	(830)	(18,510)
Total Comprehensive Income and Expenditure	(63,611)	0	(63,611)	5,703	0	0	(57,908)	(17,680)	(75,588)	(12,043)	(87,631)
Adjustments between Group Accounts and authority accounts	(10,471)	0	(10,471)	0	0	0	(10,471)	0	(10,471)	10,471	0
Net Increase/Decrease before Transfers	(74,082)	0	(74,082)	5,703	0	0	(68,379)	(17,680)	(86,059)	(1,572)	(87,631)
Adjustments between accounting basis and funding basis under regulations	76,194	0	76,194	(4,114)	(274)	12,972	84,778	(84,778)	0	(15)	(15)
Net Increase/Decrease before Transfers to Earmarked Reserves	2,112	0	2,112	1,589	(274)	12,972	16,399	(102,458)	(86,059)	(1,587)	(87,646)
Transfers to/from Earmarked Reserves	(1,887)	1,887	0	0	0	0	0	0	0	0	0
Increase/Decrease in 2018/19	225	1,887	2,112	1,589	(274)	12,972	16,399	(102,458)	(86,059)	(1,587)	(87,646)
Balance at 31 March 2019	15,536	71,726	87,262	9,814	4,240	34,398	135,714	217,756	353,470	(2,651)	350,819

Group Accounts

2017/18 Comparative figures											
	General Fund Balance £000	Earmarked General Fund Reserves £000	Total General Fund Balance £000	Housing Revenue Account £000	Major Repairs Reserve £000	Capital Grants Unapplied Account £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000	Authority's Share of Reserves of Subsidiaries, Associates and Joint Ventures £000	Total Authority Reserves £000
Balance at 31 March 2017	14,698	63,860	78,558	9,031	2,369	11,574	101,532	288,295	389,827	(1,694)	388,133
Movement in reserves during 2017/18											
Surplus or (deficit) on the provision of services	3,715	0	3,715	6,812	0	0	10,527	0	10,527	(13,740)	(3,213)
Other Comprehensive Income and Expenditure	0	0	0	0	0	0	0	52,705	52,705	789	53,494
Total Comprehensive Income and Expenditure	3,715	0	3,715	6,812	0	0	10,527	52,705	63,232	(12,951)	50,281
Adjustments between Group Accounts and authority accounts	(13,530)	0	(13,530)	0	0	0	(13,530)	0	(13,530)	13,530	0
Net Increase/Decrease before Transfers	(9,815)	0	(9,815)	6,812	0	0	(3,003)	52,705	49,702	579	50,281
Adjustments between accounting basis and funding basis under regulations	16,407	0	16,407	(7,618)	2,145	9,852	20,786	(20,786)	0	51	51
Net Increase/Decrease before Transfers to Earmarked Reserves	6,592	0	6,592	(806)	2,145	9,852	17,783	31,919	49,702	630	50,332
Transfers to/from Earmarked Reserves	(5,979)	5,979	0	0	0	0	0	0	0	0	0
Increase/Decrease in 2017/18	613	5,979	6,592	(806)	2,145	(,852)	17,783	31,919	49,702	630	50,332
Balance at 31 March 2018	15,311	69,839	85,150	8,225	4,514	21,426	119,315	320,214	439,529	(1,064)	438,465

Group Accounts

Adjustments between Group Accounts and Authority Accounts in the Group Movement in Reserves Statement

	General Fund Balance £000	Earmarked General Fund Reserves £000	Housing Revenue Account £000	Major Repairs Reserve £000	Total Usable Reserves £000	Unusable Reserves £000	Total Authority Reserves £000	Authority's Share of Reserves of Subsidiaries, Associates and Joint Ventures £000	Total Authority Reserves £000
Purchase of goods and services from subsidiaries	10,471	0	0	0	10,471	0	10,471	(10,471)	0
Total adjustments between Group Accounts and authority accounts	10,471	0	0	0	10,471	0	14,471	(10,471)	0

Group Accounts

Group Balance Sheet at 31 March 2019

31 March 2018				31 March 2019			
SC £000	Adjustments £000	Group £000		SC £000	Adjustments £000	Group £000	
1,104,615	49,500	1,154,115	Property, Plant & Equipment	1,069,254	40,776	1,110,030	
0	2,775	2,775	Goodwill	0	0	0	
2,475	0	2,475	Heritage Assets	2,335	0	2,335	
54,845	0	54,845	Investment Property	50,884	0	50,884	
34	0	34	Intangible Assets	4,051	0	4,051	
599	0	599	Assets Held for Sale	599	0	599	
1,162,568	52,275	1,214,843	Total Non-Current Assets	1,127,123	40,776	1,167,899	
52,605	(52,205)	400	Long Term Investment	40,920	(40,520)	400	
0	(1,211)	(1,211)	Investments in Associates and Joint Ventures	0	(1,374)	(1,374)	
20,227	0	20,227	Long Term Debtors	19,564	0	19,564	
1,235,400	(1,141)	1,234,259	Total Long Term Assets	1,187,607	(1,118)	1,186,489	
			Current Assets				
0	0	0	Current Held for Sale Investment Properties	3,822	0	3,822	
3,027	0	3,027	Assets Held for Sale	1,432	0	1,432	
47,921	(527)	47,394	Short Term Investments	64,910	(527)	64,383	
483	23	506	Inventories	702	24	726	
60,286	1,521	61,807	Short Term Debtors	55,943	449	56,392	
47,042	5,834	52,876	Cash & Cash Equivalents	64,060	5,335	69,395	
158,759	6,851	165,610	Total Current Assets	190,869	5,281	196,150	
1,394,159	5,710	1,399,869	Total Assets	1,378,476	4,163	1,382,639	
			Current Liabilities				
(14,625)	0	(14,625)	Bank Overdraft	(7,005)	0	(7,005)	
(2,175)	0	(2,175)	Deferred Income	(1,101)	0	(1,101)	
(8,457)	0	(8,457)	Short Term Borrowing	(10,873)	0	(10,873)	
(66,961)	(3,424)	(70,385)	Short Term Creditors	(76,401)	(1,773)	(78,174)	
(3,453)	0	(3,453)	Provisions	(2,167)	0	(2,167)	
(4,065)	0	(4,065)	Grants Receipts in Advance – Revenue	(3,180)	0	(3,180)	
(528)	0	(528)	Grants Receipts in Advance – Capital	(2,779)	0	(2,779)	
(100,264)	(3,424)	(103,688)	Total Current Liabilities	(103,506)	(1,773)	(105,279)	
1,293,895	2,286	1,296,181	Total Assets Less Current Liabilities	1,274,970	2,390	1,277,360	
			Long Term Liabilities				
(672)	0	(672)	Long Term Creditors	(661)	0	(661)	
(311,568)	0	(311,568)	Long Term Borrowing	(307,568)	0	(307,568)	
(114,521)	0	(114,521)	Other Long Term Liabilities	(112,406)	0	(112,406)	
(419,636)	(3,350)	(422,986)	Pensions Liability	(490,621)	(5,041)	(495,662)	
(7,969)	0	(7,969)	Provisions	(10,244)	0	(10,244)	
(854,366)	(3,350)	(857,716)	Total Long Term Liabilities	(921,500)	(5,041)	(926,541)	
439,529	(1,064)	438,465	Total Assets Less Liabilities	353,470	(2,651)	350,819	
			Financed by:				
119,315	3,862	123,177	Usable Reserves	135,714	4,221	139,935	
320,214	(4,926)	315,288	Unusable Reserves	217,756	(6,872)	210,884	
439,529	(1,064)	438,465	Total Reserves	353,470	(2,651)	350,819	

Group Accounts

Group Cash Flow Statement

SC	2017/18 Adjustments	Group	Revenue Activities	SC	2018/19 Adjustments	Group
£000	£000	£000		£000	£000	£000
3,003	210	3,213	Net (surplus) or deficit on the provision of services	68,379	742	69,121
(57,950)	(1,774)	(59,724)	Adjustments to net surplus or deficit on the provision of services for non cash movements	(139,956)	87	(139,869)
48,697	729	49,426	Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities	74,081	(31)	74,050
(6,250)	(835)	(7,085)	Net cash flows from operating activities	2,504	798	3,302
39,741	(800)	38,941	Investing activities	(26,272)	(104)	(26,376)
14,175	(282)	13,893	Financing activities	(870)	(195)	(1,065)
47,666	(1,917)	45,749	Net (increase) or decrease in cash and cash equivalents	(24,638)	499	(24,139)
80,083	3,917	84,000	Cash and cash equivalents at the beginning of the reporting period	32,417	5,834	38,251
32,417	5,834	38,251	Cash and cash equivalents at the end of the reporting period	57,055	5,335	62,390

Notes to Group Accounts

G1. Accounting Policies

G1.1 General

The single entity accounting policies detailed on pages 23-42 have been adopted and applied for group account purposes.

G1.2 Reason for Consolidation

The organisations included within Group Accounts have been assessed to establish whether Shropshire Council controls the entity, has significant influence over the entity or has joint control of the arrangement. If the organisation does not meet one of these criteria then it is not included within the Group Accounts.

ip&e Ltd, Shropshire Towns and Rural Housing Limited and SSC No.1 Limited are all wholly owned by Shropshire Council. Shropshire Council controls each of the organisations therefore they have been consolidated into the Group Accounts as subsidiaries.

Shropshire Council has reviewed in detail the accounting treatment that should be applied to WME within this Council. Shropshire Council is one of four constituent Authorities, the other three Councils are Worcestershire County Council, Herefordshire Council and the Telford & Wrekin Council. The Council has joint control over the arrangement and has rights to share the net assets. The Council considers that WME should be accounted for as a Joint Venture (under IFRS11 – Joint Arrangements and IAS 28 – Investments in Associates and Joint Ventures) with specific regard to the independence that West Mercia Energy has to pursue its own commercial strategy in buying and selling and has access to the market in its own right for its main inputs and outputs.

The Council has control over the Jersey Property Unit Trusts as it is exposed to risk and variable returns and has the ability to affect those returns through approval of key strategic decisions. The Jersey Property Unit Trusts have therefore been included within Group Accounts as a subsidiary.

G1.3 Basis for Consolidation

ip&e Ltd has been included within the accounts as a subsidiary under the requirements of IFRS 10 (Consolidated Financial Statements) and IAS 27 (Separate Financial Statements) by means of a line-by-line consolidation of the Comprehensive Income and Expenditure Statement and the Balance Sheet. Figures have been consolidated based on the statement of accounts for 31st March 2019.

Shropshire Towns and Rural Housing Limited has been included within the accounts as a subsidiary under the requirements of IFRS 10 (Consolidated Financial Statements) and IAS 27 (Separate Financial Statements) by means of a line-by-line consolidation of the Comprehensive Income and Expenditure Statement and the Balance Sheet.

WME has been accounted for as a Joint Venture (under IFRS11 – Joint Arrangements and IAS 28 – Investments in Associates and Joint Ventures). Shropshire Council's share of West Mercia Energy' balances is 24.8%. The company has been incorporated into the Group Accounts using the Equity method. Figures have been consolidated based on draft statement of accounts for 31st March 2019.

The Jersey Property Unit Trust has been included within the accounts as a subsidiary under the requirements of IFRS 10 (Consolidated Financial Statements) and IAS 27 (Separate Financial Statements) by means of a line-by-line consolidation of the Comprehensive Income and Expenditure Statement and the Balance Sheet. The accounts have been consolidated as a Business Combination under IFRS 3.

SSC No.1 Limited has been included within the accounts as a subsidiary under the requirements of IFRS 10 (Consolidated Financial Statements) and IAS 27 (Separate Financial Statements) by means of a line-by-line consolidation of the Comprehensive Income and Expenditure Statement and the Balance Sheet. The accounts have been consolidated as a Business Combination under IFRS 3 with the accounts for the Jersey Property Unit Trust.

G1.4 Non-Current Assets – Property, Plant and Equipment

Property, plant and equipment are 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.

Recognition

The cost of an item of property, plant and equipment shall only be recognised (and hence capitalised) as an asset on the balance sheet if, and only if:

- It is probable that the future economic benefits or service potential associated with the item will flow to the entity, and
- The cost of the item can be measured reliably.

Costs that meet the recognition principle include initial costs of acquisition, production or construction of assets for use by, or disposal to, a person other than the local authority; and costs incurred subsequently to enhance, replace part of, or service the asset. Subsequent costs arising from day-to-day servicing of an asset (i.e. labour costs and consumables), commonly referred to as 'repairs and maintenance', should not be capitalised if they do not meet the recognition principle because the expenditure does not add to the future economic benefits or service potential of the asset and are charged to revenue.

The Shopping Centre has been consolidated into property, plant and equipment in the Balance Sheet based on the market value.

Measurement after recognition

Property, plant and equipment assets are subsequently valued at current value on the basis recommended by the Code of Practice on Local Authority Accounting and in accordance with The Royal Institution of Chartered Surveyors (RICS) Valuation Standards. Property, plant and

Group Accounts

equipment assets are classified into the groupings required by the Code of Practice on Local Authority Accounting and valued on the following bases:

Category	Valuation Method (Fair Value definition)
<u>Operational</u>	
Land & Buildings	Existing Use Value (EUV) – determined as the amount that would be paid for the asset in its existing use

Where the carrying amount of property, plant and equipment is increased as a result of a revaluation, the increase shall be recognised in the Revaluation Reserve, unless the increase is reversing a previous impairment loss charged to Surplus or Deficit on the Provision of Services on the same asset or reversing a previous revaluation decrease charged to Surplus or Deficit on the Provision of Services on the same asset.

Where the carrying amount of an item of property, plant and equipment is decreased as a result of a revaluation the decrease shall be recognised in the Revaluation Reserve up to the credit balance existing in respect of the asset (i.e. up to its historical cost) and thereafter in Surplus or Deficit on the Provision of Services.

G2. Consolidation of West Mercia Energy

Figures in respect of West Mercia Energy have been consolidated using the equity method. The amounts included in the Group Comprehensive Income and Expenditure Statement are:

	WME £000	SC Share (24.8%) £000
Turnover	(66,924)	(16,567)
Cost of Goods Sold and Operating Expenses	66,067	16,355
Interest and Investment Income	125	31
Net Operating Surplus	(732)	(181)
Distribution of Surplus to Member Authorities	843	209
Net deficit for the year	111	28

G3. Consolidation of Shropshire Towns & Rural Housing Limited

The operating income (£14.223m) and expenditure (£14.731m) of Shropshire Towns & Rural Housing Limited, giving a net expenditure of £0.508m has been included within Local Authority Housing (HRA) in the Net Cost of Services. The inter-company transactions with Shropshire Council have been excluded from Local Authority Housing (HRA) (Income/Expenditure £11.431m).

G4. Consolidation of ip&e Ltd

The operating expenditure (£0.001m) of ip&e Ltd has been included within Surpluses/deficits on Trading Activities. The inter-company transactions with Shropshire Council have been excluded from Surpluses/deficits on Trading Activities.

Group Accounts

G5. Consolidation of Jersey Property Unit Trust

The operating income (£5.607m) and expenditure (£4.654m) of the Jersey Property Unit Trust, giving a net income of £0.953m has been included within Place in the Net Cost of Services. The revaluation loss has been charged to expenditure within Place in Net Cost of Services.

G6. Consolidation of SSC No.1 Ltd

The operating income (£0.002m) and expenditure (£0.013m) of SSC No1. Ltd, giving a net expenditure of £0.011m has been included within Place in the Net Cost of Services. 100% of the income and expenditure of the Jersey Property Unit Trust has been consolidated into the Income and Expenditure account as detailed above therefore this has been excluded when consolidating SSC No1. Ltd.

G7. Investment included in Group Balance Sheet

	WME £000	SC Share (24.8%) £000
Assets		
Plant & Equipment	1	0
Short term debtors	10,509	2,602
Cash and cash equivalents	5,801	1,436
Total Assets	16,311	4,038
Liabilities		
Short term creditors	(15,051)	(3,726)
Other long term liabilities	(6,809)	(1,686)
Total Liabilities	(21,860)	(5,412)
Net Investments in Associates and Joint Ventures	(5,549)	(1,374)

G8. Property, Plant & Equipment in Group Balance Sheet

The figures below provide information on the movement of non-current assets during 2018/19.

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant, & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Cost or valuation									
At 1 April 2018	193,735	627,793	18,120	507,329	3,573	2,311	5,334	1,358,195	135,823
Additions	4,683	4,672	3,383	17,843	5	0	5,153	35,739	2,087
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(46)	22,076	0	0	0	159	0	22,189	2,765
Revaluation increases/(decreases) recognised in the	(297)	(12,961)	-	-	-	0	0	(13,258)	0

Group Accounts

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant, & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Surplus/Deficit on the Provision of Services									
Derecognition – disposals	(1,483)	(76,337)	(393)	-	-	0	0	(78,213)	0
Derecognition – other	-	(1,326)	(1,212)	-	-	(3)	0	(2,541)	(467)
Assets reclassified (to)/from Held for Sale	13	598	0	-	-	(162)	0	449	0
Other movements in cost or valuation	162	2,563	0	320	0	(190)	(2,962)	(107)	(3,029)
At 31 March 2019	196,767	567,078	19,898	525,492	3,578	2,115	7,525	1,322,453	137,179
Depreciation and Impairments									
At 1 April 2018	0	(38,946)	(5,348)	(157,495)	(1,273)	(1,018)	0	(204,080)	(17,159)
Depreciation charge for 2018/19	(3,943)	(15,922)	(2,866)	(15,275)	(175)	(6)	-	(38,187)	(6,207)
Depreciation written out to the Revaluation Reserve	0	17,241	0	0	0	0	0	17,241	10,229
Depreciation written out to the Surplus/Deficit on the Provision of Services	3,807	35	0	0	0	0	0	3,842	0
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	(119)	0	0	0	0	0	(119)	0
Impairment losses/(reversals) recognised in the Surplus/Deficit on the Provision of Services	0	1,373	0	0	0	0	0	1,373	0
Derecognition – disposals	0	4,176	204	0	0	0	0	4,380	0
Derecognition – other	0	49	1,202	0	0	3	0	1,254	458
Other movements in depreciation and impairment	0	1,870	0	0	0	3	0	1,873	3,029
At 31 March 2019	(136)	(30,243)	(6,808)	(172,770)	(1,448)	(1,018)	0	(212,423)	(9,650)
NBV at 31 March 2019	196,631	545,569	13,090	352,722	2,130	1,097	7,525	1,110,030	127,529
NBV at 31 March 2018	193,735	588,847	12,772	349,834	2,300	1,293	5,334	1,154,115	118,664

Group Accounts

The comparative movements in 2017/18 were as detailed below:

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Cost or valuation									
At 1 April 2017	190,088	588,580	18,079	478,771	3,650	1,935	6,096	1,287,199	132,764
Additions	6,483	52,576	3,206	24,703	7	0	4,291	91,266	2,114
Revaluation increases/(decreases) recognised in the Revaluation Reserve	30	7,223	0	0	0	225	0	7,478	1,517
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(225)	2,415	0	0	0	50	0	2,240	1,804
Derecognition – disposals	(1,971)	(19,714)	(185)	0	0	0	(458)	(22,328)	0
Derecognition – other	(221)	(2,349)	(2,963)	(24)	(84)	0	0	(5,641)	(2,369)
Assets reclassified (to)/from Held for Sale	(657)	(1,377)	0	0	0	101	0	(1,933)	0
Other movements in cost or valuation	208	439	(17)	3,879	0	0	(4,595)	(86)	(7)
At 31 March 2018	193,735	627,793	18,120	507,329	3,573	2,311	5,334	1,358,195	135,823
Depreciation and Impairments									
At 1 April 2017	0	(29,842)	(5,452)	(143,376)	(1,164)	(1,019)	0	(180,853)	(14,420)
Depreciation charge for 2017/18	(3,960)	(16,451)	(2,861)	(14,143)	(191)	(12)	0	(37,618)	(5,753)
Depreciation written out to the Revaluation Reserve	133	5,668	0	0	0	13	0	5,814	602
Depreciation written out to the Surplus/Deficit on the Provision of Services	3,827	825	0	0	0	0	0	4,652	203
Impairment losses/(reversals) recognised in the Revaluation Reserve	0	(379)	0	0	0	0	0	(379)	0
Impairment losses/(reversals) recognised in the Surplus/Deficit on the Provision of Services	0	(823)	0	0	0	0	0	(823)	(60)
Derecognition – disposals	0	482	102	0	0	0	0	584	0

Group Accounts

	Council Dwellings £000	Other Land and Buildings £000	Vehicles Plant & Equipment £000	Infrastructure £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total £000	PFI Assets Included in Property, Plant & Equipment £000
Derecognition – other	0	141	2,856	24	82	0	0	3,103	2,262
Other movements in depreciation and impairment	0	1,433	7	(0)	0	0	0	1,440	7
At 31 March 2018	0	(38,946)	(5,348)	(157,495)	(1,273)	(1,018)	0	(204,080)	(17,159)
NBV at 31 March 2018	193,735	588,847	12,772	349,834	2,300	1,293	5,334	1,154,115	118,664
NBV at 31 March 2017	190,088	558,738	12,627	335,395	2,486	916	6,096	1,106,346	118,344

G9. Goodwill

The figures below provide information on the movement of goodwill included within the Group Accounts.

	2018/19 £'000	2017/18 £'000
Opening Balance	2,775	0
Recognised in year	0	2,775
Impairment	(2,775)	0
Closing Balance	0	2,775

G10. Contingent Assets and Liabilities

On the acquisition of the Jersey Property Unit Trusts a rental guarantees Escrow account was set up. This account is distributed to Shropshire Council and SSC No.1 Ltd or the previous owners Standard Life Aberdeen based on the level of occupancy of units within the Shrewsbury Shopping Centres.

	2018/19 £'000	2017/18 £'000
Opening Balance	2,394	2,394
Release of funding	(1,011)	0
Closing Balance	1,383	2,394

Section 7

Housing Revenue Account



Housing Revenue Account

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

HRA INCOME AND EXPENDITURE STATEMENT

2017/18		2018/19	
£		£	£
	Expenditure		
5,246,757	Repairs & Maintenance	5,377,717	
3,313,041	Supervision and Management	3,600,302	
99,537	Rents, rates taxes and other charges	127,178	
3,826,840	Depreciation – Dwellings	3,806,540	
166,570	- Other	172,020	
(3,602,026)	Impairment, revaluation losses and (reversals of impairment or revaluation losses)	(3,509,194)	
0	Exceptional costs relating to revaluation gain on Housing Dwellings	0	
30,240	Debt Management Costs	27,480	
20,000	Provision for Bad or Doubtful Debts	50,000	
9,100,959	Total Expenditure		9,652,043
	Income		
(17,521,554)	Dwelling Rents	(17,267,828)	
(134,570)	Non Dwelling Rents	(131,583)	
(28,691)	Other Income	(87,931)	
(495,247)	Charges for Services and Facilities	(662,764)	
(623,928)	Contributions towards expenditure	(30,000)	
(18,803,990)	Total Income		(18,180,106)
(9,703,031)			(8,528,063)
138,690	HRA Share of Corporate & Democratic Core		139,043
(9,564,341)	Net Cost of HRA Services		(8,389,020)
(154,394)	(Gain) or loss on sale of HRA Assets		(135,339)
2,991,963	Interest payable and similar charges		2,990,646
(61,469)	Interest and Investment Income		(141,117)
(23,319)	Income & Expenditure in relation to investment properties & change in fair values		(28,141)
(6,811,560)	(Surplus) or deficit for the year on HRA Services		(5,702,971)

Housing Revenue Account

MOVEMENT ON THE HRA STATEMENT

2017/18 £		2018/19 £
(9,031,220)	Balance on the HRA at the end of the previous year	(8,224,821)
(6,811,560)	(Surplus)/Deficit for the year on the HRA Income and Expenditure Statement	(5,702,971)
7,617,959	Adjustments between accounting basis and funding basis under statute	4,114,306
806,399	Net increase or (decrease) before transfers to or from reserves	(1,588,665)
0	Transfers to or (from) Reserves	0
806,399	(Increase) or Decrease in year on the HRA	(1,588,665)
(8,224,821)	Balance on the HRA at the end of the current year	(9,813,486)

NOTES TO THE HOUSING REVENUE ACCOUNT

1. HOUSING STOCK

	2018/19	2017/18
Total Number of Dwellings at 31 March :		
Houses and Bungalows	3,202	3,227
Flats	869	867
	4,071	4,094
Change in Stock		
Stock at 1 April	4,093	4,112
Less: Sales – Right to Buy	(29)	(36)
Sales – Other	0	(1)
Disposal/restructuring	0	0
Acquisition – full ownership	7	14
Acquisition – shared ownership	0	5
	4,071	4,094

2. RENT ARREARS

	2018/19 £	2017/18 £
Due from Current Tenants	142,162	106,247
Due from Former Tenants	125,951	107,861
Total Rent Arrears as at 31 March	268,113	214,108
Pre-Payments	(419,017)	(350,589)
Net Arrears	(150,904)	(136,481)

As at 31 March 2019, the total provision set aside for HRA related bad debts is £393k.

Housing Revenue Account

3. BALANCE SHEET VALUE OF ASSETS

	Council Dwellings	Other Land & Buildings	Infrastructure Assets	Assets Under Construction	Total Property, Plant & Equipment	Investment Properties	Current Assets Held for Sale	Total
	£	£	£	£	£	£	£	£
Cost or Valuation								
At 1 April 2018	193,735,550	1,045,000	184,335	0	194,964,885	259,250	577,535	195,801,670
Additions	4,683,522	0	22,849	731,649	5,438,020	0	0	5,438,020
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(45,620)	(15,000)	0	0	(60,620)	0	0	(60,620)
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(297,346)	0	0	0	(297,346)	5,300	0	(292,046)
Derecognition – disposals	(1,482,600)	0	0	0	(1,482,600)	0	(564,861)	(2,047,461)
Derecognition – other	0	0	0	0	0	0	0	0
Assets reclassified (to)/from Held for Sale	12,674	0	0	0	12,674	0	(12,674)	0
Other movements in cost or valuation	161,520	0	0	0	161,520	0	0	161,520
As at 31 March 2019	196,767,700	1,030,000	207,184	731,649	198,736,533	264,550	0	199,001,083
Accumulated Depreciation and Impairment								
At 1 April 2018	0	0	(34,190)	0	(34,190)	0	0	(34,190)
Depreciation Charge	(3,942,360)	(15,480)	(20,720)	0	(3,978,560)	0	0	(3,978,560)
Depreciation written out to the Revaluation Reserve	3,806,540	0	0	0	3,806,540	0	0	3,806,540
Depreciation written out to the Surplus/Deficit on the Provision of Services	0	0	0	0	0	0	0	0
Impairment losses/(reversals) recognised in the Surplus/Deficit on the Provision of Services	0	0	0	0	0	0	0	0
Derecognition – disposals	0	0	0	0	0	0	0	0
Derecognition – other	0	0	0	0	0	0	0	0
Other movements in depreciation and impairment	0	0	0	0	0	0	0	0
As at 31 March 2019	(135,820)	(15,480)	(54,910)	0	(206,210)	0	0	(206,210)
Net Book Value								
As at 31 March 2019	196,631,880	1,014,520	152,274	731,649	198,530,323	264,550	0	198,794,873
As at 31 March 2018	193,735,550	1,045,000	150,145	(0)	194,930,695	259,250	577,535	195,767,480

Housing Revenue Account

There is a difference of £289.775m between the tenanted valuation and the District Valuer's Vacant Possession Value of £482.959m at 1 April 2018.

The Vacant Possession Value is an estimate of the total sum that would be received if all of the assets were sold on the open market. The tenanted value declared on the balance sheet is less in recognition of the fact that the properties are occupied by tenants on secure rent less than would be obtainable on the open market.

The difference represents the economic cost of the Government providing council housing at less than market rents.

4. CAPITAL EXPENDITURE FINANCING

Capital expenditure in the year on Council Housing Stock and Infrastructure was financed as follows.

	2018/19 £	2017/18 £
Usable Capital Receipts	720,722	1,147,052
Revenue Contributions utilised in year	434,473	3,237,610
Major Repairs Allowance	4,252,825	1,848,990
Government Supported borrowing	0	0
Government Grants and Contributions	96,841	623,928
Total Capital Expenditure on Housing Stock	5,504,861	6,857,580

5. CAPITAL RECEIPTS

Capital receipts from the disposal of Housing Revenue Account Assets are shown below. 75% of Capital Receipts arising from Right to Buy disposals are subject to National Pooling arrangements payable to CLG.

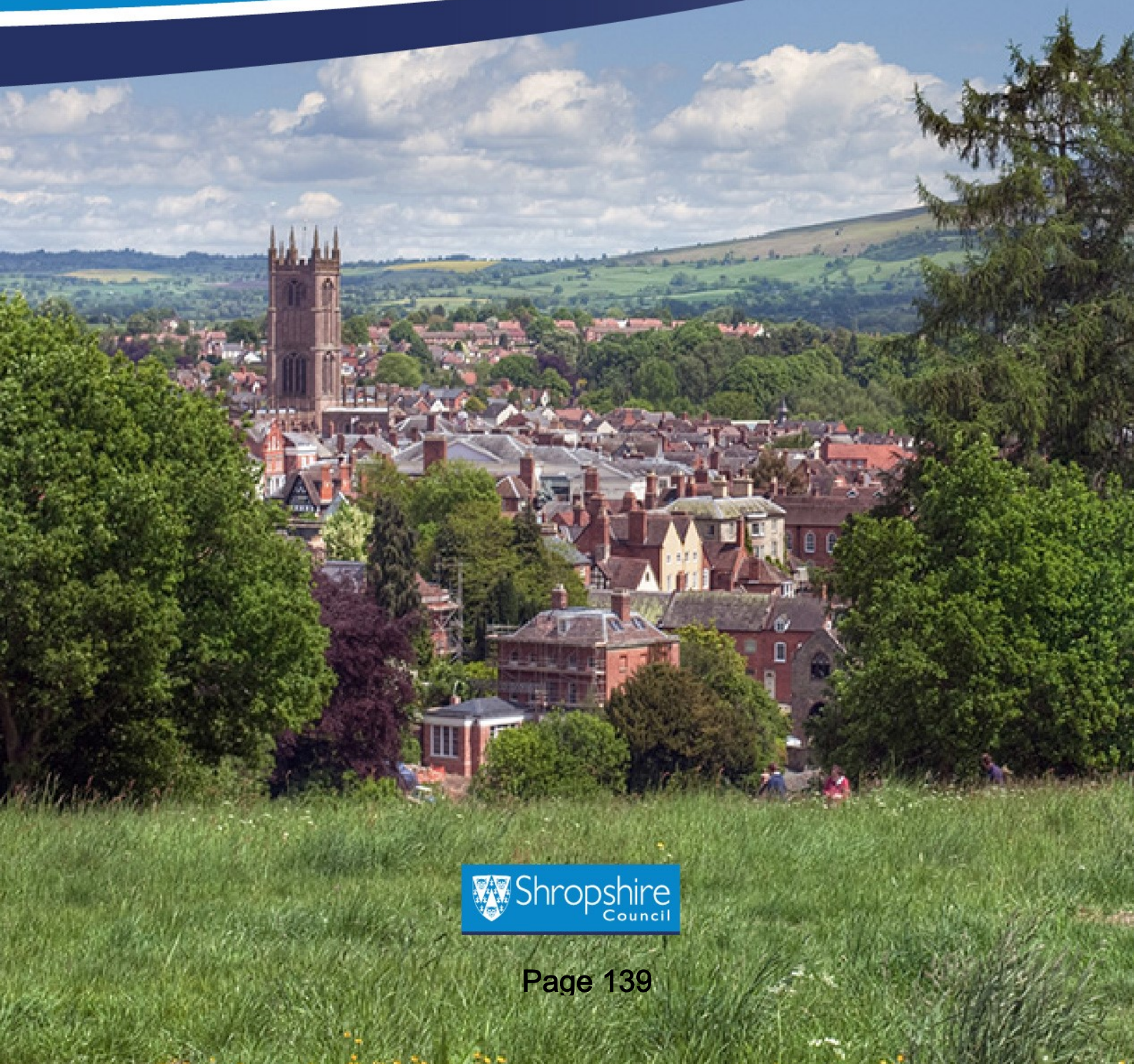
	2018/19 £	2017/18 £
Sale of Council Houses under Right to Buy (RTB)	1,602,250	2,234,280
RTB Discounts Repaid	0	9,716
Other Land & Buildings	0	172,476
Total Capital Receipts from HRA Asset Disposals	1,602,250	2,416,472
Less Capital Receipts subject to Pooling requirement	(584,513)	(586,507)
Net Capital Receipts from HRA Asset Disposals	1,017,737	1,829,965

6. HOUSING REPAIRS ACCOUNT

	2018/19 £	2017/18 £
Balance Brought Forward 1 April	25,000	25,000
Expenditure on Capital	0	0
Balance Carried Forward 31 March	25,000	25,000

Section 8

Collection Fund



Collection Fund

The Collection Fund is a statutory account showing the transactions of the billing authority in relation to the collection of council tax and non-domestic rates from taxpayers and the distribution to local authorities and Central Government.

Council Tax £000	2017/18 NDR £000	Total £000		Council Tax £000	2018/19 NDR £000	Total £000
Income:						
(175,179)	0	(175,179)	Income from Council Tax (showing the net amount receivable, net of benefits, discounts for prompt payments and transitional relief)	(189,801)	0	(189,801)
(56)	0	(56)	Income from Specific Grants	(42)	0	(42)
2	0	2	Transfers from General Fund			
			- Transitional relief	2	0	2
			- Discretionary relief	(68)	0	(68)
0	(74,880)	(74,880)	Income collectable from business ratepayers	0	(82,476)	(82,476)
0	(4,031)	(4,031)	Transitional Protection Payments	0	(4,037)	(4,037)
(175,233)	(78,911)	(254,144)	TOTAL INCOME	(189,909)	(86,513)	(276,422)
Expenditure:						
141,376	41,621	182,997	Precepts			
			- Shropshire Council and Parish and Town Councils	153,393	40,310	193,703
20,205	0	20,205	- West Mercia Police & Crime Commissioner	21,499	0	21,499
10,073	849	10,922	- Shropshire & Wrekin Fire Authority	10,619	823	11,442
0	42,470	42,470	- Central Government	0	41,132	41,132
0	463	463	Charges to Collection Fund			
			- costs of collection	0	461	461
(44)	(321)	(365)	Bad and doubtful debts			
			- write offs	(100)	(411)	(511)
606	425	1,031	- provisions	779	502	1,281
0	(7,484)	(7,484)	Appeals rates			
			- write offs	0	(1,284)	(1,284)
0	7,914	7,914	- provisions	0	5,857	5,857
2,669	3,440	6,109	Contributions			
			- Towards previous year's estimated Collection Fund surplus/(deficit)	2,784	(5,496)	(2,712)
174,885	89,377	264,262	TOTAL EXPENDITURE	188,974	81,894	270,868
(348)	10,466	10,118	Deficit/(Surplus) for the Year	(935)	(4,619)	(5,554)
(2,318)	(4,833)	(7,151)	Balance brought forward	(2,666)	5,633	2,967
(2,666)	5,633	2,967	Balance carried forward	(3,601)	1,014	(2,587)

Collection Fund

NOTES TO THE COLLECTION FUND

1. COUNCIL TAX BASE

The council tax base consists of the number of chargeable dwellings in each valuation band adjusted to reflect discounts and other variations. The total tax base is calculated by converting each band to its band D equivalent and providing for losses and variations during the year of collection. The tax base for 2018/19 was as follows:-

Council Tax Band	Net Dwellings	Ratio	Band D Equivalents
A1	22.59	5/9	12.55
A	17,173.68	6/9	11,449.12
B	28,733.79	7/9	22,348.50
C	25,192.75	8/9	22,393.56
D	18,385.99	9/9	18,385.99
E	14,441.53	11/9	17,650.76
F	7,680.62	13/9	11,094.23
G	4,226.57	15/9	7,044.28
H	269.05	18/9	538.10
			110,917.09
Adjustment for MoD Properties (653.49 Band D Equivalents) and Collection Rate (98.2%)			(1,821.49)
			109,095.60

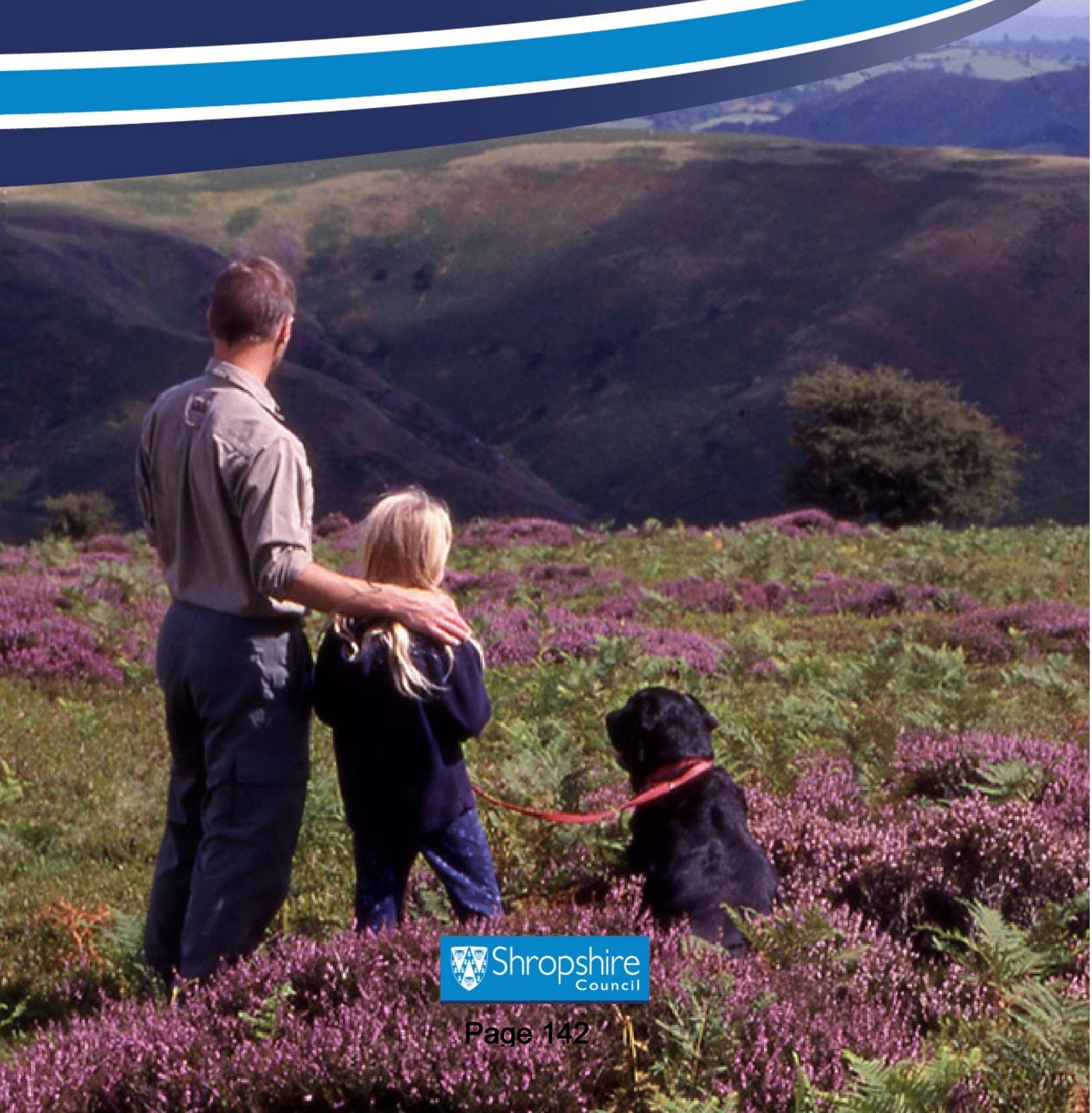
2. NON-DOMESTIC RATES (BUSINESS RATES)

Shropshire Council is the billing authority for NDR and retains 49% share of the total collected and distributes the remaining balance to Central Government (50%) and Shropshire & Wrekin Fire Authority (1%).

At 31 March 2019, the total non-domestic rateable value for all business premises in Shropshire was £233,885,958. The multiplier set by Government to calculate rate bills in 2018/19 was 48p for small businesses and 49.3p for all other businesses.

Section 9

Pension Fund Accounts



Introduction

During the year the Shropshire County Pension Fund increased in value by £81 million to be valued at £1.915 billion at the end of the year. The fund increased in value by 5.4% over the year but underperformed its benchmark by 2.1%. Over the last three years the fund has returned 9% per annum which was 0.6% above benchmark. Longer term performance of the fund over the last five and ten years is also positive. The main reason fund performance was below benchmark for the year was due to below benchmark returns generated from the fund's active equity managers during the last financial year. The combined fixed income portfolios also delivered below benchmark returns for the year.

The fund had positive investment returns in a number of other asset classes which offset the underperformance of equities during the year. The strongest returns were generated in private equity where the fund's investments increased in value by 27.3%. The fund's infrastructure manager produced returns of 21.1% which was 7.4% above benchmark and the property portfolio increased by 8.4% which was 2% above benchmark. The combined fixed income portfolios delivered a return of 0.7% which was 2.8% below benchmark. The fund's other managers produced positive returns which resulted in overall increase in value of £81 million during the year.

The Pensions Committee determine the strategic asset allocation for the fund. This outlines the proportion of assets that the fund invests in equities, bonds and alternative assets such as property. This is the most important decision the committee makes because it has the biggest impact on the long term returns of the fund.

The Pensions Committee undertakes thorough monitoring of the fund's investment managers and is prepared to make changes in response to investment underperformance or new investment opportunities.

The fund undergoes an independent actuarial valuation every three years. The last actuarial valuation was conducted at the end of March 2016, identifying that the fund had a funding level (the relationship between estimated future pension payments and the funds held to pay for these pensions) of 84% which was an increase from 76% at the previous valuation in March 2013. As a local government pension scheme, the fund is able to take a long-term view to the recovery of any funding deficit and is able to phase in any changes in the employer contribution rate in a manageable way. The March 2019 actuarial valuation process is currently being undertaken with the results being known in November 2019.

During 2018/19, Aon Hewitt, our advisors, undertook a review of the movements in the funding level since the last valuation and presented the results to the Pension Committee.

Due to a strong rally in equity markets, particularly in 2016/17, and a significant increase in the asset value of the fund, this resulted in the funding level increasing to above 90% which is positive news. A large proportion of the pension fund is invested in equities, which represents the riskiest asset class within the fund. A decision was made to increase the level of equity protection from £280 million which had been in place since September 2017, to £580 million during the year. This will help to protect the fund if there are significant equity market falls over the next 12 to 18 months.

The Shropshire County Pension Fund continued to work with eight other funds in the Midlands region during the year. LGPS Central Ltd has been established to manage investment assets on behalf of its nine Local Government Pension Scheme (LGPS) funds across the Midlands region. It is a multi-asset manager, investing approximately £45 billion of assets from 2018 onwards (£17 billion as at March 2019), on behalf of 900,000 LGPS members and 2,500 employers.

LGPS Central Ltd is jointly owned on an equal share basis by eight pension funds and is a Collective Portfolio Management Investment Firm (CPMI) regulated by the Financial Conduct Authority (FCA). The participating pension funds are: Cheshire, Derbyshire, Leicestershire, Nottinghamshire, Shropshire, Staffordshire, West Midlands and Worcestershire. West Midlands Integrated Transport Authority (ITA) Pension Fund will also be an investor, but not a shareholder, with its shareholder rights represented by West Midlands Pension Fund.

The key objectives of LGPS Central are to deliver cost savings and improve risk adjusted investment returns after cost, enable access to a wider range of asset classes for the participating pension funds, and to ensure good governance. LGPS Central manages a wide range of asset classes, employing a mix of internal and external investment management. The company is a private company limited by shares and was incorporated on 13 October 2016. The majority of assets under management will be structured in an authorised contractual scheme (ACS), itself regulated by the FCA, in addition to other pooled investments held in alternative structures. The company has been formed to act as an alternative investment fund manager (AIFM) to allow the participating LGPS administering authorities to pool their respective investments.

The governance structure for LGPS Central has been agreed by all partner funds and appointments for key individuals has progressed well during the year. The LGPS Central Board and Executive Committee are in place. There are currently 50 permanent staff with further recruitment to come over the course of 2019. Regular investment pooling meetings continue to be held with representatives from each of the eight LGPS funds. The Practitioners Advisory Forum, which is made up of 151 officers and pension managers from each fund, are updated regularly on the progress made and key developments of LGPS Central. Meetings of the Shareholders Forum, which is made up of one elected member from each fund, have been held during the year to approve key decisions. The Joint Committee, which is also made up of one elected member from each fund, has also met twice during the year to discuss any client related investors issues.

LGPS Central Ltd opened for business on the 3 April 2018 with the launch of three new pooled funds. In addition to these funds, LGPS Central is responsible for eight advisory and discretionary mandates on behalf of its partner funds. Together, these new funds and mandates see LGPS Central Ltd responsible for £20 billion of assets as at March 2019. Working with our partners to develop and implement our investment strategy will continue to be a major strategic focus for the fund over the next year. The first assets transferred from Shropshire County Pension Fund to LGPS Central Ltd in March 2019, when £237 million was transitioned into their active global equity sub-fund.

The issue of Brexit has still not been resolved at the time of writing and therefore has caused uncertainties with equity markets and markets in general.

There have been two principal market effects of Brexit uncertainty. One has been that listed UK equities have fallen out of favour with institutional investors, particularly those overseas. The other is that Sterling has been weak. However, at the corporate level, companies operating in the UK are carrying on with business as usual. UK corporate profits are in fact rising. This healthy backdrop, and the attractive opportunity to invest in the UK at a discount, have encouraged a wide range of overseas companies to acquire UK businesses.

The possibility remains of a no-deal Brexit and the potential economic disruption that it could cause. However, even in this worst-case scenario, it is believed that quoted businesses should in general be able to trade through any short-term disruption. Regardless of the form Brexit takes, it is not anticipated to have any major impact on overseas markets. For the UK specifically, it is expected that the strong underlying fundamentals of a range of businesses to ensure that their value – and that of the broader UK market as a whole, ultimately proves robust. The UK market should remain an attractive prospect for the long-term equity investor.

We will continue to monitor, along with our fund managers and advisors, the situation and its potential impact on the fund.

The Pensions Administration Team have had another busy year to ensure the benefits it looks after for scheme members are paid accurately and on time. In order to effectively administer the LGPS, the data received by fund employers has continued to be collected monthly and checked to ensure accuracy. Employer engagement is important to ensure the fund meets its administration responsibilities and during 2018/19 the fund used a range of methods to communicate with employers to help them understand and fulfil their role. The number of employers joining the fund has continued to grow throughout the year and the latest figures are covered in this report. During the year, there were some changes specifically to the LGPS regulations but also to wider pensions legislation which meant updates were required to the pension administration system; as well as changes to scheme documentation, processes and member guides. The team also undertook two major projects throughout the year to change the payroll system used to pay retired members' pensions and to upgrade the 'My Pension Online' area of the website.

Pension Fund Accounts

PENSION FUND ACCOUNT FOR THE YEAR ENDED 31 MARCH 2019

2017/18 £000		2018/19 £000
	Income	
	Contributions	
(64,083)	Employers (Note 7)	(44,402)
(14,049)	Employees (Note 7)	(14,728)
(6,005)	Transfers In from other pension funds (Notes 3, 7)	(6,350)
(84,137)	Total Income	(65,480)
	Expenditure	
	Benefits Payable	
56,515	Pensions (Note 7)	59,051
8,337	Commutation of pensions and lump sum retirement benefits (Note 7)	9,366
1,272	Lump Sum Death Benefits (Note 7)	1,661
	Payment to & Account of Leavers	
218	Refund of contributions (Note 7)	191
5,249	Transfers to other funds (Notes 3, 7)	8,060
71,591	Total Expenditure	78,329
(12,546)	Net (additions) / withdrawals from dealings with scheme members	12,849
14,607	Management Expenses (Note 8)	13,975
	Returns on Investments	
(24,935)	Investment Income (Notes 3, 9)	(25,788)
(10,669)	(Gain)/loss on cash and currency hedging	(12,614)
344	Taxes on Income (Note 10)	412
(32,347)	Profits and losses on disposal of investments and changes in value of investments (Note 11a)	(70,319)
(67,607)	Net (increase) / decrease in the net assets available for benefits during the year	(108,309)
(65,546)	(Surplus) / deficit on the pension fund for the year	(81,485)
1,768,270	Opening net assets of the scheme	1,833,816
1,833,816	Closing net assets of the scheme	1,915,301

Pension Fund Accounts

PENSION FUND NET ASSET STATEMENT AS AT 31 MARCH 2019

31-Mar-18		31-Mar-19	
£000		£000	%
	Long Term Investments		
0	Equities (Note 11b)	1,315	0.07
	Investment Assets		
264,509	Equities (Note 11b)	125,939	6.57
	Pooled Investment Vehicles		
1,532,234	Other Managed Funds (Note 11b)	1,667,601	87.07
	Other Investment Balances		
685	Loans (Note 11b)	685	0.04
	Cash Deposits		
33,081	Deposits (Note 11a)	115,796	6.05
2,000	Temporary Investments (Note 27)	2,000	0.10
1,832,509	Total Investment Assets	1,913,336	99.90
	Current Assets		
2,292	Contributions due from Employers (Note 18)	2,407	0.13
2,204	Other Current Assets (Note 18)	1,583	0.08
0	Cash Balances (Note 27)	987	0.05
	Current Liabilities		
(163)	Unpaid Benefits (Note 19)	(243)	(0.01)
(2,807)	Other Current Liabilities (Note 19)	(2,769)	(0.15)
(219)	Cash Balances (Note 27)	0	0
1,833,816	Net Assets of the Scheme – Available to Fund Benefits as at 31 March	1,915,301	100.00

The Fund's financial statements do not take account of liabilities to pay pensions and other benefits after the period end. The actuarial present value of promised retirement benefits is disclosed in the Actuary Statement.

NOTES TO THE SHROPSHIRE COUNTY PENSION FUND ACCOUNTS FOR THE YEAR ENDED 31 MARCH 2019

1. DESCRIPTION OF FUND

The Shropshire County Pension Fund is part of the Local Government Pension Scheme and is administered by Shropshire Council. The Council is the reporting entity for this Pension Fund.

The Fund is governed by the Public Service Pensions Act 2013. The Fund is administered in accordance with the following secondary legislation:

- The Local Government Pension Scheme Regulations 2013 (as amended)
- The Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014 (as amended)
- The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016.

It is a contributory defined benefit pension scheme administered by Shropshire Council to provide pensions and other benefits for pensionable employees of Shropshire Council and a range of other scheduled and admitted bodies within the county area. Teachers, police officers and firefighters are not included as they come within other national pension schemes. The Fund is overseen by the Shropshire County Pension Fund Committee, which is a committee of Shropshire Council.

Membership of the LGPS is voluntary and employees are free to choose whether to join the scheme, remain in the scheme or make their own personal arrangements outside the scheme.

Organisations participating in the Shropshire County Pension Fund include:

Scheduled bodies, which are automatically entitled to be members of the Fund.

Admitted bodies, which participate in the Fund under the terms of an admission agreement between the Fund and the employer. Admitted bodies include voluntary, charitable and similar not-for-profit organisations, or private contractors undertaking a local authority function following outsourcing to the private sector.

There are 199 employers within the Shropshire County Pension Fund including Shropshire Council itself, as detailed below.

Shropshire County Pension Fund	31 March 2019	31 March 2018
Number of employers with active members	151	138
Number of employees in the scheme		
Shropshire Council	6,066	6,690
Other employers	10,274	9,787
Total	16,340	16,477
Number of pensioners in the scheme		
Shropshire Council	5,220	5,048
Other employers	5,507	5,273

Pension Fund Accounts

Shropshire County Pension Fund	31 March 2019	31 March 2018
Total	10,727	10,321
Number of deferred pensioners in the scheme		
Shropshire Council	8,667	8,561
Other employers	9,246	8,882
Total	17,913	17,443

Benefits are funded by contributions and investment earnings. Contributions are made by active members of the fund in accordance with the LGPS Regulations 2013 and ranged from 5.5% to 12.5% of pensionable pay for the financial year ending 31 March 2019. Employers' contributions are set based on triennial actuarial funding valuations. The last such valuation was as at 31 March 2016. Currently, employer contribution rates range from 6.9% to 28.0% of pensionable pay.

Prior to 1 April 2014, pension benefits under the LGPS were based on final pensionable pay and length of pensionable service. From 1 April 2014, the scheme became a career average scheme, whereby members accrue benefits based on their pensionable pay in that year at an accrual rate of 1/49th. Accrued pension is uprated annually in line with the Consumer Prices Index.

A range of other benefits are also provided including early retirement, disability pensions and death benefits.

2. BASIS OF PREPARATION

The statement of accounts summarises the Fund's transactions for the 2018/19 financial year and its position at 31 March 2019. The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19 (the Code) which is based upon International Financial Reporting Standards (IFRS), as amended for the UK public sector.

There were no significant changes to the CIFPA Code of Practice on Local Authority accounting, the key change in International Financial Reporting Standards was the adoption of IFRS9 Accounting Standard for the 2018/19 accounts. IFRS9 requires the investment assets to be accounted for at fair value within the accounts. The adoption of IFRS9 had little impact on the accounts for pension funds as the investment assets were already held at fair value through profit and loss as directed by the code. As a consequence there was no requirement to change the measurement or classification of these assets.

Paragraph 3.3.1.2 of the Code requires disclosure of any accounting standards issued but not yet adopted. No such accounting standards have been identified for 2018/19.

The accounts report on the net assets available to pay pension benefits. They do not take account of obligations to pay pensions and benefits which fall due after the end of the financial year nor do they take into account the actuarial present value of promised retirement benefits. The Code gives administering authorities the option to disclose this information in the net assets statement, in the notes to the accounts or by appending an actuarial report prepared for this purpose. The Pension Fund has opted to disclose this information within the statement by the consulting actuary.

The accounts have been prepared on a going concern basis.

3. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Fund Account – revenue recognition

Contribution income

Normal contributions are accounted for on an accruals basis as follows:

- Employee contribution rates are set in accordance with LGPS regulations, using common percentage rates for all schemes which rise according to pensionable pay.
- Employer contributions are set at the percentage rate recommended by the fund actuary for the period to which they relate.

Transfers to and from other schemes

Transfers in and out relate to members who have either joined or left the Fund.

Individual transfers in/out are accounted for when received or paid. Transfers in from members wishing to use the proceeds of their additional voluntary contributions (see below) to purchase scheme benefits are accounted for on a receipts basis and are included in Transfers In (see note 7). Bulk (group) transfers are accounted for in accordance with the terms of the transfer agreement.

Investment Income

Dividend income is recognised on the date the shares are quoted ex-dividend. Any amount not received by the end of the reporting period is disclosed in the net assets statement as a current financial asset.

Distributions from pooled funds are recognised at the date of issue. Any amount not received by the end of the reporting period is also disclosed in the net assets statement as a current financial asset.

Changes in the value of investments are recognised as income and comprise all realised and unrealised profit/losses during the year.

Fund account – expense items

Benefits payable

Pensions and lump sum benefits payable include all amounts known to be due at the end of the financial year. Any amounts due but unpaid are disclosed in the net assets statement as current liabilities, provided that payment has been approved.

Taxation

The Fund is a registered public service scheme under section 1 (1) of Schedule 36 of the Finance Act 2004 and as such is exempt from UK income tax on interest received and from capital gains tax on the proceeds of investments sold. Income from overseas investments suffers withholding

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tax in the country of origin, unless exemption is permitted. Irrecoverable tax is accounted for as a Fund expense as it arises.

Management expenses

The Fund discloses its pension fund management expenses in accordance with CIPFA guidance Accounting for Local Government Pension Scheme Management Expenses (2016), as shown below. All items of expenditure are charged to the Fund on an accruals basis as follows:

Administrative expenses	All staff costs of the pensions administration team are charged direct to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund.
Oversight and governance	All staff costs associated with governance and oversight are charged direct to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund.
Investment management expenses	<p>Investment management expenses are charged directly to the Fund as part of management expenses and are not included in, or netted off from, the reported return on investments. Where fees are netted off quarterly valuations by investment managers, these expenses are shown separately in Note 8 and grossed up to increase the change in value of investments.</p> <p>Fees of the external investment managers and custodian are agreed in the respective mandates governing their appointments. Broadly, these are based on the market value of the investments under their management and therefore increase or reduce as the value of these investments change.</p> <p>In addition, the Fund has negotiated with Majedie Asset Management, Pimco Europe Ltd, BlackRock (Hedge Fund), Investec Asset Management and Harris Associates that an element of their fee will be performance related. Total performance related fees for all managers in 2018/19 £0.185m (2017/18 £1.620m).</p> <p>Where an investment manager's fee note has not been received by the year-end date, an estimate based upon the market value of their mandate as at the end of the year is used for inclusion in the fund account. In 2018/19, £0.100m of fees is based on such estimates (2017/18 £0.005m).</p>

Net Assets Statement

Financial assets

The Share Capital investment in LGPS Central Limited is valued at transaction price i.e. cost. The pool's main trading company, LGPS Central Limited, only became licensed to trade on 3 April 2018 and no reliable trading results or profit forecasts are as yet available. Consequently, the Pension Fund's view is that the market value of this investment at 31 March 2019 cannot be reasonably assessed and that cost is therefore an appropriate estimate of fair value.

All other investment assets are included in the financial statements on a fair value basis as at the reporting date. A financial asset is recognised in the net assets statement on the date the Fund becomes party to the contractual acquisition of the asset. From this date any gains or losses arising from changes in the fair value of the asset are recognised in the fund account.

The values of investments as shown in the net assets statement have been determined at fair value in accordance with the requirements of the Code and IFRS13 (see note 14).

Foreign Currency transactions

Dividends, interest and purchases and sales of investments in foreign currencies have been accounted for at the spot market rates at the date of transaction. End of year spot market exchange rates are used to value cash balances held in foreign currency bank accounts, overseas investments and purchases and sales outstanding at the end of the reporting period.

Cash and Cash Equivalents

Cash comprises cash in hand and demand deposits and includes amounts held by the Fund's external managers. Cash equivalents are short-term, highly liquid investments that are readily convertible to known amounts of cash and that are subject to minimal risk of changes in value.

Loans and receivables

Financial assets classed as amortised cost are carried in the net asset statement at amortised cost, i.e. the outstanding principal receivable as at the year-end date plus accrued interest.

Financial liabilities.

A financial liability is recognised in the net assets statement on the date the Fund becomes party to the liability. The Fund recognises financial liabilities relating to investment trading at fair value as at the reporting date, and any gains or losses arising from changes in the fair value of the liability between contract date, the year-end date and the eventual settlement date are recognised in the fund account as part of the Change in Value of Investments.

Other financial liabilities classed as amortised cost are carried at amortised cost i.e. the amount carried in the net asset statement is the outstanding principal repayable plus accrued interest. Any interest charged is accounted for on an accruals basis and included in administration costs.

Additional voluntary contributions

Shropshire County Pension Fund provides an additional voluntary contribution (AVC) scheme for its members, the assets of which are invested separately from those of the pension fund. Please see note 18 for further information.

4. CRITICAL JUDGMENTS IN APPLYING ACCOUNTING POLICIES

Pension Fund liability

The net pension fund liability is recalculated every three years by the Fund Actuary. The methodology used is in line with accepted guidelines. This estimate is subject to significant variances based on changes to the underlying assumptions which are agreed with the Actuary and have been summarised in note 17.

Investment in LGPS Central

The Share Capital investment has been valued at cost on the basis that fair value as at 31 March 2019 cannot be reliably estimated. Management have made this judgment because:

- LGPS Central Limited only became licensed to trade on 3 April 2018
- No dividend to shareholders has as yet been declared

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- No published trading results are as yet available which would allow fair value to be calculated on a net asset basis or enable the accuracy of profit and cash flow projections contained in the company's business plan to be assessed with confidence.

5. ASSUMPTIONS MADE ABOUT ESTIMATION UNCERTAINTY

The preparation of financial statements requires management to make judgments, estimates and assumptions that affect the reported amounts. Estimates and assumptions take account of historical experience, current trends and future expectations, however actual outcomes could be different from the assumptions and estimates made. The items in the net asset statement for which there is a significant risk of material adjustment the following year are as follows:

Item	Uncertainties	Effect if actual results differ from assumptions
Private Equity	Private Equity investments are valued at fair value in accordance with International Private Equity and Venture Capital Valuation Guidelines (2012). Investments are not publicly listed and as such there is a degree of estimation involved in the valuation.	The total private equity investments in the financial statements are £97.0 million. There is a risk that this investment may be under or overstated in the accounts.
Hedge Funds	Hedge funds are valued at the sum of the fair values of the underlying sub-funds plus any adjustment that the custodian or fund manager considers necessary. Investments are not publicly listed and as such there is a degree of estimation involved in the valuation.	The total hedge fund value in the financial statements is £126.3 million. There is a risk that this investment may be under or overstated in the accounts.

6. EVENTS AFTER THE BALANCE SHEET DATE

These are events, both favourable and unfavourable, that occur between the end of the reporting period and the date when the financial statements are authorised for issue. There have been no events between 31 March 2019, and when these accounts were authorised, that require any adjustments to be made.

7. ANALYSIS OF THE MAIN REVENUE ACCOUNT TRANSACTIONS

The following table provides further analysis of contributions received and benefits paid between the Administering Authority (Shropshire Council), Designated Bodies and Scheme Employers (Unitary, Town and Parish Councils) and Admission Bodies (Private bodies carrying out former Local Government functions or bodies providing a public service on a non-profit making basis).

2018/19	Administering Authority	Admission Bodies	Designation Bodies/Scheme Employers	Total
	£000	£000	£000	£000
<u>Contributions Received</u>				

Pension Fund Accounts

2018/19	Administering Authority	Admission Bodies	Designation Bodies/Scheme Employers	Total
	£000	£000	£000	£000
Employees	5,626	1,995	7,107	14,728
Employers	14,691	6,452	23,259	44,402
Transfers In	2,791	303	3,256	6,350
Total Income	23,108	8,750	33,622	65,780
<u>Payments Made</u>				
Pensions	34,439	7,470	17,142	59,051
Lump Sums	4,0124	1,859	3,383	9,366
Death Benefits	990	211	460	1,661
Refunds	62	12	117	191
Transfers Out	2,457	1,072	4,531	8,060
Total Expenditure	42,072	10,624	25,633	78,329

2017/18 comparative figures	Administering Authority	Admission Bodies	Designation Bodies/Scheme Employers	Total
	£000	£000	£000	£000
<u>Contribution Received</u>				
Employees	5,132	1,966	6,951	14,049
Employers	35,026	6,499	22,558	64,083
Transfers In	2,676	781	2,548	6,005
Total Income	42,834	9,246	32,057	84,137
<u>Payments Made</u>				
Pensions	33,875	6,985	15,655	56,515
Lump Sums	3,362	1,897	3,078	8,337
Death Benefits	490	397	385	1,272
Refunds	67	18	133	218
Transfers Out	2,643	840	1,766	5,249
Total Expenditure	40,437	10,137	21,017	71,591

This table shows a breakdown of the employers contributions above:

	2018/19 £000	2017/18 £000
Employers normal contributions	34,404	33,050
Employers deficit contributions	7,642	*29,634
Employers augmentation contributions	2,356	1,399
	44,402	64,083

* Employers deficit contributions figure for 2017/18 includes upfront deficit payments covering three years for Shropshire Council, West Mercia Energy and Age UK.

8. MANAGEMENT EXPENSES

This analysis of the costs of managing the Shropshire County Pension Fund during the period has been prepared in accordance with CIPFA's Accounting for Local Government Pension Scheme Management Expenses (2016).

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	2018/19 £000	2017/18 £000
Administrative costs	1,327	936
Investment management expenses	11,537	13,118
Oversight and governance costs	1,111	553
	13,975	14,607

Each external Investment Manager receives a fee for their services based on the market value of the assets they manage on the Funds behalf. Active managers are required to produce a specific target return in excess of their benchmark return and are paid a performance related fee (over and above a basic fee) for reaching required levels of outperformance. The management fees disclosed also include all investment management fees directly incurred by the Fund by pooled fund investments.

The investment management expenses shown below includes £0.185m (2017/18 £1.620m) in respect of performance related fees paid/payable to the Fund's investment managers.

It also includes £0.612m in respect of transaction costs (2017/18 £0.467m).

In addition to these costs, indirect costs are incurred through the bid-offer spread on investment sales and purchases. These are reflected in the cost of investment acquisitions and in the proceeds from the sales of Investments (see note 11a).

	2018/19 £000	2017/18 £000
Management Fees	8,423	8,635
Performance Fees	185	1,620
Other Fees	2,257	2,338
Transaction Costs	612	467
Custody Fees	60	58
	11,537	13,118

The costs incurred by the Council in administering the Fund totalled £1.327m for the year ended 31 March 2019 (2017/18 £0.936m).

	2018/19 £000	2017/18 £000
Employee Costs	742	624
IT	323	161
Consultants	137	27
Printing & Postage	45	49
Office Accommodation	26	22
Subscriptions	15	15
Other Costs	39	38
	1,327	936

Pension Fund Accounts

The costs incurred by the Council in Oversight and Governance totalled £1.111m for the year ended 31 March 2019 (2017/18 £0.553m).

	2018/19 £000	2017/18 £000
Investment advice	362	312
Employee costs (pensions investment)	167	159
Actuarial advice	9	14
Responsible engagement overlay	432	*(82)
Professional fees	51	50
External audit	20	22
Performance analysis	25	25
Internal audit	17	17
Legal & Committee	16	15
Other Costs	12	21
	1,111	553

* LGPS Central Pooling costs are shown as a negative figure in 2017/18 as cumulative costs incurred to date are due to be reimbursed back to Shropshire County Pension Fund by LGPS Central in 2018/19. The set-up costs were fully repaid to the Fund during 2018/19.

9. INVESTMENT INCOME

The table below analyses the investment income received by the Fund (mostly in the form of dividends) over the last 12 months.

	2018/19 £000	2017/18 £000
Dividends from equities	(7,983)	(7,312)
Income from pooled investment vehicles	(6,714)	(5,810)
Interest on cash deposits	(59)	(7)
Other	(11,032)	(11,806)
	(25,788)	(24,935)

10. TAXES ON INCOME

This table breaks down the taxes on income by asset class.

	2018/19 £000	2017/18 £000
Withholding tax – Fixed interest securities	0	0
Withholding tax – equities	326	311
Withholding tax – pooled	86	33
	412	344

Pension Fund Accounts

11a. RECONCILIATION OF MOVEMENTS IN INVESTMENTS

Investment type	Value as at 1 April	Purchases at cost & derivative payments	Sale proceed & derivative receipts	Transition	Other cash transactions	Change in market value	Value as at 31 March
	£000	£000	£000	£000	£000	£000	£000
2018/19							
Equities	264,509	66,532	(127,185)	(74,227)		(2,375)	*127,254
Pooled Investment Vehicles – Other Managed Funds	1,532,234	345,061	(361,052)	74,227	4,446	72,685	*1,667,601
Other Investment Balances	685						685
Sub total	1,797,428	411,593	(488,237)	0	4,446	70,310	1,795,540
Cash deposits – with Managers	33,081		(21)		82,728	8	115,796
Temporary Investments	2,000						2,000
Total	1,832,509	411,593	(488,258)	0	87,174	**70,318	1,913,336

* Within the Pooled Investment Vehicles - other managed funds total of £1667.602m are £273.157m of level 3 investments as at 31 March 2019. Within the Equities figure of £127.254m are £1.315m of level 3 investments as at 31 March 2019. The value of the level 3 investments was £203.217m as at 1st April 2018 which increased to £274.472m as at 31 March 2019. The increase in value is due to purchases of £77.216m, sales of £14.297m and change in market value of £8.336m.

** The total change in market value for 2018/19 as per the table above is £70.318m. This figure is made of up of profit on sales of £209.405m and also the difference between book cost and market value for the whole Fund which for 2018/19 was - £139.087m.

Investment type	Value as at 1 April	Purchases at cost & derivative payments	Sale proceeds & derivative receipts	Transition	Other cash transactions	Change in market value	Value as at 31 March
	£000	£000	£000	£000	£000	£000	£000
2017/18 comparative figures							
Equities	263,900	92,244	(84,169)			(7,466)	*264,509
Pooled Investment Vehicles – Unitised Investment Vehicles	0						0
Pooled Investment Vehicles – Other Managed Funds	1,446,607	153,735	(106,074)		(1,736)	39,702	*1,532,234

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Investment type	Value as at 1 April		Purchases at cost & derivative payments		Sale proceeds & derivative receipts		Transition	Other cash transactions		Change in market value		Value as at 31 March	
2017/18 comparative figures	£000		£000		£000		£000	£000		£000		£000	
Other Investment Balances	0		685									685	
Sub total	1,710,507		246,664		(190,243)		0	(1,736)		32,236		1,797,428	
Cash deposits – with Managers	54,084				(103)			(21,011)		111		33,081	
Temporary Investments	2,520							(520)				2,000	
Total	1,767,111		246,664		(190,346)		0	(23,267)		**32,347		1,832,509	

* Within the Pooled Investment Vehicles - other managed funds total of £1532.234m are £201.902m of level 3 investments as at 31 March 2018. Within the Equities figure of £264.509 are £1.315m of level 3 investments as at 31 March 2018. The value of the level 3 investments were £174.372m as at 1st April 2017 which increased to £203.217m as at 31 March 2018. The increase in value is due to purchases of £62.067m, sales of £36.024m and change in market value of £2.802m.

** The total change in market value for 2017/18 as per the table above is £32.347m. This figure is made of up of profit on sales of £170.854m and also the difference between book cost and market value for the whole Fund which for 2017/18 was - £138.507m.

11b. ANALYSIS OF INVESTMENTS (EXCLUDING DERIVATIVE CONTRACTS)

	2018/19 £000	2017/18 £000
Equities		
UK		
Quoted	110,599	121,917
Unquoted	1,315	1,315
Overseas		
Quoted	15,340	141,277
Total Equities	127,254	264,509
Pooled Funds – additional analysis		
UK		
Unit Trusts	9,621	12,621
Property Debt	18,729	0
Overseas		
Unit Trusts	1,217,538	1,173,133
Hedge Funds	126,304	127,140
Pooled property investments	94,784	93,757
Private Equity	96,989	74,762
Infrastructure Linked Securities	31,135	0
Infrastructure	72,501	50,821
Total Pooled Funds	1,667,601	1,532,234
Other Investment Balances		
Loans	685	685
Total	1,795,540	1,797,428

12. STOCK LENDING

The Fund participates in a stock lending programme with its Custodian, Northern Trust to lend eligible securities from within its portfolio of stocks to third parties in return for collateral. Collateral is restricted to AAA Sovereign debt (the highest rated collateral available).

Collateralised lending generated income of £0.039m in 2018/19 and this is included within investment income in the Pension Fund Account. At 31 March 2019 £8.527m worth of stock (via the Custodian) was on loan, for which the Fund was in receipt (via the Custodian) of £9.046m worth of collateral representing 106% of stock on loan.

Although stock lending involves the transfer of title of those securities to the borrower, the lender's rights to the normal benefits and corporate actions that would have arisen had the asset not been lent are protected. The lender thus retains an economic interest in the securities transferred. During the period stock is on loan, the voting rights of the loaned stock pass to the borrower.

There are no liabilities associated with the loaned assets.

13. ANALYSIS OF DERIVATIVES

The Fund previously passively hedged 50% of all currency exposure to eliminate some of the risks over the longer term involved in holding an increased proportion of overseas investments. Currently, Legal & General, who manage the global equity passive portfolio, hedge 100% of their foreign currency exposure back to sterling. The global equity passive portfolio also has an equity protection strategy in place.

14. FAIR VALUE – BASIS OF VALUATION

Unquoted equities in LGPS Central are valued at cost, i.e. transaction price, as an appropriate estimate of fair value. A fair value cannot be otherwise established for these assets as at 31 March 2019 because the main trading vehicle LGPS Central Limited only became licensed to trade on 3 April 2018 and the reliability of any observable or unobservable inputs used to calculate fair value cannot as yet be assessed with certainty.

All other investments are held at fair value in accordance with the requirements of the Code and IFRS 13. The valuation bases are set out. All assets have been valued using fair value techniques based on the characteristics of each instrument, with the overall objective of maximising the use of market-based information. There has been no change in the valuation techniques used during the year.

Description of asset	Valuation hierarchy	Basis of valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Market quoted investments	Level 1	Published bid market price ruling on the final day of accounting period	Not required	Not required

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Description of asset	Valuation hierarchy	Basis of valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Quoted bonds	Level 1	Market value based on current yields	Not required	Not required
Pooled investments – overseas unit trusts and property funds	Level 2	Closing bid price where bid and offer prices are published. Closing single price where single price published	NAV based pricing set on a forward pricing basis	Not required
Infrastructure	Level 2	Valued at the net asset value or a single price advised by the fund manager	EBITDA multiple, revenue multiple, discount for lack of marketability, control premium	Valuations could be affected by post balance sheet events, changes to expected cashflows, or by any differences between audited and unaudited accounts
Private Equity, Property Debt, Insurance Linked & Unquoted Equity	Level 3	Valued based on the Fund's share of the net assets in the fund or limited partnership using the latest financial statements in accordance with the International Private Equity and Venture Capital guidelines 2012 or other appropriate guidelines	EBITDA multiple, revenue multiple, discount for lack of marketability, control premium	Valuations could be affected by post balance sheet events, changes to expected cashflows, or by any differences between audited and unaudited accounts
Hedge Funds	Level 3	Closing bid price where bid and offer prices are published. Closing single price where single price published	NAV based pricing set on a forward pricing basis	Valuations are affected by any changes to the value of the financial instrument being hedged against

Sensitivity of assets valued at level 3

The table below sets out the assets which have been categorised at level 3. The figures have been derived using the valuation methods adopted by each of the relevant investment managers and are assumed to be accurate. The table also sets out the consequential potential impact on the closing value of investments if these valuations were inaccurate, based on an indicative movement of 5% on the value of investments held as at 31 March 2019.

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Asset	Assessed valuation range (=/-)	Value as at 31-Mar-18	Value on increase	Value on decrease
		£000	£000	£000
Private Equity	5%	96,989	101,838	92,140
	5%	126,304	132,619	119,989
	5%	31,135	32,692	29,578
	5%	18,729	19,665	17,793
Unquoted UK Equity	5%	1,315	1,381	1,249
Total		274,472	288,195	260,749

14a. FAIR VALUE HIERARCHY

Asset and liabilities have been classified into three levels, according to the quality and reliability of information used to determine fair values.

Level 1 - where the fair values are derived from unadjusted quoted prices in active markets for identical assets or liabilities. Comprise quoted equities, quoted bonds and unit trusts.

Level 2 - where quoted market prices are not available, or where valuation techniques are used to determine fair value based on observable data.

Level 3 - where at least one input that could have a significant effect on the instrument's valuation is not based on observable market data.

The values of the investment in private equity are based on valuations provided by the general partners to the private equity funds in which Shropshire County Pension Fund has invested.

These valuations are prepared in accordance with the International Private Equity and Venture Capital Valuation Guidelines, which follow the valuation principles of IFRS and US GAAP. Valuations are undertaken quarterly, however, lag a quarter behind so the valuation in the accounts is as at 30th September 2018. Cash flow adjustments are used to roll forward the valuations to 31 March as appropriate.

The values of the investment in hedge funds are based on the net asset value provided by the fund manager. Assurances over the valuation are gained from the independent audit of the value.

The following table provides an analysis of the assets and liabilities of the pension fund grouped into levels 1 to 3, based on the level at which the fair value is observable.

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Asset type	Investment Manager	Investment Type	Market Value	Quoted market price	Using observable inputs	With significant evaluation inputs
				Level 1	Level 2	Level 3
2018/19			£000	£000	£000	£000
Equities	Majedie Asset Management	UK Equities	125,932	125,932		
	LGPS Central Ltd*	UK Equities (unquoted)	1,315			1,315
Pooled Investment Vehicles	Majedie Asset Management	UK Pooled Fund	9,621	9,621		
	Pimco Europe Ltd	Global Aggregate Bonds	145,309	145,309		
	HarbourVest Partners Ltd	Private Equity	96,989			96,989
	Aberdeen Property Investors	Property Unit Trusts	94,784		94,784	
	Blackrock Global Infrastructure Partners	Hedge Fund	126,304			126,304
		Infrastructure	72,501		72,501	
	Legal & General	Global Equities	601,716	601,716		
	Blackrock	Fixed Interest	140,558	140,558		
	GAM	Absolute Return Bonds	15,571		15,571	
	BMO	LDI	76,646	76,646		
	Securis	Insurance Linked Securities	31,135			31,135
	DRC	Property Debt	18,729			18,729
	LGPS Central Ltd	Global Equities	237,737	237,737		
Net Current Assets (incl cash & other)			120,454	120,454		
Total			1,915,301	1,457,973	182,856	274,472

Asset type	Investment Manager	Investment Type	Market Value	Quoted market price	Using observable inputs	With significant evaluation inputs
				Level 1	Level 2	Level 3
2017/18			£000	£000	£000	£000
Equities	Majedie Asset Management	UK Equities	119,206	119,206		
	LGPS Central Ltd*	UK Equities (unquoted)	1,315			1,315
	Harris Associates	Global Equities	143,979	143,979		
Pooled Investment Vehicles	Majedie Asset Management	UK Pooled Fund	12,621	12,621		
	Pimco Europe Ltd	Global Aggregate Bonds	146,524	146,524		
	MFS	Global Equities	156,068	156,068		
	HarbourVest Partners Ltd	Private Equity	74,762			74,762

Pension Fund Accounts

Asset type	Investment Manager	Investment Type	Market Value	Quoted market price	Using observable inputs	With significant evaluation inputs
				Level 1	Level 2	Level 3
2017/18			£000	£000	£000	£000
	Aberdeen Property Investors	Property Unit Trusts	93,757		93,757	
	Blackrock Global Infrastructure Partners	Hedge Fund	127,140			127,140
			50,821		50,821	
	Legal & General	Infrastructure	367,277	367,277		
	Investec	Global Equities	150,280	150,280		
	Blackrock	Global Equities	140,811	140,811		
		Fixed Interest	142,183		142,183	
		Absolute Return				
	GAM	Bonds				
	BMO	LDI	69,991	69,991		
Net Current Assets (incl cash)			37,081	37,081		
Total			1,833,816	1,343,838	286,761	203,217

* Share Capital investment in LGPS Central Ltd has been carried at cost

15. FINANCIAL INSTRUMENTS

15a. CLASSIFICATION OF FINANCIAL INSTRUMENTS

The following table analyses the carrying amounts of financial instruments by category and net assets statement heading. No financial instruments were reclassified during the accounting period.

	31 March 2019			31 March 2018		
	Fair value through profit & loss	Loans & receivables	Financial liabilities at amortised cost	Fair value through profit & loss	Loans & receivables	Financial liabilities at amortised cost
	£000	£000	£000	£000	£000	£000
Investment Assets						
Equities	1,315					
Financial Assets						
Equities	125,939			264,509		
Pooled Investment Vehicles – Other Managed Funds	1,667,601			1,532,234		
Other Investment Balances - Loans		685			685	
Cash		118,783			34,862	
Debtors		3,990			4,496	
Total Assets	1,794,855	123,458	0	1,796,743	40,043	0
Financial Liabilities						
Creditors			(3,013)			(2,970)
Total Liabilities	0	0	(3,013)	0	0	(2,970)
Total	1,794,855	123,458	(3,013)	1,796,743	40,043	(2,970)

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15b. NET GAINS AND LOSSES ON FINANCIAL INSTRUMENTS

	2018/19 £000	2017/18 £000
Financial Assets		
Fair value through profit and loss	70,319	32,347
Loans and receivables	0	0
Financial liabilities measured at amortised cost	0	0
Financial Liabilities		
Fair value through profit and loss	0	0
Loans and receivables	0	0
Financial liabilities measured at amortised cost	0	0
	70,319	32,347

16. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

Risk and Risk Management

The Fund's primary long-term risk is that its assets will fall short of its liabilities (i.e. promised benefits to pay members). Therefore, the aim of investment risk management is to minimise the risk of an overall reduction in the value of the Fund and to maximise the opportunity for gains across the whole fund portfolio. The Fund achieves this through asset diversification to reduce exposure to market risk (price, currency and interest rate risk) and credit risk to an acceptable level. In addition, the Fund manages its liquidity risk to ensure there is sufficient liquidity to meet the Fund's forecast cash flows. The Fund manages these investment risks as part of its overall pension fund risk management programme.

Responsibility for the Fund's risk management strategy rests with the Pension Fund committee. Risk management policies are established to identify and analyse the risks faced by the Pension Fund's operations. Policies are reviewed regularly to reflect changes in activity and in market conditions.

Market risk

Market risk is the risk of loss from fluctuations in equity and commodity prices, interest and foreign exchange rates and credit spreads. The Fund is exposed to market risk from its investment activities, particularly through its equity holdings. The level of risk exposure depends on market conditions, expectations of future price and yield movements and the assets mix. The objective of the Fund's risk management strategy is to identify, manage and control market risk exposure within acceptable parameters, whilst optimising the investment return.

In general, excessive volatility in market risk is managed through the diversification of the portfolio in terms of geographical and industry sectors and individual securities. To mitigate market risk, the Pension Fund and its investment advisors undertake appropriate monitoring of market conditions and benchmark analysis and manage any identified risk in two ways:

- The exposure of the Fund to market risk is monitored through a factor risk analysis, to ensure that risk remains within tolerable levels

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- Specific risk exposure is limited by applying risk-weighted maximum exposures to individual investments.

Other price risk

Other price risk represents the risk that the value of a financial instrument will fluctuate as a result of changes in market prices (other than those arising from interest rate risk or foreign exchange risk), whether those changes are caused by factors specific to the individual instrument or its issuer or factors affecting all such instruments in the market.

The Fund is exposed to share and derivative price risk. This arises from investments held by the Fund for which the future price is uncertain. The Fund's investment managers mitigate this price risk through diversification and the selection of securities and other financial instruments is monitored to ensure it is within limits specified in the Fund investment strategy.

Other price risk – sensitivity analysis

In consultation with its investment advisors, the Fund has determined that the following movements in market price risk are reasonably possible for the 2019/20 reporting period, assuming that all other variables, in particular foreign exchange rates and interest rates remain the same.

Asset Type	Potential market movements (+/-)
UK Equities	19.0%
Global Unconstrained Equities	20.6%
Global Equities (passive)	20.0%
Property	17.0%
Private Equity	27.5%
Hedge Funds	9.5%
Unconstrained bonds	6.0%
Infrastructure	19.0%
Property Debt	8.0%
Insurance Linked Securities	3.5%
LDI	31.4%

Had the market price of the Fund investments increased/decreased in line with the above, the change in the net assets available to pay benefits in the market price would have been as follows.

Asset type	Value as at 31 March 2019 £000	Potential market movement £000	Value on increase £000	Value on decrease £000
2018/19				
Net Assets including Cash	121,761	0	121,761	121,761
Investment Portfolio Assets				
UK Equities	120,220	22,842	143,062	97,378
Global Equities (unconstrained)	253,077	52,134	305,211	200,943
Global Equities (passive)	601,716	120,343	722,059	481,373
Unconstrained Bonds	301,439	18,086	319,525	283,353
Property	94,784	16,113	110,897	78,671
Private Equity	96,989	26,672	123,661	70,317
Hedge Funds	126,304	11,999	138,303	114,305
Infrastructure	72,501	13,775	86,276	58,726

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Asset type	Value as at 31 March 2019 £000	Potential market movement £000	Value on increase £000	Value on decrease £000
2018/19				
Property Debt	18,729	1,498	20,227	17,231
Insurance Linked Securities	31,135	1,090	32,225	30,045
LDI	76,646	24,067	100,713	52,579
Total assets available to pay benefits	1,915,301	308,619	2,223,920	1,606,682

Asset type	Value as at 31 March 2018 £000	Potential market movement £000	Value on increase £000	Value on decrease £000
2017/18				
Net Assets including Cash	37,073	0	37,073	37,073
Investment Portfolio Assets				
UK Equities	135,853	26,084	161,937	109,769
Global Equities (unconstrained)	447,625	94,897	542,522	352,728
Global Equities (passive)	367,277	74,190	441,467	293,087
Unconstrained Bonds	429,517	22,335	451,852	407,182
Property	93,757	11,907	105,664	81,850
Private Equity	74,762	20,634	95,396	54,128
Hedge Funds	127,140	11,824	138,964	115,316
Infrastructure	50,821	9,453	60,274	41,368
LDI	69,991	21,977	91,968	48,014
Total assets available to pay benefits	1,833,816	293,301	2,127,117	1,540,515

Interest rate risk

The Fund invests in financial assets for the primary purpose of obtaining a return on investments. These investments are subject to interest rate risks, which represent the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in market interest rates.

The Fund's direct exposure to interest rate movements as at 31 March 2019 and 31 March 2018 is set out below. These disclosures present interest rate risk based on the underlying financial assets at fair value.

Asset Type	As at 31 March 2019 £000	As at 31 March 2018 £000
Cash and cash equivalents	115,432	28,270
Cash balances*	987	(219)
Bonds	301,439	429,517
Total change in assets available	417,858	457,568

*overdrawn cash balance as at 31st March 2018

The Fund recognises that interest rates can vary and can affect both income to the Fund and the carrying value of fund assets, both of which affect the value of the net assets available to pay benefits. A 1% movement in interest rates is consistent with the level of sensitivity applied as part of the Fund's risk management strategy.

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The following analysis shows the effect in the year on the net assets available to pay benefits of a +/- 1% change in interest rates assuming all variables, in particular exchange rates, remain constant.

Assets exposed to interest rate risk	Value as at 31 March	Potential movement on 1% change in interest rates	Value on increase	Value on decrease
	£000	£000	£000	£000
As at 31 March 2019				
Cash and cash equivalents	115,432	0	115,432	115,432
Cash balances	987	0	987	987
Bonds	301,439	3,014	304,453	298,425
Total	417,858	3,014	420,872	414,844

Assets exposed to interest rate risk	Value as at 31 March	Potential movement on 1% change in interest rates	Value on increase	Value on decrease
	£000	£000	£000	£000
As at 31 March 2018				
Cash and cash equivalents	28,270	0	28,270	28,270
Cash balances	(219)	0	(219)	(219)
Bonds	429,517	4,295	433,812	425,222
Total	457,568	4,295	461,863	453,273

This analysis demonstrates that a 1% increase in interest rates will not affect the interest received on fixed interest assets but will reduce their fair value, and vice versa. Changes in interest rates do not impact on the value of cash/cash equivalent balances but they will affect the interest income received on those balances.

During 2018/19 the Fund received £0.016m in interest from surplus pension fund revenue cash. This was either invested in call accounts which are classified as a variable rate investment or a fixed term deposit. If interest rates throughout the year had been 1% higher this would have increased the amount of interest earned on these investments by £0.033m. The impact of a 1% fall in interest rates would therefore imply a negative interest rate and therefore it is assumed no interest would have been received or charged on these investments. In addition, the Fund earned £0.043m in interest on its loan to LGPS Central Ltd. The impact of a 1% change in interest rates would have increased or decreased interest earned on this loan by £0.008m.

Currency risk

Currency risk represents the risk that future cash flows will fluctuate because of changes in foreign exchange rates. The Fund is exposed to currency risk on any cash balances and investments assets not denominated in UK sterling.

Currency exposure – asset type	As at 31 March 2019 £000	As at 31 March 2018 £000
Overseas Equities	229,635	420,886
Overseas Pooled Fixed Interest	0	2,915
Overseas Private Equity	96,989	74,762
Overseas Pooled Property	9,184	10,960

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Currency exposure – asset type	As at 31 March 2019 £000	As at 31 March 2018 £000
Overseas Infrastructure	72,501	50,821
Total change in assets available	408,309	560,344

Following analysis of historical data in consultation with the Fund investment advisors, the Fund considers the likely volatility associated with foreign exchange rate movements to be not more than 11%. A 11% strengthening/weakening of the pound against the various currencies in which the Fund holds investments would increase/decrease the net assets available to pay benefits as follows:

Assets exposed to currency risk	Value as at 31 March £000	Potential market movement £000	Value on increase £000 11%	Value on decrease £000 11%
As at 31 March 2019				
Overseas Equities	229,635	25,260	254,895	204,375
Overseas Fixed Interest	0	0	0	0
Overseas Private Equity	96,989	10,669	107,658	86,320
Overseas Pooled Property	9,184	1,010	10,194	8,174
Overseas Infrastructure	72,501	7,975	80,476	64,526
Total change in assets available	408,309	44,914	453,223	363,395

Assets exposed to currency risk	Value as at 31 March £000	Potential market movement £000	Value on increase £000 11%	Value on decrease £000 11%
As at 31 March 2018				
Overseas Equities	420,886	46,297	467,183	374,589
Overseas Fixed Interest	2,915	321	3,236	2,594
Overseas Private Equity	74,762	8,224	82,986	66,538
Overseas Pooled Property	10,960	1,206	12,166	9,754
Overseas Infrastructure	50,821	5,590	56,411	45,231
Total	560,344	61,638	621,982	498,706

Credit Risk

Credit risk represents the risk that the counterparty to a financial transaction will fail to discharge an obligation and cause the Fund to incur a financial loss. The market values of investments generally reflect an assessment of credit in their pricing and consequently the risk of loss is implicitly provided for in the carrying value of the Fund's financial assets and liabilities.

The selection of high quality counterparties, brokers and financial institutions minimises credit risk that may occur through the failure of third parties to settle a transaction in a timely manner. The Fund has also set limits as to the maximum sum placed on deposit with individual financial institutions.

The investment priorities for the management of the pension fund revenue cash held for day to day transactions are the security of the principal sums it invests. The enhancement of returns is

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a secondary consideration to the reduction of minimisation of risk. Accordingly, the Administering Authority ensures that its counterparty lists and limits reflect a prudent attitude towards organisations with whom funds may be deposited.

The main criteria for determining the suitability of investment counterparties is outlined in the Administering Authority's creditworthiness policy which the Pension Fund has also adopted and approved as part of the annual Pension Fund Treasury strategy.

The Fund's lending list is reviewed continuously in conjunction with the Administering Authority's treasury advisor. The total permitted investment in any one organisation at any one time varies with the strength of the individual credit rating. The maximum amount is currently limited to £4,000,000. With security of capital being the main priority, lending continues to be restricted to highly credit rated institutions, part nationalised institutions and other Local Authorities. In addition to credit ratings the Administering Authority continually monitors the financial press and removes institutions from its approved lending list immediately if appropriate.

The Pension Fund has had no experience of default or uncollectable deposits over the past five financial years.

Asset type	Rating	As at 31 March 2019 £000	As at 31 March 2018 £000
Lloyds Bank Fixed Term deposit	A+	0	0
Handelsbanken Instant Access Account	AA	2,000	2,000
Total		2,000	2,000

Credit risk may also occur if an employing body not supported by Central Government does not pay contributions promptly, or defaults on its obligations. The Pension Fund has not experienced any actual defaults in recent years and the current practice is to obtain a guarantee before admitting new employers so that all pension obligations are covered in the event of that employer facing financial difficulties. All contributions due at 31 March 2019 and 31 March 2018 were received in the first two months of the financial year.

Liquidity risk

Liquidity risk represents the risk that the Fund will not be able to meet its financial obligations as they fall due i.e. that cash is not available when required. The Pension Fund therefore takes steps to ensure that it always has adequate cash resources to meet its commitments. The Fund's cash holding under its treasury management arrangements at 31 March 2019 was £2.0m (31 March 2018 £2.0m).

The Fund has immediate access to cash through two instant access accounts which at any one time could have up to £6 million available in total. The Fund also has the ability to access immediate cash held by Northern Trust which as at 31 March 2019 was £153.432m. The Fund does not have access to an overdraft facility.

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Officers prepare a daily cash flow forecast to understand and manage the timing of the Fund's cash flows. The appropriate strategic level of cash balances to be held forms part of the investment strategy.

17. FUNDING ARRANGEMENTS

In line with the Local Government Pension Scheme Regulations 2013, the Fund's actuary undertakes a funding valuation every three years for the purpose of setting employer contribution rates for the forthcoming triennial period. The last such valuation took place as at 31 March 2016 and the next valuation will take place as at 31 March 2019.

The key elements of the funding policy are:

- To ensure the long term solvency of the Fund, i.e. that sufficient funds are available to meet all pension liabilities as they fall due for payment
- To ensure that employer contribution rates are as stable as possible
- To minimise the long-term cost of the scheme by recognising the link between assets and liabilities and adopting an investment strategy that balances risk and return
- To reflect the different characteristics of employing bodies in determining contribution rates where it considers it reasonable to do so
- To use reasonable measures to reduce the risk to other employers and ultimately to the council tax payer from an employer defaulting on its pension obligations

The aim is to achieve 100% solvency over a period of 22 years and to provide stability in employer contribution rates by spreading any increases in rates over a period of time. For each individual employer, the funding objective, method and assumptions depend on a particular employer's circumstances and different approaches have been adopted where applicable, in accordance with the Funding Strategy Statement.

At the 2016 actuarial valuation, the Fund was assessed as 84% funded (76% at the March 2013 valuation). This corresponded to a deficit of £278 million (2013 valuation was £383 million) at that time. Revised contributions set by the 2016 valuation were introduced in 2017/18 and the common contribution rate (i.e. the average employer contribution rate in respect of future service only) is 14.9% of pensionable pay (14% at the March 2013 valuation).

The valuation of the Fund has been undertaken using the projected unit method under which the salary increase for each member is assumed to increase until they leave active service by death, retirement or withdrawal from service. The principal assumptions were as follows:

Financial assumptions	31 March 2016	31 March 2013
Discount rate	4.55% p.a.	4.95% p.a.
Assumed long term CPI inflation	2.2% p.a.	2.6% p.a.
Salary increases – long term	3.7% p.a.	4.1% p.a.
Salary increases – short term	1% p.a. for 4 years	1% p.a. for 3 years
Pension increases in payment	2.2% p.a.	2.6% p.a.

The assumed life expectancy from age 65 is as follows:

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Demographic assumptions		31 March 2016	31 March 2013
Current pensioners (at age 65)	Males	22.9	23.7
	Females	26.1	26.0
Future pensioners (assumed current age 45)	Males	25.1	25.9
	Females	28.4	28.8

It is assumed that, on average, 50% of retiring members will take the maximum tax-free cash available at retirement and 50% will take a 3/80ths cash sum (which is the standard for pre-April 2008 service).

18. ANALYSIS OF DEBTORS

Provision has been made for debtors known to be outstanding as at 31 March 2019. An analysis of debtors outstanding as at 31 March 2019 is shown below:

	2018/19 £000	2017/18 £000
Contributions due - employees	613	670
Contributions due - employers	1,794	1,622
Other entities and individuals	1,583	2,204
Total	3,990	4,496

19. ANALYSIS OF CREDITORS

Provision has also been made for creditors known to be outstanding at 31 March 2010. An analysis of creditors outstanding as at 31 March 2019 is shown below:

	2018/19 £000	2017/18 £000
Central Government bodies	(604)	(579)
Other Local Authorities	(1,541)	(1,151)
Other entities and individuals	(867)	(1,240)
Total	(3,012)	(2,970)

20. ADDITIONAL VOLUNTARY CONTRIBUTIONS

Scheme members have the option to make Additional Voluntary Contributions (AVC's) to enhance their pension benefits. These contributions are invested with an appropriate provider and used to purchase an annuity at retirement. Contributions are paid directly from scheme members to the AVC provider and are therefore not represented in these accounts in accordance with regulation 4 (1) (b) of the Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016.

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Contributions are invested in with-profit, unit linked or deposit funds of the scheme member. At present there are around 526 scheme members with AVC policies. These policies are held either by Equitable Life or Prudential.

During 2018/19 contributions to the schemes amounted to £0.758m. The combined value of the AVC funds as at 31 March 2019 was £5.354m.

21. RELATED PARTY TRANSACTIONS

Shropshire Council

The Shropshire County Pension Fund is administered by Shropshire Council. Shropshire Council incurred costs of £1.559m (2017/18 £1.168m) in relation to the administration of the Fund and was subsequently reimbursed by the Fund for these expenses.

Shropshire Council is also the single largest employer of members of the Pension Fund. All monies owing to the Fund were paid across in the year. The Scheme Administrator of the Shropshire County Pension Fund is also the Director of Finance, Governance & Assurance for Shropshire Council.

Several employees of Shropshire Council hold key positions in the financial management of the Shropshire County Pension Fund. The Director of Finance, Governance & Assurance (s151 Officer & Scheme Administrator), the Head of Treasury and Pensions, the Treasury Accountant, the Investment Officer and the Pensions Administration Manager are all active members of the Fund.

Under the Local Government Pension Scheme 1997 Regulations, Councillors were entitled to join the scheme. Legislation which came into force on 1 April 2014 meant the LGPS was only available to councillors and elected mayors of an English County Council or District Council who elected to join before 31 March 2014. From 1 April 2014 access to the LGPS for councillors was removed and those councillor members who were in the Scheme on the 31 March 2014 could only remain in the Scheme until the end of their current term of office. The remaining active councillor members were removed from the Scheme in May 2017 at the end of their individual office. All councillor members who sit on the Pension Fund Committee who joined the LGPS before 31 March 2014 are now either deferred or pensioner members of the Fund.

LGPS Central

LGPS Central (LGPSC) has been established to manage investment assets on behalf of nine Local Government Pension Scheme (LGPS) funds across the Midlands. It is jointly owned in equal shares by the eight administering authorities participating in the LGPSC Pool.

The Fund incurred set-up costs, mainly during 2017/18, in relation to LGPSC of £0.502m. These set-up costs were reimbursed by LGPSC to the Fund in 2018/19. The Fund invested £1.315m in share capital and £0.685m in a loan to LGPSC in 2017/18. These remain the balances at 31 March 2019. The Fund was owed interest of £0.043m on the loan to LGPSC at 31 March 2019. In addition, in March 2019, the Fund invested in the LGPSC Global Equity sub-fund.

The Fund incurred costs totalling £0.432m in respect of Governance, Operator Running and Product Development in connection with LGPSC in 2018/19 of which £0.036m was payable to LGPSC at 31 March 2019.

21.a KEY MANAGEMENT PERSONNEL

The posts of Director of Finance, Governance and Assurance (s151 Officer and Scheme Administrator) and Head of Treasury and Pensions are deemed to be key management personnel with regards to the fund. The financial value of their relationship with the fund (in accordance with IAS24) is set out below:

	2018/19 £000	2017/18 £000
Short-term benefits*	86	86
Post employment benefits**	70	25
Total	156	111

* This is the Pension Fund's element of short term remuneration for key management personnel, i.e. annual salary, benefits in kind and employer contributions

** This is the change in value of accrued pension benefits, expressed as cash equivalent transfer value

22. CONTRACTUAL COMMITMENTS

The Fund has a 5% (£96 million) strategic asset allocation to Private Equity. It is necessary to over commit the strategic asset allocation because some private equity investments will mature and be repaid before the committed capital is fully invested.

As at 31 March 2019 £221m has been committed to investment in private equity via a fund of funds manager (HarbourVest Partners). Investment in this asset class will be made as opportunities arise over the next 2-3 years. As at 31 March 2019 the funds Private Equity investments totalled £99.989m.

23. CONTINGENT ASSETS

21 admitted body employers in the Shropshire County Pension Fund hold bonds to guard against the possibility of being unable to meet their pension obligations. These bonds are drawn in favour of the Pension Fund and payment will only be triggered in the event of employer default.

24. VALUE ADDED TAX

The Fund is reimbursed VAT by HM Revenue and Customs. The accounts are shown exclusive of VAT.

25. CUSTODY OF INVESTMENTS

Custodial Services are provided to the Fund by Northern Trust. This includes the safekeeping of assets, the collection of income, the exercise of voting rights and the monitoring and execution of corporate actions in conjunction with investment managers. The Custodian also provides independent confirmation of the assets and their value held by the Fund. Securities are held on a segregated basis via a nominee account and are clearly separated from the Custodian's own assets.

26. FUND AUDITORS

Grant Thornton has completed its audit in accordance with the Audit Commission Act 1998, the Code of Audit Practice issued by the Audit Commission and International Standards on Auditing (UK and Ireland) issued by the Auditing Practice Board. The Audit Certificate is published within this report.

27. PENSION FUND BANK ACCOUNT

Since April 2010 all income received for the Pension Fund has been paid into a separate pension fund bank account. The balance on this account is monitored daily and surplus cash balances invested and as at 31 March 2019 £2.0 million was invested. The cash balance in the Pension Fund account as at the same date was £0.987m.

28. FUND STRUCTURE UPDATE

In September 2017, an equity protection strategy was implemented with Legal & General, one of the Fund's existing managers. The strategy is currently being used to reduce equity risk while the Fund considers making allocations to other investments with £280 million of equities being protected at this time. The equity protection strategy was increased during 2018/19 to £580 million for a further period of 12-18 months expiring in 2020. This was funded by reducing the Fund's active global equity allocation.

In March 2018, Pensions Committee agreed to appoint an Insurance Linked Securities manager and Property Debt manager and reduce the overall allocation to equities. These changes were implemented during 2018/19.

The portfolio with GAM was terminated during 2018/19 with funds transferring to a new absolute return bond manager, T.Rowe Price in April 2019.

In March 2019, the first assets transferred from the Shropshire Fund to LGPS Central, the mandates with MFS, Harris & Investec were terminated and funds of £237 million transitioned into the active global equity sub-fund with LGPS Central.

Pension Fund Accounts

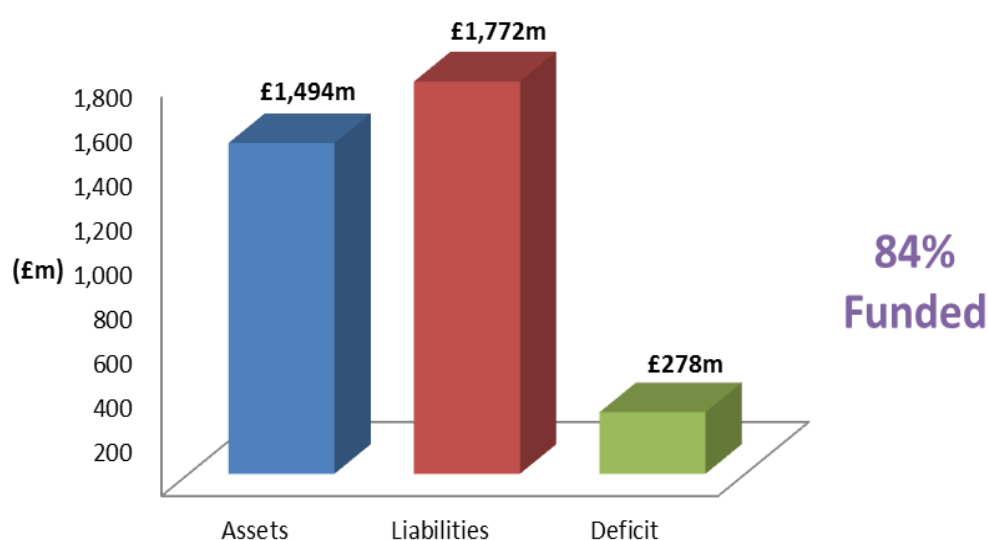
SHROPSHIRE COUNTY PENSION FUND

Accounts for the year ended 31 March 2019 Statement by the Consulting Actuary

This statement has been provided to meet the requirements under Regulation 57(1)(d) of The Local Government Pension Scheme Regulations 2013.

An actuarial valuation of the Shropshire County Pension Fund was carried out as at 31 March 2016 to determine the contribution rates with effect from 1 April 2017 to 31 March 2020.

On the basis of the assumptions adopted, the Fund's assets of £1,494 million represented 84% of the Fund's past service liabilities of £1,772 million (the "Funding Target") at the valuation date. The deficit at the valuation was therefore £278 million.



The valuation also showed that a Primary contribution rate of 14.9% of pensionable pay per annum was required from employers. The Primary rate is calculated as being sufficient, together with contributions paid by members, to meet all liabilities arising in respect of service after the valuation date.

The funding objective as set out in the Funding Strategy Statement (FSS) is to achieve and then maintain a solvency funding level of 100% of liabilities (the solvency funding target). In line with the FSS, where a shortfall exists at the effective date of the valuation a deficit recovery plan will be put in place which requires additional contributions to correct the shortfall (or contribution reductions to refund any surplus). The Secondary rate of the employer's contribution is an adjustment to the Primary rate to arrive at the overall rate the employers are required to pay.

Pension Fund Accounts

The FSS sets out the process for determining the recovery plan in respect of each employer. At this actuarial valuation the average deficit recovery period is 22 years, and the total initial recovery payment (the “Secondary rate”) for 2019/20 is approximately £15.6 million (this allows for some employers to phase in any increases or prepay in April 2017). For most employers, the Secondary rate will increase at 3.7% per annum. Other employers have opted to pay a higher non-increasing contribution over the recovery period. With the agreement of the Administering Authority employers may also opt to pay some of their employer contributions early (after suitably agreed reductions), with either all three years being paid in April 2017 or payment being made in the April of the year in question.

Further details regarding the results of the valuation are contained in the formal report on the actuarial valuation dated 31 March 2017.

In practice, each individual employer’s position is assessed separately and the contributions required are set out in the report. In addition to the certified contribution rates, payments to cover additional liabilities arising from early retirements (other than ill-health retirements) will be made to the Fund by the employers.

The funding plan adopted in assessing the contributions for each individual employer is in accordance with the Funding Strategy Statement (FSS). Any different approaches adopted, e.g. with regard to the implementation of contribution increases and deficit recovery periods, are as determined through the FSS consultation process.

The valuation was carried out using the projected unit actuarial method and the main actuarial assumptions used for assessing the Funding Target and the Primary rate of contribution were as follows:

	For past service liabilities (Funding Target)	For future service liabilities (Primary rate of contribution)
Rate of return on investments (discount rate)	4.55% per annum	4.95% per annum
Rate of pay increases (long term)*	3.7% per annum	3.7% per annum
Rate of increases in pensions in payment (in excess of GMP)	2.2% per annum	2.2% per annum

* allowance was also made for short-term public sector pay restraint over a 4 year period.

The assets were assessed at market value.

The next triennial actuarial valuation of the Fund is due as at 31 March 2019. Based on the results of this valuation, the contribution rates payable by the individual employers will be revised with effect from 1 April 2020.

Pension Fund Accounts

Actuarial Present Value of Promised Retirement Benefits for the Purposes of IAS 26

IAS 26 requires the present value of the Fund's promised retirement benefits to be disclosed, and for this purpose the actuarial assumptions and methodology used should be based on IAS 19 rather than the assumptions and methodology used for funding purposes.

To assess the value of the benefits on this basis, we have used the following financial assumptions as at 31 March 2019 (the 31 March 2018 assumptions are included for comparison):

	31 March 2018	31 March 2019
Rate of return on investments (discount rate)	2.6% per annum	2.4% per annum
Rate of CPI Inflation / CARE benefit revaluation	2.1% per annum	2.2% per annum
Rate of pay increases*	3.6% per annum	3.7% per annum
Rate of increases in pensions in payment (in excess of GMP) / Deferred revaluation	2.2% per annum	2.3% per annum

* includes a corresponding allowance to that made in the latest formal actuarial valuation for short-term public sector pay restraint.

The demographic assumptions are the same as those used for funding purposes. Full details of these assumptions are set out in the formal report on the actuarial valuation dated March 2017.

During the year, corporate bond yields decreased slightly, resulting in a lower discount rate being used for IAS 26 purposes at the year-end than at the beginning of the year (2.4% p.a. versus 2.6% p.a.). The expected long-term rate of CPI inflation increased during the year, from 2.1% p.a. to 2.2%. Both of these factors combined served to increase the liabilities over the year.

The value of the Fund's promised retirement benefits for the purposes of IAS 26 as at 31 March 2018 was estimated as £2,659 million. Interest over the year increased the liabilities by c£69 million, and allowing for net benefits accrued/paid over the period also increased the liabilities by c£17 million (after allowing for any increase in liabilities arising as a result of early retirements/augmentations). We have also included an amount of £16 million by way of an estimate of the effect of the McCloud judgement (see note below for further details). There was an increase in liabilities of £145 million due to "actuarial gains" (i.e. the effect of the changes in the actuarial assumptions used, referred to above).

The net effect of all the above is that the estimated total value of the Fund's promised retirement benefits as at 31 March 2019 is therefore £2,906 million.

The McCloud Case

In December 2018 the Court of Appeal ruled against the Government in the two linked cases of Sargeant and McCloud (which for the purposes of the LGPS has generally been shortened to "McCloud"), relating to the Firefighter unfunded pension schemes and the Judicial pension arrangements. In essence, the Court held that the transitional protections, which were afforded to older members when the reformed schemes were introduced in 2015, constituted unlawful age discrimination. The Government attempted to appeal the cases, but it was announced on

27 June 2019 that the appeal had been refused by the Supreme Court. Remedial action in the form of increases in benefits for some members of the Firefighter and Judicial arrangements will almost certainly be required. There may well also be knock-on effects for the other public service schemes, and the LGPS might therefore also be required to take some action. At this stage it is uncertain whether remedial action will be required, nor is it clear what the extent of any potential remedial action might be.

We have carried out some costings of the potential effect of McCloud as at 31 March 2019, based on the individual member data as supplied to us for the 2016 actuarial valuation, and this results in an additional liability of £16 million using the IAS26 assumptions outlined above. The approach to the calculations is as instructed by the administering authority after consideration of the categories of members potentially affected, but in very broad terms calculates the cost of applying a "final salary underpin" (on a member by member basis) to those active members who joined the Fund before 1 April 2012 and who would not otherwise have benefited from the underpin.

GMP Equalisation

UK and European law requires pension schemes to provide equal benefits to men and women in respect of service after 17 May 1990 (the date of the "Barber" judgment) and this includes providing equal benefits accrued from that date to reflect the differences in GMPs. Previously, there was no consensus or legislative guidance as to how this might be achieved in practice for ongoing schemes, but the 26 October 2018 Lloyds Bank court judgement has now provided further clarity in this area. However, in response to this judgement HM Treasury stated that "public sector schemes already have a method to equalise guaranteed minimum pension benefits, which is why we will not have to change our method as a result of this judgment", clearly implying that the Government (who have the overall power to determine benefits provision) believe the judgement itself will not affect the benefits. Therefore, the natural conclusion for the main public service pension schemes including the Local Government Pension Scheme is that it is not appropriate for any provision to be included for the effect of the Lloyds Bank judgment, at least at the present time, and so we have not made any allowance for any additional liabilities within the above figures at this stage. However, in due course there may be a further cost to the LGPS in connection with equalisation/indexation, when the Government confirms the overall approach which it wishes to adopt in this area following its consultation.

John Livesey
Fellow of the Institute and Faculty
of Actuaries

Mark Wilson
Fellow of the Institute and Faculty
of Actuaries

Mercer Limited
July 2019

Independent auditor's report to the members of Shropshire Council on the pension fund financial statements of Shropshire County Pension Fund

Opinion

We have audited the financial statements of Shropshire County Pension Fund (the 'pension fund') administered by Shropshire Council (the 'Authority') for the year ended 31 March 2019 which comprise the Fund Account, the Net Assets Statement and notes to the pension fund financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19.

In our opinion, the financial statements:

- give a true and fair view of the financial transactions of the pension fund during the year ended 31 March 2019 and of the amount and disposition at that date of the fund's assets and liabilities, other than liabilities to pay promised retirement benefits after the end of the fund year;
- have been prepared properly in accordance with the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19; and
- have been prepared in accordance with the requirements of the Local Audit and Accountability Act 2014.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the 'Auditor's responsibilities for the audit of the financial statements' section of our report. We are independent of the Authority in accordance with the ethical requirements that are relevant to our audit of the pension fund's financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Conclusions relating to going concern

We have nothing to report in respect of the following matters in relation to which the ISAs (UK) require us to report to you where:

- the Director of Finance, Governance and Assurance's use of the going concern basis of accounting in the preparation of the pension fund's financial statements is not appropriate; or
- the Director of Finance, Governance and Assurance has not disclosed in the pension fund's financial statements any identified material uncertainties that may cast significant doubt about the Authority's ability to continue to adopt the going concern basis of accounting for the pension fund for a period of at least twelve months from the date when the pension fund's financial statements are authorised for issue.

Other information

The Director of Finance, Governance and Assurance is responsible for the other information. The other information comprises the information included in the Statement of Account, the Narrative Report, the Annual Governance Statement and the Annual Report, other than the pension fund's financial statements, our auditor's report thereon and our auditor's report on the Authority's financial statements. Our opinion on the pension fund's financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

In connection with our audit of the pension fund's financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the pension fund's financial statements or our knowledge of the pension fund obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the pension fund's financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

Opinion on other matter required by the Code of Audit Practice published by the National Audit Office on behalf of the Comptroller and Auditor General (the Code of Audit Practice)

In our opinion, based on the work undertaken in the course of the audit of the pension fund's financial statements and our knowledge of the pension fund the other information published together with the pension fund's financial statements in the Statement of Accounts, the Narrative Report, the Annual Governance Statement and the Annual Report for the financial year for which the financial statements are prepared is consistent with the pension fund's financial statements.

Matters on which we are required to report by exception

Under the Code of Audit Practice, we are required to report to you if:

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make a written recommendation to the Authority under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or;
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014, in the course of, or at the conclusion of the audit.

We have nothing to report in respect of the above matters.

Responsibilities of the Authority, the Director of Finance, Governance and Assurance and Those Charged with Governance for the financial statements

As explained more fully in the Statement of Responsibilities set out on page 13, the Authority is required to make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Director of Finance, Governance and Assurance. The Director of Finance, Governance and Assurance is responsible for the preparation of the Statement of Accounts, which includes the pension fund's financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19, for being satisfied that they give a true and fair view, and for such internal control as the Director of Finance, Governance and Assurance determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the pension fund's financial statements, the Director of Finance, Governance and Assurance is responsible for assessing the pension fund's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless there is an intention by government that the services provided by the pension fund will no longer be provided.

The Audit Committee is Those Charged with Governance. Those charged with governance are responsible for overseeing the Authority's financial reporting process.

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the pension fund's financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at:

www.frc.org.uk/auditorsresponsibilities

This description forms part of our auditor's report.

Use of our report

This report is made solely to the members of the Authority, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 43 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the Authority's members those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume

responsibility to anyone other than the Authority and the Authority's members as a body, for our audit work, for this report, or for the opinions we have formed.

Richard Percival

for and on behalf of Grant Thornton UK LLP, Local Auditor.

Birmingham. July 2019

Section 10

Glossary



Glossary

Accountable Body	An accountable body receives external funding and is responsible for the financial management of these funds, therefore the accountable body must ensure that robust accounting and performance management arrangements are in place with regard to the distribution and spending of these funds.
Accounting Concepts	The basis on which an organisation's financial statements are based to ensure that those statements 'present fairly' the financial position and transactions of that organisation. Accounting concepts include 'materiality', 'accruals', 'going concern' and 'primacy of legislative requirements'.
Accounting Policies	The principles, bases, conventions, rules and practices applied by an organisation that specify how the effects of transactions and other events are to be reflected in its financial statements.
Accumulated Absences Account	The Accumulated Absences Account absorbs the differences that would otherwise arise on the General Fund Balance from accruing for compensated absences earned but not taken in the year, e.g. annual leave entitlement carried forward at 31 March. Statutory arrangements require that the impact on the General Fund Balance is neutralised by transfers to or from the Account.
Accruals	The accruals accounting concept requires the non-cash effect of transactions to be included in the financial statement for the year in which they occur, not in the period in which the cash is paid or received.
Actuarial Basis	The estimation technique applied when estimating the liabilities to be recognised for defined benefit pension schemes in the financial statements of an organisation.
Actuarial Gain	This may arise on defined benefit pension scheme liabilities and assets. A gain represents a positive difference between the actuarial assumptions and actual experience (e.g. liabilities during the period were lower than estimated).
Actuarial Loss	These may arise on defined benefit pension scheme liabilities and assets. A loss represents a negative difference between the actuarial assumptions and actual experience (e.g. liabilities during the period were higher than estimated).

Glossary

Adjusted Capital Financing Requirement	The value of the Capital Financing Requirement after it has been adjusted by the value of Adjustment A.
Adjustment A	The difference between the Council's Credit Ceiling and Capital Financing Requirement to ensure that the impact of the Prudential Code (effective from 1 April 2004) is neutral on the Council's revenue budget. Once calculated the figure is fixed.
Appropriation	The transfer of sums to and from reserves, provisions and balances.
Assets	These are economic resources that can include anything tangible or intangible that is capable of being owned or controlled to produce value and that is held to have positive economic value.
Associated Company	<p>An organisation in which the Council has a participating interest and over which it can exercise significant influence without support from other participants in that organisation (e.g. other board members etc.).</p> <p>The exercise of significant influence occurs when one organisation is actively involved and is influential in the direction of another organisation through its participation in policy decisions including decisions on strategic issues. A holding of 20% or more of the voting rights of an organisation is generally recognised as being a significant influence.</p>
Balances	Amounts set aside to meet future expenditure but not set aside for a specific purpose.
Balance Sheet	The financial statement that reports the financial position of an organisation at a point in time, for Shropshire Council this is the 31 st March. It shows the balances and reserves at the Council's disposal, long term liabilities and the fixed and net current assets employed in its operations, together with summarised information on the non-current assets held.
Below the Line Items	Items that are notionally allocated to services to arrive at the "Net Cost of Service". Below the line items include depreciation and IAS19 pension costs.
Bonds	Investment in certificates of debts issued by a Government or company. These certificates represent loans which are repayable at a future date with interest.

Glossary

Borrowing	Loans from the Public Works Loans Board and the money markets which finance the capital programme of the Council.
Budget	The financial plan reflecting the Council's policies and priorities over a period of time i.e. what the Council is going to spend to provide services. This is the end product of a budget strategy.
Budget Strategy	A plan of how the Council is going to meet its policies and priorities, taking account of the resources available to the Council. This will include proposals for efficiency savings and possibly service changes and/or cuts, which may free resources to spend on other policies and priorities.
Cabinet	The group of members (local councillors) that provide the executive function of the Council within the policy parameters set by Council. This group of members is able to exercise considerable control over the Council. Its decision-making powers are set out in the Council's Constitution.
Capital Adjustment Account	<p>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 provision.</p> <p>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.</p> <p>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.</p>
Capital Expenditure	Expenditure on items that have a life of more than one year, such as buildings, land, major equipment.
Capital Financing Requirement (CFR)	This sum represents the Council's underlying need to borrow for capital purposes. It is calculated by summing all items on the balance sheet that relate to capital expenditure, e.g. non-current assets, financing leases, Government grants deferred etc. The CFR will be different to the actual borrowing of the Council as actual borrowing will relate to both capital and revenue activities and it is not possible to separate these sums. This figure is then used to calculate the Council's Minimum Revenue Provision.

Glossary

Capital Grants Unapplied	The Capital Grants Unapplied Account holds the grants and contributions received towards capital projects for which the Council has met the conditions that would otherwise require repayment of the monies but which have yet to be applied to meet expenditure. The balance is restricted by grant terms as to the capital expenditure against which it can be applied and/or the financial year in which this can take place.
Capital Receipts	The proceeds from the sale of non-current assets such as land and buildings. These sums can be used to finance new capital expenditure.
Capital Receipts Reserve	The Capital Receipts Reserve holds the proceeds from the disposal of land or other assets, which are restricted by statute from being used other than to fund new capital expenditure or to be set aside to finance historical capital expenditure. The balance on the reserve shows the resources that have yet to be applied for these purposes at the year end.
Capitalised Expenditure	Represents expenditure on assets. This expenditure is reflected in the value of assets that are reported in the Balance Sheet and will result in increased depreciation costs to the Income and Expenditure Account.
Cash Equivalents	Cash equivalents are short-term, highly liquid investments that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value.
Cash Flow Statement	The financial statement that summarises the Council's inflows and outflows of cash arising from transactions with third parties for revenue and capital purposes.
Code of Practice on Local Authority Accounting (Code)	A publication produced by CIPFA that provides comprehensive guidance on the content of a Council's Statement of Accounts.
Collection Fund	A separate statutory fund which records Council Tax and Non-Domestic Rates collected, together with payments to precepting authorities (e.g. Police Authorities, Fire Authorities etc.), NDR distribution to Central Government and the billing Council's own General Fund.

Glossary

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 tax payers compared with the statutory arrangements for paying across amounts to the General Fund from the Collection Fund.
Comprehensive Income and Expenditure Statement	This is fundamental to the understanding of a Council's activities. It brings together all of the functions of the Council and summarises all of the resources that the Council has generated, consumed or set aside in providing services during the year. As such, it is intended to show the true financial position of the Council, before allowing for the concessions provided by statute to raise Council Tax according to different rules and for the ability to divert particular expenditure to be met from capital resources.
Constitution	The document that sets out how the Council operates, how decisions are made and the procedures which are followed to ensure that the Council is efficient, transparent and accountable to local people.
Contingent Liability	Potential costs that the Council may incur in the future because of something that happened in the past.
Corporate Bonds	Investments in certificates of debt issued by a company. These certificates represent loans which are repayable at a future date with interest.
Council	The Council comprises all of the democratically elected Councillors who represent the various electoral divisions.
Council Tax	A local taxation that is levied on dwellings within the local Council area. The actual level of taxation is based on the capital value of the property, which is split into 8 bands from A to H, and the number of people living in the dwelling.
Council Tax Base	To set the Council Tax for each property a Council has to first of all calculate the council tax base. This is a figure that is expressed as the total of band D equivalent properties. The total amount to be raised from Council Tax is divided by this figure to determine the level of tax for a band D property. The level of tax for the other bands of property are calculated by applying a predetermined ratio to the band D figure.

Glossary

Council Tax Precept	The amount of income due to the Council in respect of the total Council Tax collected.
Credit	A credit represents income to an account.
Credit Ceiling	A term from the old Local Authority capital expenditure system, the credit ceiling represented the Council's total debt outstanding after taking account of sums set aside to repay borrowing.
Creditors	Represents the amount that the Council owes other parties.
Debit	A debit represents expenditure against an account.
Debt Charges	This represents the interest payable on outstanding debt.
Debtors	Represents the amounts owed to the Council.
Dedicated Schools Grant (DSG)	A specific grant paid to Local Authorities to fund the cost of running its schools.
Deferred Capital Receipts Reserve	The Deferred Capital Receipts Reserve holds the gains recognised on the disposal of non-current assets but for which cash settlement has yet to take place. Under statutory arrangements, the Council does not treat these gains as usable for financing new capital expenditure until they are backed by cash receipts.
Deficit	Arises when expenditure exceeds income or when expenditure exceeds available budget.
Depreciation	The accounting term used to describe the charge made representing the cost of using tangible non-current assets. The depreciation charge for the year will represent the amount of economic benefits consumed in the period, e.g. due to wear and tear over time.
Direct Revenue Financing	The cost of capital projects that is charged against revenue budgets.
Equities	Ordinary shares in UK and overseas companies traded on a stock exchange. Shareholders have an interest in the profits of the company and are entitled to vote at shareholder's meetings.

Glossary

Estimation Techniques	The methods adopted by an organisation to arrive at estimated monetary amounts, corresponding to the measurement bases selected for assets, liabilities, gains, losses and changes in reserves.
Exceptional Item	Material Items which derive from events or transactions that fall within the ordinary activities of the council and which need to be disclosed separately by virtue of their size or incidence to give fair presentation of the accounts.
Finance Lease	A lease that transfers substantially all of the risks and rewards of ownership of a non-current asset to the lessee. The payments usually cover the full cost of the asset, together with a return for the cost of finance.
Financial Instruments	Financial instruments are formally defined in the Code as contracts that give rise to a financial asset of one entity and a financial liability or equity instrument of another entity. The definition is a wide one, it covers the treasury management activity of the Council, including the borrowing and lending of money and the making of investments. However, it also extends to include such things as receivables and payables and financial guarantees.
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 benefitting from gains per statutory provisions. The Council uses the Account to manage premiums paid on the early redemption of loans. Over time, the expense is posted back to the General Fund Balance in accordance with statutory arrangements for spreading the burden on council tax.
Fixed Interest Securities	Investments in mainly Government but also company stocks, which guarantee a fixed rate of interest. The securities represent loans which are repayable at a future date but which can be traded on a recognised stock exchange before the repayment date.
Futures	A contract made to purchase or sell an asset at an agreed price on a specified future date.

Glossary

General Fund Balance	<p>The General Fund is the statutory fund into which all the receipts of a Council are required to be paid and out of which all liabilities of the Council are to be met, except to the extent that statutory rules might provide otherwise.</p> <p>The General Fund Balance is the reserve held by the Council for general purposes, i.e. against which there are no specific commitments. That said it is prudent and sensible for these sums to be treated as a contingency to protect the Council's financial standing should there be any financial issues in the year.</p>
Going Concern	<p>The going concern accounting concept assumes that the organisation will not significantly curtail the scale of its operation in the foreseeable future.</p>
Group Accounts	<p>Where a Council has an 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.</p>
Hedge Funds	<p>An investment fund that uses sophisticated investment strategies to profit from opportunities on financial markets around the world. These strategies include borrowing money to make investment, borrowing shares in order to sell them and profiting from company mergers.</p>
Heritage Assets	<p>These are tangible assets with historical, artistic, scientific, technological, geophysical or environmental qualities that are held and maintained by the Council principally for their contribution to knowledge and culture.</p>
Housing Revenue Account	<p>The Housing Revenue Account reflects the statutory obligation to maintain a revenue account for the local authority council housing provision in accordance with Part VI of the Local Government and Housing Act 1989. This account includes the revenue costs of providing, maintaining and managing Council dwellings are charged. These costs are financed by tenants' rents and government housing subsidy.</p>
Impairment	<p>Impairment of an asset is caused either by a consumption of economic benefits e.g. physical damage (e.g. fire at a school) or a deterioration in the quality of the service provided by the asset (e.g. a library closing and becoming a storage facility), or by a general fall in prices of that particular asset or type of asset.</p>

Glossary

Index Linked Securities	Investments in Government stock that guarantee a rate of interest linked to the rate of inflation. These securities represent loans to Government which can be traded on recognised stock exchanges.
Inflow	This represents cash coming into the Council.
International Financial Reporting Standards (IFRS)	International Financial Reporting Standards are issued by the International Accounting Standards Board (IASB) to develop a single set of financial reporting standards for general purpose financial statements.
Investments	An asset which is purchased with a view to making money by providing income, capital appreciation or both.
Joint Venture	An organisation in which the Council is involved where decisions require the consent of all participants.
JPUT	A Jersey Property Unit Trust is a specific type of Jersey Trust which is commonly used to acquire and hold interest in UK real estate. The assets of the JPUT are held by its trustees on trust for the unitholders of the JPUT.
LDI	Liability driven investment (LDI) strategies aim to enable pension funds to reduce risk and improve funding levels by reducing volatility over time. Because the value of future pension payments is directly linked to inflation, interest rates and the longevity of Fund members, Funds have sought investments linked to such factors.
Leases	A method of funding expenditure by payment over a defined period of time. An operating lease is similar to renting, the ownership of the asset remains with the lessor and the transaction does not fall within the capital control system. Finance leases are more akin to borrowing and do fall within the capital system.
Liabilities	An obligation to transfer economic benefits. Current liabilities are usually payable within one year.
Liquid Resources	These are resources that the Council can easily access and use, e.g. cash or investments of less than 365 days.

Glossary

Major Repairs Reserve	The Council is required to maintain the Major Repairs Reserve, which controls an element of the capital resources limited to being used on capital expenditure on HRA assets or the financing of historical capital expenditure by the HRA. The balance shows the capital resources that have yet to be applied at the year end.
Managed Funds	A type of investment where a number of investors pool their money into a fund which is then invested by a fund manager.
Materiality	Materiality is an expression of the relative significance or importance of a particular matter in the context of the financial statements as a whole. A matter is material if its omission would reasonably influence the reader of the accounts. Materiality has both quantitative and qualitative aspects.
Minimum Revenue Provision (MRP)	A minimum amount, set by law, which the Council must charge to the income and expenditure account, for debt redemption or for the discharge of other credit liabilities (e.g. finance lease).
Movement in Reserves Statement	This provides a reconciliation showing how the balance of resources generated/consumed in the year links in with statutory requirements for raising Council Tax.
Non Domestic Rates (NDR)	Taxation that is levied on business properties. This is collected by billing authorities and then distributed to preceptors and Central Government.
Net Book Value	The amount at which non-current assets are included in the balance sheet. It represents historical cost or current value less the cumulative amounts provided for Depreciation or Impairment.
Net Expenditure	The actual cost of a service to an organisation after taking account of all income charged for services provided.
Net Cost of Service	The actual cost of a service to an organisation after taking account of all income charged for services provided. The net cost of service includes the cost of depreciation relating to non-current assets.
Non-Current Assets	Tangible assets that yield benefits to the Council for a period of more than one year, examples include land, buildings and vehicles.

Glossary

Operating Lease	A lease where the asset concerned is returned to the lessor at the end of the period of the lease.
Outflow	This represents cash going out of the Council.
Outturn	Actual expenditure within a particular year. In the Explanatory Foreword this expenditure is stated before taking into account Depreciation and other Below the Line Items.
Pension 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. Statutory arrangements require benefits earned to be financed as the Council makes employer's contributions to pension funds or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the Council has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.
Post Balance Sheet Event	Those events both favourable and unfavourable, that occur between the Balance Sheet date and the date on which the Statement of Accounts is signed by the Responsible Financial Officer.
Precept	The amount levied by the various joint authorities (e.g. police and fire authorities) which is collected by the council on their behalf. A body which can set a precept is called a preceptor.
Primacy of Legislation	The accounting concept primacy of legislation applies when accounting principles and legislative requirements are in conflict, in such an instance the latter shall apply.
Prior Period Adjustments	These are material adjustments relating to prior year accounts that are reported in subsequent years and arise from changes in accounting policies or from the correction of fundamental errors.
Private Finance Initiative (PFI)	A Government initiative that enables, through the provision of financial support, Authorities to carry out capital projects through partnership with the private sector.

Glossary

PFI Credits	The financial support provided to Local Authorities to part fund PFI capital projects.
Provisions	Provisions represent sums set aside to meet specific future expenses which are likely or certain to be incurred, as a result of past events, where a reliable estimate can be made of the amount of the obligation.
Prudence	This accounting concept requires that revenue is not anticipated until realisation can be assessed with reasonable certainty. Provision is made for all known liabilities whether the amount is certain or can only be estimated in light of the information available.
Prudential Borrowing	The amount of borrowing undertaken by the Council to fund capital expenditure, in line with affordable levels calculated under the Prudential Code.
Prudential Code	The Government removed the extensive capital controls on borrowing and credit arrangements from 2004/05 and replaced them with a Prudential Code under which each Council determines its own affordable level of borrowing. The Prudential Code requires authorities to set specific prudential indicators e.g. affordable borrowing limit on an annual basis.
Public Works Loans Board (PWLb)	A Government agency providing long and short term loans to local authorities at interest rates only slightly higher than those at which Government itself can borrow.
Public Sector Bonds	Investments in certificates of debt issued by Government. These represent loans to Governments which are tradable on recognised stock exchanges.
Revaluation Reserve	<p>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.</p> <p>The Reserve contains only revaluation gains accumulated since 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.</p>

Glossary

Revenue Expenditure	Expenditure on the day to day running costs of the Council, such as salaries, wages, utility costs, repairs and maintenance.
Revenue Expenditure Funded By Capital Under Statute	Expenditure incurred during the year that may be capitalised under statutory provisions and does not result in the creation of non-current assets.
Revenue Support Grant (RSG)	An amount of money that Central Government makes available to Local Authorities to provide the services that it is responsible for delivering.
Reserves	Sums are set aside in reserves for specific future purposes rather than to fund past events.
Service Reporting Code of Practice (SERCOP)	Provides guidance to local authorities on financial reporting to stakeholders. It establishes 'proper practice' with regard to consistent financial reporting, which allows direct comparisons to be made with the financial information published by other local authorities.
Soft Loan	This is a loan which is provided with a below-market rate of interest.
Specific Grant	A grant awarded to a Council for a specific purpose or service that cannot be spent on anything else.
Subsidiary	An organisation that is under the control of the Council (e.g. where the Council controls the majority of voting rights, etc.)
Surplus	Arises when income exceeds expenditure or when expenditure is less than available budget.
Trading Service/Organisation	A service run in a commercial style and environment, providing services that are mainly funded from fees and charges levied on customers.
Treasury Strategy	A plan outlining the Council's approach to treasury management activities. This includes setting borrowing and investment limits to be followed for the following year.
Unit Trusts	A pooled Fund in which small investors can buy and sell units. The pooled Fund then purchases investments, the returns on which are passed on to the unit holders. It enables a broader spread of investments than investors could achieve individually.

Glossary

Unquoted Equity Investment	Investments in unquoted securities such as shares, debentures or unit trusts which are not quoted or traded on a stock market.
Usable Capital Receipts Reserve	Represents the resources held by the Council that have arisen from the sale of non-current assets that are yet to be spent on other capital projects.
Usable Reserves	Reserves that can be applied to fund expenditure or reduce local taxation, all other reserves retained on the balance sheet cannot.
Variation	The difference between budgeted expenditure and actual outturn, also referred to as an over or under spend.
Virement	The transfer of resources between two budgets, such transfers are governed by financial rules contained within the Constitution.

Draft Statement of Accounts 2018-2019

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Shropshire Council

Annual Governance Statement

2018/19

Good Governance in the Public Sector comprises the arrangements (political, economic, social, environmental, administrative, legal, etc.) in place to ensure that the intended outcomes for all interested parties are defined and achieved. In delivering good governance, both the Council, and individuals working for and with the Council, aim to achieve the Council’s objectives while acting in the public interest.

The Council's Code of Corporate Governance, located in the Constitution¹, summarises the Council's good governance principles and details the actions and behaviours required to demonstrate good governance. The seven core principles are:

- A. Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law;
- B. Ensuring openness and comprehensive stakeholder engagement;
- C. Defining outcomes in terms of sustainable economic, social, and environmental benefits;
- D. Determining the interventions necessary to optimise the achievement of the intended outcomes;
- E. Developing the Council’s capacity, including the capability of its leadership and the individuals within it;
- F. Managing risks and performance through robust internal control and strong public financial management; and
- G. Implementing good practices in transparency, reporting and audit, to deliver effective accountability.

Senior managers have provided assurances as to the application of these principles throughout the 2018/19 financial year, where there have been instances of non-compliance, these have been identified and escalated to the top of the Council for action. Where there have been significant directorate changes, assurances have been provided by the new director in post. In so doing, this demonstrates that the Council is doing the right things in the right way for the right people, in a timely, inclusive, open and accountable manner. These arrangements take into consideration all the systems, processes, the culture and values which direct and control the way the Council works and through which it is accountable to, engages with, and leads its communities. **Annex A demonstrates the overall Assurance Framework.**

This statement explains how the Council has complied with the Code and meets the requirements of the Accounts and Audit Regulations 2015. This is supported by a 2018/19 Code of Governance audit which provides a reasonable level of assurance.

A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law
Members and officers recognise the importance of compliance with the Constitution, specifically Financial and Contract Rules; Procurement Regulations, Scheme of Delegation and Codes of Conduct. All of which are reviewed and updated regularly. Where there have been instances of non-compliance with procurement (Theatre), where the recognised approval process has been circumvented (IT solutions, IGLOO ²) these have been identified and escalated to the top of the Council for action.

1 <https://shropshire.gov.uk/committee-services/ecCatDisplay.aspx?sch=doc&cat=13331&path=0%20>
2 Digital workplace solution that enables organizations to move beyond a traditional intranet to a digital workplace; a destination that brings people and resources together to solve critical business challenges — and cultivate a strong corporate culture.

A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

Officers also comply with their professional organisations' codes of conduct in delivering services (E.g. HCPC³, PSIAS⁴, Faculty of Public Health), against which assessments are conducted to confirm compliance and identify any improvements required. Adult Social Care (ASC) receive regular focused audits which monitor their compliance with the law e.g. Mental Capacity Act, Deprivation of Liberty; Safeguards, Care Act and the Mental Health Act.

Officers lead by example, both directly with their teams and in undertaking their duties across the Council. Areas of concern are identified, reported through appropriate channels and managed effectively under established policies and processes.

Integrity, open involvement and honest communication surround changes as demonstrated in both Planning and Digital Transformation Services. The Planning Services functions are delivered in an open and transparent manner utilising online mechanisms in addition to face to face and other communication and the service measures outcomes against quantitative and qualitative indicators to monitor its performance. Both Adult and Children's Social Care have a dedicated Principal Social Worker whose role is to raise the quality of ethical social work practice and ensure values and integrity of social work are improved. The Deprivation of Liberty Safeguards Team works daily to ensure the least restrictive care possible is being received by someone lacking capacity living in a care home or hospital. Civil Enforcement Officers use video badges when undertaking parking enforcement, which ensures a high level of integrity is maintained by them whilst protecting the public, the service and the Council.

Human Resource and recruitment policies and processes ensure that the Council is fully compliant with employment law and that no discrimination exists, these are refreshed regularly and agreed in conjunction with the recognised trade unions. This year guidance updates developed and communicated included: General Data Protection Regulations (GDPR), Anti Money Laundering and the Modern Slavery Act. Staff are well supported, receiving training and development opportunities.

Senior officers meet regularly and work closely with Members to ensure that they understand and can undertake their respective roles effectively and legally. Work continues to strengthen the investment in the joint Directors/ Cabinet meetings to help deliver better outcomes and model desired culture, engaging Members earlier in developing financial and other strategies.

Members and officers are advised on and promote accurate reporting, and recognise the importance of data quality, rules and standards. Feedback from service users is received as part of this process and acted upon. Decisions are documented transparently.

Statutory responsibilities across the Council are discharged openly and proactively, examples include having key statutory officers in place (Monitoring⁵, Section 151⁶ Officer and the Head of Paid Service, Director of Children's Services, Director of Adult Services, Senior Information Risk Owner (SIRO)). Examples of statutory responsibilities delivered include, LGPS⁷ Regulations, CIPFA⁸ Code of Practice, Freedom of Information (FOI), Elections, Coroner and Registrars' Services. Statutory responsibilities for Special Educational Needs, Education

³ Registered body for qualified social workers

⁴ Public Sector Internal Audit Standards

⁵ The Monitoring Officer has three main roles: 1. To report on matters he/she believes are, or are likely to be, illegal or amount to maladministration; 2. To be responsible for matters relating to the conduct of Councillors and officers; and 3. To be responsible for the operation of the Council's Constitution.

⁶ Every local authority shall plan for the proper administration of their financial affairs and shall secure that one of their officers has responsibility for the administration of those affairs, this is the Section 151 Officer

⁷ Local Government Pension Scheme

⁸ Chartered Institute of Public Finance Managers

A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

Access, Early Years and place planning, sufficiency and admissions are discharged openly, proactively and in full compliance with Admission Codes.

Internal Audit produces a risk based plan each year, working closely with directors and heads of service to provide independent assurance that appropriate standards are maintained or areas of concern highlighted and acted upon.

The Council has a zero tolerance to fraud and corruption. Identified concerns are acted upon in a timely manner, which can lead to specific outcomes, learning points and improvements. There is a high level of success in criminal legal proceedings, licensing and parking appeals, which provides external judiciary/tribunal assurance that the decision making within the Council is robust.

The Council undertakes a self-assessment of its fraud risks, to identify and understand them. It acknowledges issues and puts in place plans which demonstrate that action is being taken and outcomes are visible. This process is transparent and reports are taken to senior management and those charged with governance. Guidance on ‘Speaking up about Wrongdoing’ which incorporates whistle blowing is available to staff, Members, the public and contractors. Any irregularities identified will be investigated by Internal Audit or the appropriate officers within services. Audit Committee are responsible for the monitoring and overview of the “Speaking up about Wrongdoing Policy” and receive an annual report. Additional work this year has seen the updating of the Anti-Money Laundering guidance, roll out and refresh of training in this area and in counter fraud generally.

The staff survey showed that 50% of respondents agreed that people within the Council acted honestly with 33% recognising it is easy to speak up about wrong doing and confident it will be addressed. An assessment of all results identified the Council as having an ethical framework in place in respect of leadership, management, people, processes, procedures, culture, values, consistency, accountability and assurance.

An Equality and Social Inclusion Impact Assessment (ESIIA) and a thorough analysis of consultation methods and responses is undertaken when changing operating models, policies or contracting with other parties. Over twenty ESIIAs have been undertaken and reported in 2018 including for the Parking Strategy and the Shrewsbury Big Town Plan. There was a two-stage consultation on the Early Help Family Hubs during the summer and autumn, which helped to inform the final report to Cabinet.

B: Ensuring openness and comprehensive stakeholder engagement

Openness and transparency, as one would expect with a large public body, is demonstrated throughout. Councillors represent local people in the Council’s decision making. All service areas feed into transparent reporting processes, both internally through officer and director groups, and publicly through Council committee meetings. This is further supported by compliance to the Transparency and Freedom of Information agenda, managed in large parts by services and, although sometimes delayed, the Council is compliant with the legislation and steps to improve quality and timeliness are demonstrating improvement. Key decisions are reported, and trialled where necessary, through the senior team and then to Members via Party Leads, Groups, Cabinet and Director meetings. Examples include: Cabinet and Council

B: Ensuring openness and comprehensive stakeholder engagement

reports, policy approvals, and minutes of meetings (FGAT⁹, Information Governance, Commissioning and Assurance Board, Digital Transformation Programme Board).

The Council engages positively and always sets out to work in a collaborative open partnership approach with several strategic partners including Central Government departments (Cities and Local Growth Unit, Homes and Communities Agency, Broadband Delivery UK), the Marches Local Enterprise Partnership (LEP) and neighbouring local authorities. It is a non-constituent member of the West Midlands Combined Authority; has a proactive Business Board which it services and engages with on key initiatives and policies, this has led to development of the Economic Growth Strategy and helped to launch and promote the Shropshire Growth Hub (part of the wider Marches Growth Hub). The management of One Public Estate is underway with other public-sector partners. A multi-agency high cost placement-funding panel with Children's Services, Education Services and the Clinical Commissioning Group (CCG) has been established to manage high cost placements efficiently.

There is monthly dialogue with MHCLG¹⁰ through the LEP management group and BEIS¹¹ survey and supporting guidance and information for businesses on Shropshire Marches Growth Hub website. Further support through events and seminars held via the Growth Hub. European Union funding is being delivered in accordance with Government timetables. Evidence gathered through cross member task and finish groups engaging with external organisations including NFU¹², Department. for International Trade and Chamber of Commerce to support economic growth approaches.

Brexit preparations are in place coordinated by the Council's Emergency Planning team. Weekly meetings occur as part of the Local Resilience Forum. The Council's Economic Development Team are working with the Business Board and Chamber of Commerce to understand issues, provide advice and to signpost to information.

Many Council services are delivered in partnership with other organisations such as the Local Strategic Partnership, Fire Service, STaR¹³ Housing, West Mercia Energy, Shropshire County Pension Fund, town and parish councils and voluntary bodies and trusts. The Council coordinates the multi-agency Emergency Planning Group, Tactical Coordinating group (TCG), with Telford and Wrekin Council. Council group accounts set out the financial statements providing an overall view of the materiality of the economic activity of the Council.

Examples of the Council's work with local partnerships in commissioning, procurement and contract activity include the Mental Capacity Act Lead working with the Shropshire Clinical Commissioning Group (CCG). The Council has continued to develop joint commissioning arrangements with Shropshire CCG, and lead on the implementation of Social Prescribing and the commissioning of the new Wellbeing and Independence Partnership. The Council has also agreed to host the West Midlands ADASS¹⁴ programme and has worked on establishing the practical arrangements for this hosting including collaborative commissioning and procurement activities. The Council is a member of the Community Operating Groups (COGs) which promotes local procurement with other public-sector bodies and representation from businesses through engagement events. It also regularly undertakes early market

⁹ Finance Governance and Assurance Team

¹⁰ Ministry of Housing, Communities and Local Government

¹¹ Local enterprise partnership

¹² National Farmers Union

¹³ Shropshire Towns and Rural Housing

¹⁴ Association of Directors of Adult Social Services

B: Ensuring openness and comprehensive stakeholder engagement

engagement exercises to inform its commissioning decisions and procurement processes to ensure it has market knowledge and input from expert markets.

Annually the public is consulted on the budget for the forthcoming year. Other one-off consultation examples include; the Local Plan Review 2036; Shrewsbury Big Town Plan; Local Economic Growth Strategies for six of the key market towns. These consultations engage with organisations, businesses, and residents of Shrewsbury and Shropshire.

Regular interface meetings take place between Children's Services and key partner agencies including the police, CCG, education and health to promote effective partnership working. Service User impact action plans ensure the views of children, young people, parents and carers drive improvements and help to shape future service provision. Children's services actively seek the views of partner agencies when working with individual children, for the purposes of assessment, decision making and planning. Regular multi-agency meetings take place to promote the best interests of the child and family and to improve outcomes. Children's Services engage with Shropshire Safeguarding Children Board. Children's Services last two Ofsted inspections have reported on the good quality partnership working that takes place by Children's Safeguarding and key agencies involved with safeguarding children and looked after children

The performance of maintained schools is monitored according to the School Performance Monitoring (SPM) criteria. The Shropshire Protocol for Monitoring the Performance of Academies provides monitoring criteria and challenge to academies. Engagement of stakeholders in securing the sustainability of schools through federation is co-ordinated through Governor Services.

Adult Social Care utilises several communication and engagement channels, these include; First Point of Contact; Keeping Adults Safe in Shropshire Board; Shropshire Accident and Emergency Delivery Board; Shropshire Partnership In Care (SPIC) and learning from complaints. Information collected has informed the main priorities of *Our Vision and Strategy for Adult Social Care 2018/19 – 2020/21*. An Annual report was published to reflect this and one of the identified successes of the year was the pulling together of all the Adult Social Care and Children's Services Partnership Boards at an Annual Summit Event

Council links with Better Care accommodation schemes to enable older people to remain in their own homes for longer, and houses people successfully under the Home Ownership for Clients with Long Term Disabilities (Buy to Live) scheme. The Council has a strong focus on providing opportunities for people with disabilities to live as independently as they are able, and commissioning of supported living accommodation aims to support this ethos. Continued work with the Shropshire Partnership Prevention Programme draws together current prevention activity (from Adult Social Care, Public Health, the Health and Wellbeing Board, Better Care Fund, Shropshire CCG and Provider partners), while developing new prevention activity, into one programme to increase independence and reduce demand on services. This programme relies on working together in partnership with Shropshire communities to improve people's health and wellbeing

The Council works with the Voluntary and Community Sector Assembly including continuing to recognise and promote the Compact¹⁵. The Council has engaged extensively with Voluntary Sector organisations, stakeholders and customers to plan and recommission preventative services for adults. This encompasses practical help in the home, being active, housing support and fair access to consumer and civil advice, advocacy and welfare benefits support.

¹⁵ The Shropshire Compact is an agreement that sets out the “rules of engagement” for how Shropshire Council and the voluntary and community sector (VCS) should work together for the benefit of the people they serve.

B: Ensuring openness and comprehensive stakeholder engagement

Regular engagement between Public Health, CCG and Adult Social Care for the future provision of services is in place. This includes the agreement of Continuing Health Care funding on a case by case basis through to service redesign and commissioning as part of the Better Care Fund (BCF), the Transforming Care Partnership (TCP) and the Strategic Transformation Plan (STP) in conjunction with the Health and Wellbeing Board. An independent STP Chair is now in post, the CEO and Director of Adult Services attends the Senior Leadership Group to influence and shape development. The Council is looking for a more central role in relation to place planning and integration.

The Local Government Association (LGA) Peer review, conducted in April 2018, recognised an increased focus on economic growth and infrastructure. Throughout the year actions have been delivered against this.

C: Defining outcomes in terms of sustainable economic, social, and environmental benefits.

The Council's Corporate Plan has been revisited for 2019/20 to 2021/22. It provides a focus across priority outcomes and actions for the longer, medium and shorter terms. The Council Vision, 'Innovate to thrive,' covers the following priorities: more people with a suitable home; care for those in need at any age; a good place to do business; a healthy environment; sustainable places and communities, and embrace our rurality. These are underpinned by more specific themes which focus on benefits including a continued focus on communities being enabled to do more for themselves (social), promoting clean growth and safeguarding natural assets such as water quality and supply, and a focus on economic growth through appropriate investment and skills development. The plan has been communicated to all staff and members, new measures for the performance management framework are being finalised with directors and members, and will include key milestones for the delivery of strategies and projects.

It has been recognised that the Commercial Strategy needs to be refocused and realigned to the wider corporate strategies to enable the required income to be delivered. There has been increased focus on the Economic Growth Strategy, the key objective of which is to support and drive increased economic productivity, deliver financially and socially driven outcomes and maximise environmental benefits. A Financial Strategy is drawn up aligned to service outcomes and the long-term sustainability of the Council. All documents provide a direct or indirect flow from the Council's Corporate Plan and the strategic objectives. The Financial Strategy sets out the short and long-term implications for service delivery across the Council. A new Financial Strategy was developed over the 2018/19 financial year, and by February 2019 a five-year plan was approved by Council with a strong focus on minimising impactful changes ahead of the Fair Funding review exemplifications due later in 2019. This revised Strategy creates a balanced budget for 2019/20. Funding gaps are predicted for 2020/21 to 2023/24 and the long-term strategy for managing these will be considered in detail during 2019/20 as details of government funding and redistribution models into the future are shared. The Sustainable Business Plan developed in late 2015 remains, a valid interpretation of the implications for the Council of the current funding formula and sets an approach to deliver a balanced budget, albeit at the expense of most services currently being delivered. All council reports are required to consider financial implications, risk and opportunity, alongside economic, social and environmental concerns.

A new Capital Strategy is in place for 2019/20 to 2023/24 with clear objectives and a framework, within the CIPFA codes and statutory legislation, by which new projects are evaluated to ensure that all new funding is targeted at meeting the priorities of the Council's

C: Defining outcomes in terms of sustainable economic, social, and environmental benefits.

Corporate Plan.

Savings delivery is a key part of ensuring a sustainable budget going forward and delivery progress is monitored very carefully by Finance officers, reported to Cabinet quarterly and to directors more frequently. Finance Business Partners regularly advise officers on the long term financial impact of their proposals as well as any conflicts with regulatory requirements or policies.

Local Government Pension Scheme (LGPS) Central Limited has been established (£45 Billion FCA¹⁶ registered company), across nine Local Pension Funds. Governance arrangements are led by the Company's Board and the Council has invested £230m during 2018/19.

The Local Plan Review process integrates several sustainability assessments. This includes both Sustainability Appraisal and Habitats Regulation Assessment, consistent with the requirements of national policy and consultation documents. Sustainable development principles are fundamental to the determination of all new development proposals across Shropshire. They are embedded in both the locally adopted development plan policies and national guidance, and all officers are aware of the need for sustainable considerations to be at the forefront of plan making and decision taking;

Outcomes and outputs are defined and managed through robust project management and contract governance in all service areas, examples are the Digital Transformation Programme, Capital Investment Board and Commissioning Assurance and Performance Board. The Boards have become further embedded providing assurance, identifying risks and exploring mitigations required to ensure delivery of key projects.

The Council and its partners have a shared Social Value Charter. It promotes and embeds social value in commissioning and procurement practice and provides a basis for measuring the extent to which social, economic and environmental benefits have been delivered. A Social Value training package is available to staff on 'Leap into Learning'. The Council routinely include Social Value Criteria within their procurement processes to explore the social value benefits that contractors deliver whilst providing services to the Council, examples include: WSP (Engineering Services Consultancy), Veolia and Serco contracts. Government grant has been awarded to deliver the North-West Relief Road, the largest single project undertaken by the Council which will improve transport routes in this area.

Ofsted data shows that in Shropshire 90% primary schools are good or outstanding compared to a national average of 87% (as of 31/8/2018) and 89% of secondary schools are good or outstanding compared to a national average of 75% (as of 31/8/2018).

Adult Social Care is primarily focused on the social benefits of improving the well-being of those it provides support to, including carers, but such services will also assist Shropshire economically and environmentally in areas such as sustained supported employment; prevention activities; resilient communities and healthy lives; performance reporting and monitoring; the right interventions and promoting the use of innovative technology.

¹⁶ Financial Conduct Authority

D: Determining the interventions necessary to optimise the achievement of the intended outcomes.

The LGA Peer review conducted in April 2018 identified that the Council had a strong sense of identity and commitment with ambitious leaders. There was evidence of delivering good services at low cost including some significant projects. All eleven recommendations were accepted by the Council and a high-level action plan is in place. Progress on actions was included in a report to Council in February 2018 and ongoing reviews of progress and plans takes place through Directors, most recently at their workshop on the 3 April 2019. A follow up visit by members of the Corporate Peer Challenge Team to review progress has been arranged for September 2019.

All decisions are taken correctly either through delegating to officers or by Cabinet or Council. Reports are considered by Legal, Finance and Risk Management Services before decisions are made to ensure they present the information required for members to make a reasoned decision.

All service areas produce performance and budgetary information for planning purposes and act on the implications of this information. Where this suggests inadequate performance, this is acted upon. All new developments are considered, formally or informally, by Risk Management staff and Finance Business Partners before reaching decision points.

Budget Consultation is undertaken annually, and consultation with Members through party groups and leaders as requested. The Financial Strategy identifies the short and longer-term approaches to managing the budget and considering the options for delivering a self-sufficient council in the future, aligned to the Council's Corporate Plan. Implications for delivery of services and/or increases in resources are reported throughout the Council and through the support of, for example Business Partners, understood and acted upon. Services do not overspend without appropriate action being taken and where this is not possible, appropriate justification provided. Service structures map structures where necessary, ensuring appropriate alignment with Council priorities.

Capital Investment Board chaired by s151 Officer oversees significant future investments aligned to Council priorities and key strategic objectives (income generation, reduction in costs, and achievement of social value). The Hopper and Pipeline processes provide a business case methodology and investment prioritisation approach ensuring project due diligence work is undertaken before Cabinet take any key investment decisions. Project examples this year include: Shrewsbury Shopping Centre; Tannery development including student accommodation; Ludlow Assembly Rooms; Paul's Moss and Shirehall Redevelopment considerations. The IT Approvals Board provides challenge to potential IT solutions and ensures their fit with the IT Strategy. There have been a small number of projects escalated to the top of the Council for a decision where a difference of approach was identified.

In Place and Enterprise, a continuing level three rating was achieved in Highway Maintenance, to ensure the maximum capital funding from the Department for Transport. The Commercial Strategy has been identified as requiring review and recruitment is underway to help deliver future commercial income targets. A new Housing and Regeneration Development Company has been established to affordable deliver homes going forward. A Climate Change Strategy has been adopted. Management of the Corporate Estate has delivered substantial improvements over the year.

National Accreditation for the Archives Service continues to drive up standards and lead to better outcomes for customers; The Shropshire Museums Service Strategy (2018 – 2023) supports the service in providing a high quality, well-organised and accessible collection that helps to tell Shropshire's stories; Connecting Shropshire has a defined Local Broadband Plan which defines the Council's strategic direction for Broadband, this is an area of infrastructure

D: Determining the interventions necessary to optimise the achievement of the intended outcomes.

that has become critical for residents and businesses and has a key role to play in supporting economic productivity and dealing with challenges of accessing services and rural isolation.

Given the high demand for adult care services, processes ensure services are allocated fairly to those who meet the criteria for eligibility. Limited resources are allocated fairly in accordance with statutory eligibility criteria by utilising several mechanisms including: brokerage, robust systems connecting users and providers in the care market; contract management, (robust quality assurance processes to ensure support is appropriate and proportionate to promote independence); focus on quantitative and quality performance; and Shropshire Choices Information Portal provides Public Factsheets. In addition to statutory performance data submitted for the safeguarding adult return, local performance measures are being developed to monitor activity and provide qualitative information on safeguarding risks.

Children's Services are delivering against a Joint Targeted Area Inspection (JTAI) Action Plan to address the recommendations of the Ofsted Inspection. Individual Work Plans are also in place across several teams which are subject to improvement i.e. Independent Reviewing Unit, Leaving Care, Joint Adoption Service.

Significant parts of Digital Transformation Programme have been delivered. Social Care core modules (Liquid Logic) CRM and My Shropshire Portal and Business Transformation (ERP Business World). The effectiveness and impact of these new systems on the internal control environment will be reviewed in 2019/20. A fully tested Disaster Recovery / Business Continuity capability for the Council's IT systems is in place.

Progress against staffing and work-related stress risks has been marginal. The Council continues to find it challenging to recruit staff with the correct skills, knowledge or experience. This impact is now wider than the positions that have traditionally been hard to recruit to and extends to generic posts in support services (i.e. finance, ICT, HR). The pay policy was reviewed to address the pay drift Shropshire had with other local authorities by restoring rates of pay with national ones. To help mitigate work related stress, a range of wellbeing events have been held over the year and have been well attended, the 'Health MOT' sessions have been fully booked. Currently the 'Step up to feel good,' initiative is encouraging staff to get more active during the working week. Absence for stress has dropped but remains high.

E: Developing the Council's capacity, including the capability of its leadership and the individuals within it.

The LGA Peer review identified enthusiastic staff, engaged with plans for transformation which are ambitious, challenging and have pace. They recognised the need for the Council to consider how staff deliver business as usual as well as transformation. The Future and Senior Leaders Programme had clearly been valued and is having an impact. Recruitment and retention challenges are affecting capacity to deliver some services but there are opportunities to harness business and other partners to add capacity e.g. research, digital skills inclusion, volunteering. Basic IT skills training for staff and members is continuing and the focus on broadband and mobile access as an enabler maintained. Utilising the apprenticeship levy to upskill the workforce continues with funds being fully utilised.

Officers and Members understand their respective roles, these are set out in job descriptions, the Constitution, Part 8 Delegations, Contract and Finance Rules. These responsibilities and accountabilities are understood and reviewed on a regular basis. In addition, all members continue to receive training throughout their four-year term and performance appraisals are in

E: Developing the Council’s capacity, including the capability of its leadership and the individuals within it.

place for officers. Members are briefed on new and emerging local government initiatives and the e learning portal provides other pieces of helpful training. Portfolio Holder roles have been recently refreshed and reporting through senior management and members identifies accountability.

A staff survey reported 78% of employees enjoy the work they do most days with 75% understanding what is expected and clear of their objectives; 75% know how their role contributes to priorities; 66% agreed that their manager regularly lets them know how they are doing and 65% feel comfortable challenging ideas and decisions with their manager; 62% agree that when they make a mistake, they are supported and there is a wish for them to succeed and 55% can access the training and development opportunities required to be effective in their role.

Leadership results were not as strong; 29% agreed that the Council’s political leaders and 41% of the Senior Management team are ambitious for Shropshire; 14% agree that officers and elected members work well together and 17% agree that the Council uses its resources appropriately and spends public money responsibly. Key issues employees wanted to change included the working environment; clear directions supported by robust decision making at all levels; more two-way communication and knowing about changes before they are reported publicly. The ability to work flexibly, make a difference, and work with capable, supportive and proactive teams were identified as the best things about Shropshire. Action plans will be in place to deliver improvements going forward specifically to reduce work related stress and further improve staff wellbeing.

Section 151 update meetings and governance meetings with the Director of Workforce and Transformation, Monitoring Officer, s151 Officer and Head of Audit are established and undertaken regularly to consider governance issues as they arise.

Tools in place to support the clarity of officer roles and the development opportunities provided to them include; Workforce Strategy; team and service plans; risk management reporting through to Cabinet, Audit and Scrutiny Committees; Learning Pool¹⁷; performance management process; renewed focus on sickness absence; lunch and learn sessions; CPD¹⁸ programmes; regular reporting to Health, Safety and Welfare group; knowledge sharing systems; team meetings and one to ones; improved strategies (IT, Asset, Financial, Communications, etc.); and mentoring and sounding boards for the support and development of staff.

The IT service has been restructured with most senior roles now in post. This change reflects best practice, IT management methodology of ITIL¹⁹, specifically the process of capacity management which scopes the skillsets required to fulfil the services needed by customers, both now and in the future. This change is helping the IT service to react to new demands whilst continuing to deliver the existing core requirements of the Council and other customers. Taking the ITIL’s theme of Continuous Service Improvement (CSI) the service has moved to an Outcome based approach, seeking problems from customers that can be addressed with technology. This, combined with an improved approach to training and support, is upskilling the workforce, which will help with service provision whilst identifying opportunities to achieve beneficial outcomes using technology.

¹⁷ E learning package
¹⁸ Continuing professional development
¹⁹ Information Technology Infrastructure Library

E: Developing the Council’s capacity, including the capability of its leadership and the individuals within it.
<p>Leap into Learning, an e-learning tool, to support staff development has had increased modules developed. A second Leadership Programme has been successfully delivered across the Council, further cohorts are planned alongside recognised management professional qualification delivery. Cohorts of individuals are currently undertaking the Level 5, 6 and 7 in Leadership and Management through the apprenticeship route, utilising levy funds.</p> <p>All Highways and Transport staff have been trained in formal Institute of Civil Engineers Contract Management from day courses to full Service Manager award. A restructure of Highways and Transport, and increased resources into the contract management team will support future requirements. NEC²⁰ contracts, project management and procurement strategy training across the Highways team. and wider training and development across the Property Services management team, has resulted in an increase in contracts won; National accreditation programme for Highways Inspectors as part of the new Code of Practice for Highways; and officers undertaking recognised management qualifications (MBA). Local Governance Boards are in place for high value re-commissioned contracts e.g. Highways, Broadband. Negotiation training delivered to relevant officers across the Council.</p> <p>Adult Social Care have a dedicated Lead Practitioner whose role is to ensure a smooth transition from children to adult services, this helps promote young people achieving their potential and realising their ambitions. The Council adheres to revised Dol’s²¹ legislation and has a National Lead officer in this field. Work with Shropshire Partners in Care (SPIC) and the Care Workforce Development Programme (CWDP) ensures the workforce across all commissioned services are trained and appropriately skilled to support vulnerable adults</p> <p>Removal of the Education Support Grant in 2017 resulted in a significant loss of funding for EIS²² and EAS²³ services to schools (from Learning & Skills), as well as HR (which sits outside Learning & Skills). This loss of funding continues to impact on the Council’s ability to maintain the required capacity to meet statutory requirements in these service areas, presenting an increased risk to the effectiveness and deliverability of these services. Through Shropshire Schools Forum, approval has been secured from maintained schools to continue to top-slice part of the DSG²⁴ to contribute to funding of EIS for a further year. This funding is used to commission in several associate headteachers to undertake work on behalf of the EIS and to provide a flexible model of working that can adapt to needs. In respect of EAS, the top-slice meets the costs of provision to maintained schools, while academies can secure support through traded arrangements.</p> <p>Children’s Services social work capacity has been boosted to reflect increased demand with a view to reducing caseloads. Recruitment and retention of social workers is a key priority and retention payments have been agreed for teams where the Council struggles to recruit. The Ofsted Action plan is now concluded and the JTAI identified progress against Ofsted recommendations, the JTAI Action Plan now in place.</p>

²⁰ New engineering contract

²¹ Deprivation of Liberty Safeguards

²² Education Improvement Service

²³ Education Access Service

²⁴ Dedicated Schools Grant

F: Managing risks and performance through robust internal control and strong public financial management

Services report routinely and regularly through to Council Committees such as Cabinet, Audit, Pension and Scrutiny Committees. They pro-actively input into the annual audit programme, strategic, operational and project risk reviews. Both strategic and operational risks are reviewed regularly by senior managers and directors for learning points and action, and are reported through to Informal Cabinet and Audit Committee. Risks are also identified and managed in service and team plans. There is promotion of the Opportunity Risk Management Strategy across the Council and, through its application, a positive approach to managing risk is delivered when focusing on achieving the required outcomes and objectives.

Large projects, such the Digital Transformation Programme (DTP), Northern Relief Road and the new housing company are supported with the compilation of their risk registers. DTP business risks were further challenged by the DTP Assurance Board which added a further layer of governance to this well managed programme.

A risk matrix is operated by the Contracts team in relation to Adult Social Care (ASC) contractors. High risk contractors are prioritised for monitoring and intervention based on several factors including: the number of individuals receiving a service; regulatory inspections; complaints; reported issues and safeguarding concerns; information from Health and other partners. A rolling programme of financial credit assessments is now undertaken by Adult Social Care and the Contracts Team across care sector contractors with priority given to those with a higher spend. Regular financial credit assessments are conducted on key suppliers. Data and intelligence requirements are being built into contracts as they are developed, e.g. the Independence and Wellbeing (Prevention) contract. This is an ongoing area of focus for the Council and will need to continue to be implemented as commissioning takes place. Provider complaints reporting has been built into all contracts. An awareness and training session for ASC providers was delivered in the autumn and was well received. There is a good working relationship between the Customer Feedback team and Adult Social Care Safeguarding. Non-section 42 referrals are shared with the team to be investigated as a complaint.

All financial decisions are reported through to Cabinet, Council and Scrutiny Committee in an appropriate and transparent basis and challenge welcomed from members and officers. All budgets, actuals and variances are reported regularly with supporting information trails. The Financial Strategy identifies a short-term budget plan and a long-term aspirational plan linked to the Corporate Plan for a self-sustaining Council. A full risk assessment is undertaken in support of this. Final Accounts are produced on time and in-line with best practice and have an unqualified audit opinion. It is recognised that there were some issues with debt collection processes however, plans are in place to address these with the introduction of new digital solutions. Based on the work performed by the External Auditor to address the significant risks, they concluded that; 'the Council had proper arrangements in all significant respects to ensure it delivered value for money in its use of resources'.

The Council approves the Robustness of Estimates and Adequacy of Reserves paper each year. This report demonstrates the financial resilience of the local authority, for example: the need to hold a General Fund Balance with a target level and explanations for variance, details and categorisation of all earmarked reserves and provisions and details of previous year outturn variances. The Council, despite significant financial challenges, has delivered an underspend of between £0.3m and £2.8m each year since 2013/14.

Information management training is undertaken by all staff and senior staff report this through to the SIRO. All data has assigned owners, these are regularly reviewed. Information Asset Owners complete annual Information Governance Assurance Statements. Data is held across many systems by different teams. It is stored on secure drives and databases that are protected in accordance with approved policies. Investment in Flowz, an information

F: Managing risks and performance through robust internal control and strong public financial management

management system, is enabling a more consistent approach to the management of data assets.

The local authority has continued to conduct its own business continuity management and emergency planning exercises and participated in multi-agency exercises. Full action plans are created following the exercises and these provide both assurance and learning points for future development.

Quarterly Corporate Performance Reporting using the Performance Portal is delivered, making information more accessible to members, officers and the public. Key information is data quality checked, for example by applying the Data Quality Toolkits for Adults and Children's Social Care, and the checking carried out on statutory return data. Services manage their performance through several methods: quarterly Quality and Performance meetings with team managers and service managers to review feedback from case file audits, complaints, service user feedback, performance data and the use of dashboards. Quality and performance is a standing agenda item on team meeting agendas and exceptions are escalated up through management structures. Across the Council, 84 complaints and enquiries were made to the Local Government Ombudsman and Social Care (LGO). Of those, 25 resulted in an investigation outcome, 17 were not upheld and eight were. The LGO reports Shropshire Council's upheld rate at 32%. The Council continues to learn from associated feedback.

Internal Audit sets a balanced and risk assessed programme each year identifying the key areas for review and the need for assurance. High risk areas not subject to review are identified to enable senior management and members to gather and seek their own assurance as necessary. Audit Committee undertakes a regular self-assessment, challenged by officers and External Audit, and undertakes regular training sessions based on the identification of areas for improvement and key risks and fundamental knowledge-based needs. Over the year service managers have been required to attend Audit Committee to provide assurance not otherwise secured on their control and risk management environment. Based on the Internal Audit work undertaken and management responses received; the Head of Audit has offered reasonable assurance for the 2018/19 year that the Council's framework for governance, risk management and internal control is sound and working effectively. She reported that generally, risks are well managed but some areas require the introduction of, compliance with or improvement to internal controls to ensure the achievement of the Council's objectives. She recognises that 2018/19 has been a challenging year, given the level of key fundamental line of business system changes delivered (social care, customer services, financial and human resources) and the embedding of these continues. Alongside the challenge to deliver savings and increase income (Commercial and Digital Transformation).

Scrutiny has an increased focus on pre-decision (overview) work, providing the opportunity for non-executive Members to inform the development of policies and decisions. A strategic work programme is in place, developed with Scrutiny members directly linked to the Council's medium-term outcomes and objectives set out in the Strategic Action Plans which form part of the Corporate Plan. Committee work programmes provide a mix of meetings and task and finish groups which create opportunities to carry out in depth scrutiny.

G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability

As a public body, the Council has a high level of transparency in its activities and reporting and complies with the relevant legislation. Information is reported and shared through various routes including Council, Cabinet, Scrutiny Committees and with partners, via for example the

G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability

Local Enterprise Partnership and Management Committee. Regular briefings are held with portfolio holders and ward members are engaged on local matters.

Scrutiny committees and meetings, such as Shropshire Children's Trust consider new strategies, plans and performance outcomes are discussed. In Economic Growth performance of developer spending contributions have been the subject of a detailed cross-party member task and finish group reporting to Performance Management Scrutiny Committee with recommended changes.

The Commissioning and Assurance Board continues to embed and has been integral in managing key decisions, such as the Shrewsbury Shopping Centre Project. The Information Governance Group is implementing and monitoring progress of General Data Protection Regulations and improved FOI processes have impacted positively on resulting statistics.

Reports are written and communicated to the public and other stakeholders in a fair, balanced and understandable style appropriate to the intended audience ensuring that they are easy to access and interrogate. The Council's Communication team works with officers and members to ensure key messages are conveyed in plain English and appropriate formats which do not discriminate against any member of society.

Both Children's and Adult Social Care have a high level of transparency in decision making and involving service users in the process. The services are often challenged and held to account for the decisions made which are supported by employing a variety of techniques that include: performance reporting and dashboards; financial modelling (e.g. Adult Social Care Growth Model); liaison meetings with CQC held jointly with Telford and Wrekin Council and Health Watch. Through ongoing reporting and auditing of hospital discharges, Adult Social Care has been able to constructively challenge hospital data where necessary and apportion correct accountability between organisations. This work has also been instrumental in the monitoring of the Council's own internal processes to improve good practice. Detailed Children's Trust reports have focused on school performance, elective home education, pupil exclusions, special educational needs and gaps between the performance of specific groups of pupils (such as those who are disadvantaged) and their peers.

Quarterly performance reports are provided from Connecting Shropshire to the Marches LEP for the growth deal funding. These are then reported at LEP management group and to the LEP Board which both have representatives of Shropshire Council. A cross party elected member briefing group has been established for the Shopping Centres and future development of the Riverside area. This meets on a quarterly basis and receives updates on performance, business plans and financial forecasting.

All service areas are subject to internal audit review with significant key systems falling under annual review given their status. Internal Audit recommendations are considered by the senior team on a regular basis for good housekeeping and to identify additional learning. The information also provides a position statement on the risk appetite of the control environment and its resilience to any challenges.

In their Audit Findings for the year ended 31 March 2018, the External Auditor provided an unqualified opinion on the financial statements and an unqualified Value for Money (VFM) conclusion.

Both Internal and External Audit can be invited to review issues once they have gone through the appropriate management review processes to provide a level of independence, an example of this is the management and control of the Market Town Revitalisation Programme.

G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability

Public Protection is subject to inter authority audits of Food Standards Service and statutory returns are submitted annually for Food Safety, Food Hygiene, Permitted Processes and Private Water Supplies.

The Local Government Association conducted a Corporate Peer Challenge early 2018/19 to allow the Council to learn from others and target future improvements. There has been on going delivery against the improvement plan which has led to improvements in year.

Significant governance issues

Satisfactory governance exists but improvements are required to meet good governance standards and to achieve this, the main challenges facing the Council appear in the **Appendix** below and are set in the context of delivering services to acceptable standards whilst achieving the £18.5m budget savings required in 2019/20 and managing the remaining structural funding gap of £35m, growing to £57m by 2023/24 as identified as part of the Corporate Plan and Financial Strategy

Leader

CEO/ Head of the Paid Service

Appendix: Significant governance issues

To ensure services are delivered to acceptable standards whilst achieving the budget savings required whilst managing strategic risks, the Council will strive to achieve the following outcomes:

	Targeted outcome	Risk Target	Strategic Risk	Activity	Lead Officer	Completion date
1.	Services review, identify and deliver efficiency savings, financial assumptions become more refined and budget plans are in place to deliver services within the resources available.	High	Lack of clarity from Central Government on the future funding levels and changes to Local Government powers and financing, plus increased uncertainty re: local resources which inhibits the ability to calculate future budgets (including funding methodology).	<p>Central Government Funding mechanism is expected to change because of Fair Funding and Business Rates Retention from 2020/21. Early sight of implications, modelling of suspected impacts and responses to all consultation requests is essential.</p> <p>Future funding levels are now closely aligned with new rules under Prudential Code for Council to produce a 20-year Capital Programme expressed within a revised Capital Strategy. This strategy to be linked with other corporate strategies in place.</p> <p>NHB may be abolished from 2020/21, worth £7.2m in 19/20 and a significant (absolute and relative) benefit to Shropshire. This has been raised with Directors and Members and will form part of lobbying with local MPs. Currently still working to 2020/21 for the potential abolition of NHB. Council will need to identify an alternative for £7.2m NHB²⁵ currently being utilised in the Financial</p>	James Walton	<p>April 2020</p> <p>July 2019</p> <p>Sept 2019</p>

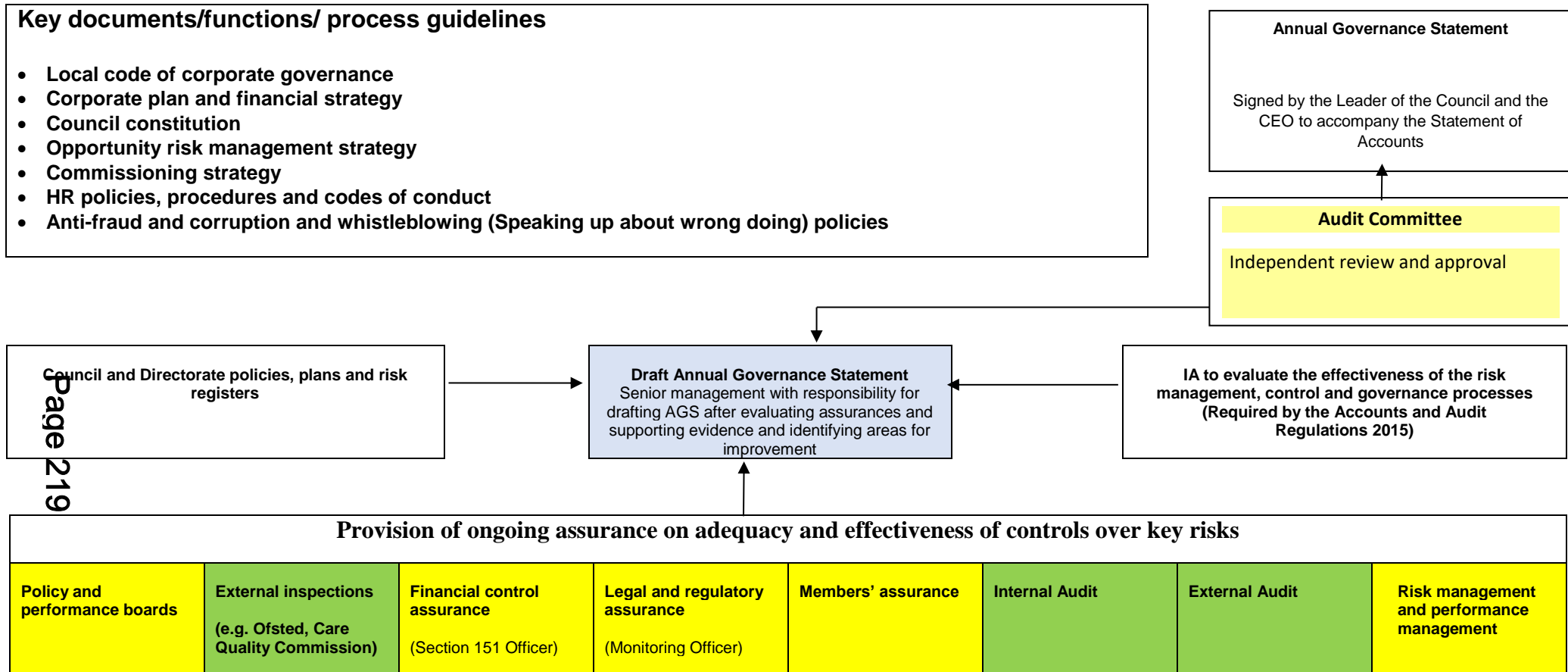
	Targeted outcome	Risk Target	Strategic Risk	Activity	Lead Officer	Completion date
				<p>Strategy prior to this indicative abolition date; alternative funding or additional savings.</p> <p>Initial exemplification produced by SCT²⁶ to model impact of fairer funding. Adult Services modelling suggests Shropshire would benefit, but potentially by too small a margin to make a significant impact. Further work to be undertaken and actions will then arise.</p>		June 2019
2. Page 215	The workforce can effectively deliver the objectives of the Council and meet its priorities. The workforce has the right people in the right place at the right time, but allows flexibility to adapt and change to economic, and external factors. Levels of sickness absence is low, staff are trained and competent in their roles and morale is high.	High	Inadequate retention and recruitment of experienced and qualified staff results in insufficient capacity and experience to sustain Council's service provision.	<p>Workforce Strategy to be reviewed in line with the Target Operating Model work and updated with the creation of Organisational Development Strategy/Plans to support.</p> <p>Re-structure of Human Resources team to allow senior officers to spend time on transformation</p> <p>Report to Directors in the new year with outcomes/recommendations following the staff survey of 2018. Communication out to the workforce "You Said, We Did" thereafter.</p>	Michele Leith	<p>30th June 2019</p> <p>July 2019</p> <p>April 2019</p>

	Targeted outcome	Risk Target	Strategic Risk	Activity	Lead Officer	Completion date
3.	Staff are healthy and happy in the workforce and therefore perform to a high standard.	High	Increases in work related stress impacts the ability to deliver Council outcomes.	<p>Review of the 'one stop shop' for workplace wellbeing on the staff intranet to raise profile and ensure information is relevant.</p> <p>Further proposals for policy change (sickness absence) will be presented to Directors as well as an update on current sickness levels to consider following the work of the joint working group. Action plan to be produced following investigation of context of work related stress.</p> <p>Profile of work related stress to be raised with reports going to Health and Well-being Board</p> <p>Development on mental health awareness at work – resources and tool kit</p> <p>A bid has been put forward for funding for the monthly staff MOTs to continue due to charges being applied from help2Change. These have currently been put on hold.</p>	Michele Leith	<p>31st December 2019</p> <p>30 June 2019</p> <p>30th June 2019</p> <p>June 2019</p> <p>July 2019</p>
4.	A clear long-term budget is identified allowing for certainty in the delivery of future services.	High	Inability to ensure income exceeds expenditure for the years 2019/20 and beyond for outcomes to be delivered.	<p>Stage 3 of the financial Strategy, looking at 2020/21 and beyond will be drawn together for consideration by Cabinet/ Council in Spring 2019.</p> <p>Directorate objectives to be agreed for each Director linked closely to Financial Strategy requirements in Stage 3.</p>	<p>James Walton</p> <p>Clive Wright</p>	<p>June 2019</p> <p>May 2019</p>

	Targeted outcome	Risk Target	Strategic Risk	Activity	Lead Officer	Completion date
Page 217				Savings - Key area of delivery in “Innovation” pillar: transformation of the Council to deliver efficiency savings in the order of £6m - £10m. work to develop a Target Operating Model, efficiencies through mobile and flexible working and consolidation of systems is being planned through a working group including Directors and Cabinet Members (including the Leader).	Michele Leith	September 2019
				Savings – Key area of delivery in “Innovation” pillar: Consolidation of our Estate through the ‘One Public Estate’ programme. Asset management strategy being refreshed to align with the capital strategy and commercial strategy.	Tim Smith	May 2019
				Council disposals list updated to align with capital receipts target in the capital strategy approved by Council on 14th February 2019.	Tim Smith	May 2019
				Workshops with Directors and Cabinet required to examine further areas for savings in 2020/21	James Walton	June 2019
5.	The public are confident in the delivery of Council services.	High	Reputation: Loss of reputation and public confidence in the Council by failing to meet public	Communications strategy produced for review by Directors.	Michele Leith	November 2019

	Targeted outcome	Risk Target	Strategic Risk	Activity	Lead Officer	Completion date
			expectations and identified need.			
6.	Commercial Strategy delivers outcomes that support the overall direction of the Council.	High	Failure to deliver the Commercial Strategy prevents the Council from meeting the corporate outcomes.	<p>Commercial Strategy refresh. This strategy will be linked to the Capital Strategy.</p> <p>Identify opportunities to operate in a more commercial way that are enabled by developments including new IT systems.</p> <p>Senior Leaders quarterly sessions to develop ideas for innovation into projects (ongoing)</p> <p>Conference focussing on Leadership and Digital taking place to showcase Shropshire, commercial services and to maximise income generation opportunities.</p>	<p>Mark Barrow</p> <p>Michele Leith / Tim Smith</p> <p>Michele Leith</p> <p>Michele Leith</p>	<p>June 2019</p> <p>March 2020</p> <p>May 2019</p> <p>September 2019</p>

ANNUAL GOVERNANCE STATEMENT (AGS) ASSURANCE FRAMEWORK



Key to levels of assurance

First line of defence

Second line of defence

Third line of defence

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The Audit Findings for Shropshire Council

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23 July 2019



Contents



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The contents of this report relate only to those matters which came to our attention during the conduct of our normal audit procedures which are designed for the purpose of expressing our opinion on the financial statements. Our audit is not designed to test all internal controls or identify all areas of control weakness. However, where, as part of our testing, we identify control weaknesses, we will report these to you. In consequence, our work cannot be relied upon to disclose all defalcations or other irregularities, or to include all possible improvements in internal control that a more extensive special examination might identify. This report has been prepared solely for your benefit and should not be quoted in whole or in part without our prior written consent. We do not accept any responsibility for any loss occasioned to any third party acting, or refraining from acting on the basis of the content of this report, as this report was not prepared for, nor intended for, any other purpose.

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Headlines

This table summarises the key findings and other matters arising from the statutory audit of Shropshire Council ('the Council') and the preparation of the group and Council's financial statements for the year ended 31 March 2019 for those charged with governance.

Financial Statements	<p>Under International Standards of Audit (UK) (ISAs) and the National Audit Office (NAO) Code of Audit Practice ('the Code'), we are required to report whether, in our opinion, the group and Council's financial statements:</p> <ul style="list-style-type: none"> • give a true and fair view of the financial position of the group and Council and its income and expenditure for the year; and • have been properly prepared in accordance with the CIPFA/LASAAC code of practice on local authority accounting and prepared in accordance with the Local Audit and Accountability Act 2014. <p>We are also required to report whether other information published together with the audited financial statements (including the Annual Governance Statement (AGS), Narrative Report and Pension Fund Financial Statements), is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.</p>	<p>Our audit work was completed on site during June and July, and at the time of drafting is still in progress. Our findings are summarised on pages 6 to 17. We have identified adjustments to the financial statements relating to the Council's pension liability that have resulted in a £11.8 million change to the Council's Comprehensive Income and Expenditure Statement. (audit adjustments are detailed in Appendix B). This does not impact on the Council's General Fund balance. We have also raised recommendations for management as a result of our audit work in Appendix A. Our follow up of recommendations from the prior year's audit was presented to the February 2019 Audit Committee. There were no outstanding issues which identified risks we had not already included within our testing strategy.</p> <p>Our work is substantially complete and at this stage there are no matters of which we are aware that would require modification of our audit opinion. Subject to outstanding work detailed on page 4, we anticipate issuing an unqualified audit opinion by 31 July 2019 deadline. There is still some work which requires Engagement Lead review and this will be progressed following the issuing of this report. These outstanding items include the receipt of management representation letter and the review of the final set of financial statements.</p> <p>We have concluded that the other information to be published with the financial statements is consistent with our knowledge of your organisation and the financial statements we have audited.</p> <p>Our anticipated audit report opinion will be unmodified.</p>
Value for Money arrangements	<p>Under the National Audit Office (NAO) Code of Audit Practice ('the Code'), we are required to report if, in our opinion, the Council has made proper arrangements to secure economy, efficiency and effectiveness in its use of resources ('the value for money (VFM) conclusion').</p>	<p>We have completed our risk based review of the Council's value for money arrangements. We have concluded that Shropshire Council has proper arrangements to secure economy, efficiency and effectiveness in its use of resources.</p> <p>We therefore anticipate issuing an unqualified value for money conclusion, as detailed in Appendix D. Our findings are summarised on pages 17 to 20.</p>
Statutory duties	<p>The Local Audit and Accountability Act 2014 ('the Act') also requires us to:</p> <ul style="list-style-type: none"> • report to you if we have applied any of the additional powers and duties ascribed to us under the Act; and • To certify the closure of the audit. 	<p>We have not exercised any of our additional statutory powers or duties.</p> <p>We have completed the majority of work under the Code with the exception of the work on Whole of Government consolidation. Therefore, we are unable to issue our completion certificate at this stage, but will issue as soon as this work is completed. This may align with the issuing of our opinion.</p>

Acknowledgements

We would like to take this opportunity to record our appreciation for the assistance provided by the finance team and other staff during our audit.

Summary

Overview of the scope of our audit

This Audit Findings Report presents the observations arising from the audit that are significant to the responsibility of those charged with governance to oversee the financial reporting process, as required by International Standard on Auditing (UK) 260 and the Code of Audit Practice ('the Code'). Its contents have been discussed with management and the Audit Committee.

As auditor we are responsible for performing the audit, in accordance with International Standards on Auditing (UK) and the Code, which is directed towards forming and expressing an opinion on the financial statements that have been prepared by management with the oversight of those charged with governance. The audit of the financial statements does not relieve management or those charged with governance of their responsibilities for the preparation of the financial statements.

Audit approach

Our audit approach was based on a thorough understanding of the group's business and is risk based, and in particular included:

- An evaluation of the group's internal controls environment, including its IT systems and controls;
- An evaluation of the components based on a measure of materiality considering each as a percentage of the parent's gross revenue expenditure to assess the significance of the component and to determine the planned audit response. From this evaluation we determined that a full scope audit was required for Shropshire Towns and Rural (STaR) Housing Ltd due to its size, whereas analytical procedures would be undertaken on the other components using their draft financial statements.
- Substantive testing on significant transactions and material account balances, including the procedures outlined in this report in relation to the key audit risks

We have not had to alter or change our audit plan, as communicated to you on 25 February 2019.

Audit status

We have substantially completed our audit of your financial statements and subject to outstanding queries being resolved and final quality reviews by the Engagement Lead, we anticipate issuing an unqualified audit opinion on or before the deadline of 31 July 2019, as detailed in Appendix D. These outstanding items include:

- Review of final valuations reports for JPUT alongside information provided to valuer
- Evidence to support outstanding Investment property leases
- Valuer confirmations relating to movement on assets not formally valued
- Pension information to support the average age of active scheme members weighted by salary
- completion of audit file documentation
- final review of the audit work completed by the Engagement Lead
- receipt of management representation letter and
- review of the final set of financial statements.

Summary

Our approach to materiality

The concept of materiality is fundamental to the preparation of the financial statements and the audit process and applies not only to the monetary misstatements but also to disclosure requirements and adherence to acceptable accounting practice and applicable law.

Materiality calculations remain the same as reported in our audit plan. We detail in the table below our determination of materiality for Shropshire Council.

	Group Amount (£)	Council Amount (£)	Qualitative factors considered
Materiality for the financial statements	11,700,000	11,350,000	<ul style="list-style-type: none">The benchmark used is gross expenditure. This is considered an appropriate benchmark because the Council's stakeholders will be interested in how it has used resources to deliver services.
Performance materiality	8,800,000	8,500,000	<ul style="list-style-type: none">Our performance materiality is set at 75% of our financial statements materiality; this ensures our audit testing achieves sufficient coverage of large balances and related data populations.
Trivial matters	600,000	550,000	<ul style="list-style-type: none">This is set at 5% of financial statements materiality and reflects a level below which stakeholders are unlikely to be concerned by uncertainties.
Materiality for officer remuneration	Officer remuneration is a sensitive item over which stakeholders will expect the Council to take particular care. We have therefore set a specific materiality of £100k for this area.		

Significant findings – audit risks

	Risks identified in our Audit Plan	Commentary
1	<p>The revenue cycle includes fraudulent transactions</p> <p>Under ISA (UK) 240 there is a rebuttable presumed risk that revenue may be misstated due to the improper recognition of revenue.</p> <p>This presumption can be rebutted if the auditor concludes that there is no risk of material misstatement due to fraud relating to revenue recognition.</p>	<p>Auditor commentary</p> <p>Having considered the risk factors set out in ISA240 and the nature of the revenue streams at the Council, we have determined that the risk of fraud arising from revenue recognition can be rebutted, because:</p> <ul style="list-style-type: none"> • there is little incentive to manipulate revenue recognition • opportunities to manipulate revenue recognition are very limited • the culture and ethical frameworks of local authorities, including Shropshire Council, mean that all forms of fraud are seen as unacceptable <p>Therefore we do not consider this to be a significant risk for Shropshire Council.</p>
2	<p>Management override of controls</p> <p>Under ISA (UK) 240 there is a non-rebuttable presumed risk that the risk of management over-ride of controls is present in all entities. .</p> <p>We therefore identified management override of control, in particular journals, management estimates and transactions outside the course of business as a significant risk, which was one of the most significant assessed risks of material misstatement.</p>	<p>Auditor commentary</p> <p>We have:</p> <ul style="list-style-type: none"> • evaluated the design effectiveness of management controls over journals • Analysed the journals listing and determine the criteria for selecting high risk unusual journals • tested unusual journals recorded during the year and after the draft accounts stage for appropriateness and corroboration • gained an understanding of the accounting estimates and critical judgements applied made by management and consider their reasonableness with regard to corroborative evidence • evaluated the rationale for any changes in accounting policies, estimates or significant unusual transactions. <p>Our testing is subject to completion and review.</p>

Significant findings – audit risks

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Risks identified in our Audit Plan

Valuation of the pension fund net liability

The Council's pension fund net liability represents a significant estimate in the financial statements and group accounts.

The pension fund net liability is considered a significant estimate due to the value involved (£420 million in the Council's balance sheet as at 31 March 2018) and the sensitivity of the estimate to changes in key assumptions.

We have therefore identified valuation of the Council's pension fund net liability as a significant risk, which was one of the most significant assessed risks of material misstatement, and a key audit matter.

Commentary

Auditor commentary

We have:

- updated our understanding of the processes and controls put in place by management to ensure that the Council's pension fund net liability is not materially misstated and evaluate the design of the associated controls
- evaluated the instructions issued by management to their management expert (an actuary) for this estimate and the scope of the actuary's work
- assessed the competence, capabilities and objectivity of the actuary who carried out the Council's pension fund valuation
- assessed the accuracy and completeness of the information provided by the Council to the actuary to estimate the liability
- tested the consistency of the pension fund asset and liability and disclosures in the notes to the core financial statements with the actuarial report from the actuary
- undertaken procedures to confirm the reasonableness of the actuarial assumptions made by reviewing the report of the consulting actuary (as auditor's expert) and performing any additional procedures suggested within the report
- obtained assurances from the auditor of Shropshire County Pension Fund as to the controls surrounding the validity and accuracy of membership data; contributions data and benefits data sent to the actuary by the pension fund and the fund assets valuation in the pension fund financial statements.

The Council's accounting policy on the valuation of the net pension fund liability is shown in note 1.26 (Employee Benefits) and related disclosures are included in notes 41 and 42.

At the time the accounts were prepared there was significant uncertainty about whether the Government would have leave to appeal to the Supreme Court following the Court of Appeal's decision in the McCloud case concerning age discrimination in Judges and Firefighters' pension schemes. This is a national issue and there have been significant developments during the course of our audit. In late June the Government was refused leave to appeal, which meant that the impact on local authorities pension liabilities became more certain.

The Council commissioned an updated actuary report to consider the impact of the recent McCloud court ruling on pensions liabilities. As a result has the net pension liabilities increased by £11.8 million. This has no impact on the Council's useable reserves.

We have not yet concluded our work on the Council's revised pension liability.

Significant findings – audit risks

4


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Risks identified in our Audit Plan		Commentary
Valuation of land and buildings		Auditor commentary
<p>The Council revalues its land and buildings on a five-yearly basis.</p> <p>To ensure the carrying value in the Council and group financial statements is not materially different from the current value at the financial statements date, the Council requests a desktop valuation from its valuation expert. This valuation represents a significant estimate by management in the financial statements due to the value involved (£1.1 billion) and the sensitivity of this estimate to changes in key assumptions.</p> <p>We have therefore identified valuation of land and buildings as a significant risk, which was one of the most significant assessed risks of material misstatement, and a key audit matter.</p>		<p>We have:</p> <ul style="list-style-type: none">• evaluated management's processes and assumptions for the calculation of the estimate, the instructions issued to valuation experts and the scope of their work• evaluated the competence, capabilities and objectivity of the valuation expert• discussed with the valuer the basis on which the valuation was carried out to ensure that the requirements of the Code are met• challenged the information and assumptions used by the valuer to assess completeness and consistency with our understanding• tested revaluations made during the year to see if they had been input correctly into the Council's asset register <p>Our audit work is subject to Engagement Lead review</p>

Significant findings arising from the group audit

Component	Findings	Group audit impact
Jersey Property Unit Trust (JPUT)	<p>The purchase of the Jersey Property Unit Trusts which hold the three Shopping Centres in Shrewsbury was a significant and complex transaction for the Council in 2017/18.</p> <p>The Council disclosed the closing value of the JPUT in the 2017/18 group financial statements at £52.2 million, comprising £49.3 million transferred to the vendor and £2.8 million of goodwill (made up of the £2.4 million held in an escrow account by Browne Jacobson to mitigate against potential void guarantees for the two years post purchase, and £0.5 million capitalised in respect of rent free lettings).</p> <p>We previously reported that the goodwill stated in the group accounts is incorrect and should be removed from the financial statements (£2.8 million). This has been calculated as the difference between the purchase price of the Unit Trust as determined by the Council (£52.2 million) and the value of the assets and liabilities in the JPUT (£49.3 million) As stated earlier we consider that the purchase price is £49.3 million.</p> <p>The Council revalued the three shopping centres as at 31 March 2019. This indicated a fall in value resulting in an impairment being shown in both the Council's and the group financial statements.</p> <p>The Council is showing the closing value of the JPUT in the 2018/19 group financial statements at £40.5 million. The impairment has removed the goodwill element from the group financial statements and also reduced the asset valuation. However, the escrow account is still part of the valuation and as such, forms part of the overall asset valuation.</p>	<p>In 2017/18, the Council paid £2.4 million into an escrow account held by Browne Jacobson to mitigate against potential void guarantees for the two years post purchase.</p> <p>The funds held in the escrow account in respect of rent guarantees only flow to the vendor as rental income is received by the Council. If no rental income is received, then the funds will be repaid to the Council.</p> <p>At 31 March 2019, £1.4 million remains in the escrow account. This has been recognised as a short term investment in the entity accounts which is consistent with the treatment in the prior year. There is no adjustment for this in the group consolidation and therefore this is also sitting as a short term investment in the group accounts.</p> <p>The Code states that a financial asset is a contractual right to receive cash or another financial asset from another entity.</p> <p>The terms of the escrow account are such that there are conditions upon the group receiving the balance. Therefore, we do not consider that there is a contractual right and as such do not consider that the escrow account is a financial asset.</p> <p>We consider that the escrow account should be accounted for as a contingent asset. This is therefore an immaterial error within the Council and group accounts.</p>

Significant findings – key judgements and estimates

Accounting area	Summary of management's policy	Audit Comments	Assessment
Land and Buildings – Council Housing – £196.7 million	The Council owns 4,071 dwellings and is required to revalue these properties in accordance with MHCLG's Stock Valuation for Resource Accounting guidance. The guidance requires the use of beacon methodology, in which a detailed valuation of representative property types is then applied to similar properties. The Council engaged the District Valuer to complete the valuation of these properties. The year end valuation of Council Housing was £196.7 million in the draft accounts, a net increase from the 2017/18 balance of £193.7 million.	The total housing stock was revalued as at 31 March 2019 as part of the full valuation which is undertaken every five years. We have reviewed the basis of this valuation, challenging the assumptions made by the Valuer, assessing the information which was provided to them by the Council and then verifying that the values were correctly transferred into the Housing Revenue Account and the group financial statements. Overall we are satisfied with the approach taken and that the valuation of the Council Housing within the financial statements is not materially misstated.	 Green
Land and Buildings – Other – £496.0 million	Other land and buildings comprises specialised assets such as schools and libraries, which are required to be valued at depreciated replacement cost (DRC) at year end, reflecting the cost of a modern equivalent asset necessary to deliver the same service provision. The remainder of other land and buildings are not specialised in nature and are required to be valued at existing use in value (EUV) at year end. The Council has engaged its in-house valuer to complete the valuation of properties as at 1 April 2018 in line with the rolling five yearly cyclical programme. Assets revalued during 2018/19 totalled £219.5 million. Management has requested that the in-house valuer considers the year end value of all properties and the potential valuation change in the assets revalued at 31 March 2019 to determine whether there has been a material change in the total value of these properties.	We have <ul style="list-style-type: none"> • Undertaken an assessment of management's experts • Reviewed the completeness and accuracy of the underlying information used to determine the estimate • Reviewed the impact of any changes to valuation method • Checked the consistency of estimate against near neighbours • Agreed the reasonableness of the decrease in estimate • Reviewed the adequacy of disclosure of estimate in the financial statements We have completed all the work as set out above with the exception of the assessment of material movement. At the time of writing this report we are still awaiting the information from the Valuer regarding the assessment of material movement as at 31 March 2019.	

Assessment

- We disagree with the estimation process or judgements that underpin the estimate and consider the estimate to be potentially materially misstated
- We consider the estimate is unlikely to be materially misstated however management's estimation process contains assumptions we consider optimistic
- We consider the estimate is unlikely to be materially misstated however management's estimation process contains assumptions we consider cautious
- We consider management's process is appropriate and key assumptions are neither optimistic or cautious

Significant findings – key judgements and estimates

	Summary of management's policy	Audit Comments	Assessment																								
<p>Net pension liability – £490.6 million</p> <p>Net pension liabilities were revised by £11.8 million during the audit following consideration by your Actuary of the recent McCloud judgement, increasing the draft financial statement net pension liability from £478.8 million.</p> <p>At the time of drafting this report, as a consequence of the adjustment for the impact of the McCloud ruling, work in this area is still in-progress.</p>	<p>The Council's net pension liability at 31 March 2019 is £491 million (PY £420m) comprising the Shropshire Pension Fund Local Government scheme liability and unfunded defined benefit pension scheme obligations.</p> <p>The Council uses Mercer to provide actuarial valuations of the Council's assets and liabilities derived from these schemes. A full actuarial valuation is required every three years. The latest full actuarial valuation was completed in 2016. A roll forward approach is used in intervening periods, which utilises key assumptions such as life expectancy, discount rates, salary growth and investment returns. Given the significant value of the net pension fund liability, small changes in assumptions can result in significant valuation movements.</p>	<p>We have:</p> <ul style="list-style-type: none"> undertaken an assessment of management's expert reviewed and assessed the actuary's roll forward approach taken, used an auditors expert (PWC) to assess the actuary and assumptions made by the actuary <p>PwC were engaged by the NAO as the consulting actuary to undertake a central review of the actuaries used by the Local Government Pension Scheme (LGPS). An indication of how Mercer's assumptions compare to others is set out below.</p> <table> <tr> <th>Assumption</th><th>Actuary Value</th><th>PwC range</th><th>Assessment</th></tr> <tr> <td>Discount rate</td><td>2.40%</td><td>2.40% to 2.50%</td><td>●</td></tr> <tr> <td>Pension increase rate</td><td>2.20%</td><td>2.20% to 2.30%</td><td>●</td></tr> <tr> <td>Salary growth</td><td>3.70%</td><td>1.00% to 4.35% depending on scheme and time span</td><td>●</td></tr> <tr> <td>Life expectancy – Males currently aged 45 / 65</td><td>23.2 current 25.4 future</td><td>Range 22.2 to 26.3</td><td>●</td></tr> <tr> <td>Life expectancy – Females currently aged 45 / 65</td><td>26.4 current 28.7 future</td><td>Range 25.0 to 29.0</td><td>●</td></tr> </table> <p>They produce a report designed to provide support to auditors when assessing the competence and objectivity of, and assumptions and approach adopted by, actuaries producing IAS 19 figures in respect of the LGPS, Police and Fire schemes as at 31 March 2019.</p> <p>We use this report to inform our assessment of the valuation of the pension fund liability in the Authority's accounts. We have compared the assumptions used by the Authority's actuary against industry benchmarks.</p> <p>We have reviewed the:</p> <ul style="list-style-type: none"> completeness and accuracy of the underlying information used to determine the estimate impact of any changes to valuation method reasonableness of the Authority's share of LPS pension assets. reasonableness of increase/decrease in estimate adequacy of disclosure of estimate in the financial statements 	Assumption	Actuary Value	PwC range	Assessment	Discount rate	2.40%	2.40% to 2.50%	●	Pension increase rate	2.20%	2.20% to 2.30%	●	Salary growth	3.70%	1.00% to 4.35% depending on scheme and time span	●	Life expectancy – Males currently aged 45 / 65	23.2 current 25.4 future	Range 22.2 to 26.3	●	Life expectancy – Females currently aged 45 / 65	26.4 current 28.7 future	Range 25.0 to 29.0	●	
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Assessment

- We disagree with the estimation process or judgements that underpin the estimate and consider the estimate to be potentially materially misstated
- We consider the estimate is unlikely to be materially misstated however management's estimation process contains assumptions we consider optimistic
- We consider the estimate is unlikely to be materially misstated however management's estimation process contains assumptions we consider cautious
- We consider management's process is appropriate and key assumptions are neither optimistic or cautious

Significant findings – key judgements and estimates

Summary of management's policy	Audit Comments
<p>Net pension liability – Impact of McCloud Judgement and Guaranteed Minimum Pension (GMP)</p> <p><u>McCloud ruling re age discrimination</u></p> <p>In December 2018 the Court of Appeal looked at Employment Tribunal rulings in age discrimination cases brought by judges and firefighters. The Court ruled that there was age discrimination in both pension schemes where there was transitional protections given to scheme members. The Court of Appeal ruling applies to the Local Government Pension Scheme. Where transitional provisions are unlawful then those members who have been discriminated against need to be offered appropriate financial remedies to ensure they are in an equivalent position to the protected members.</p> <p>At the time of drafting the accounts it was not clear whether the Government would be able to appeal to the Supreme Court and if so what the outcome would be. The draft accounts did not include any disclosures relating to these matters. On 27 June 2019 it was announced that leave to appeal had been denied.</p> <p><u>Guaranteed Minimum Pension (GMP)</u></p> <p>In October 2018, the High Court ruled that defined benefit pension schemes must remove any discriminatory effect that guaranteed minimum pension entitlements (GMPs) have had on members benefits. GMPs must be equalised between men and women and that past underpayments must be corrected. Actuaries have taken differing approaches to this issue.</p>	<p>Our view is that the McCloud judgement gives rise to a past service cost and liability within the scope of IAS 19 Employee Benefits as the ruling created a new obligation.</p> <p>In June 2019 we wrote to all our local government clients setting out our views and recommending that bodies ask their actuaries to re-run their IAS19 reports reflecting the best estimate for restitution and providing sensitivity analysis for key assumptions.</p> <p>The Council requested a revised actuarial report from Mercers, its actuary and this was received in early July 2019. Mercers estimated the potential increase in scheme liabilities as a result of this judgment to be approximately £5.9 million. They also restated estimated asset returns to actual, resulting in a total impact of £11.8 million.</p> <p>The Council have adjusted their pensions disclosures following receipt of the revised report. Our work is still subject to review by the Engagement lead.</p> <p>Paying the equalisation increases through the LGPS increases the costs of the benefits and hence the liabilities for employers. This liability should be included in the net pension liability reported in the accounts. Mercer's have confirmed that they have included allowances up to 2021.</p>

Significant findings – key judgements and estimates

	Summary of management’s policy	Audit Comments	Assessment
Jersey Property Unit Trust (JPUT)	<p>The Jersey Property Unit Trusts holds the three Shopping Centres in the centre of Shrewsbury.</p> <p>The Council owns a majority share of the units in a Jersey Property Unit Trust. The minority share is held by wholly owned subsidiary of the Council. The asset is held on the Balance Sheet at fair value through profit and loss and is valued annually.</p> <p>The Council and its subsidiary are the beneficial owners of the property. Income and expenditure accrues to the unitholders as it arises and it is presented as such within the financial statements.</p> <p>The Council revalued the three shopping centres as at 31 March 2019. This indicated a fall in value of £11.7 million resulting in an impairment being shown in both the Council’s and the group financial statements.</p>	<p>We are:</p> <ul style="list-style-type: none">• Undertaking an assessment of the value as management’s experts• Reviewing the completeness and accuracy of the underlying information used to determine the estimate• Reviewing reasonableness of the assumptions made by the valuer• Reviewing reasonableness of the decrease in estimate• Reviewing the adequacy of disclosure of estimate in the financial statements <p>We have only recently received the full valuation reports and have not yet completed all the work as set out above.</p>	

Assessment

● We disagree with the estimation process or judgements that underpin the estimate and consider the estimate to be potentially materially misstated

● We consider the estimate is unlikely to be materially misstated however management’s estimation process contains assumptions we consider optimistic

● We consider the estimate is unlikely to be materially misstated however management’s estimation process contains assumptions we consider cautious

● We consider management’s process is appropriate and key assumptions are neither optimistic or cautious

Significant findings – Going concern

Our responsibility

As auditors, we are required to “obtain sufficient appropriate audit evidence about the appropriateness of management's use of the going concern assumption in the preparation and presentation of the financial statements and to conclude whether there is a material uncertainty about the entity's ability to continue as a going concern” (ISA (UK) 570).

Going concern commentary

Management's assessment process

As part of the 2018/19 budget, the Council set a savings target of £15.5 million. It delivered £12.5 million of these savings across a number of services. For 2019/20 the Council has set an expenditure budget of £593.1 million, identifying a financial gap of 24.6 million between planned expenditure and resources. This is being closed by grants of £22.1 million and use of earmarked reserves of £2.5 million.

The Council's Financial Strategy (approved by Council on 28 February 2019) included savings totalling £16.490 million for 2019/20. Financial information on the 2019/20 budget monitoring position will be reported to Cabinet on 4 September 2019. Internal highlight reports for all savings proposals in excess of £0.2 million have been prepared in the meantime and suggest that around 50% of the savings have been delivered by 31 May 2019.

Work performed

We have reviewed the 2019/20 budget and updated MTFS as part of our Value for Money Conclusion work. We have considered the key variables in the MTFS and the financial risks the Council is managing.

Concluding comments

Auditor commentary

ISA (UK) 570 requires the auditor to evaluate management's assessment of the entity's ability to continue as a going concern for at least 12 months from the date of the accounts.

The Council's arrangements to set a budget, taking into account its key funding sources and expenditure requirements are appropriate.

Auditor commentary

- We did not identify any material uncertainties relating to going concern up to the end of July 2020.

Auditor commentary

- There is no impact on our opinion from our management's going concern assessment.
- We are satisfied that there are no events or conditions identified in the course of the audit that cast significant doubt on the Council's ability to continue as a going concern.

Other communication requirements

We set out below details of other matters which we, as auditors, are required by auditing standards and the Code to communicate to those charged with governance.

	Issue	Commentary
1	Matters in relation to fraud	We have previously discussed the risk of fraud with the Audit Committee. We have not been made aware of any other incidents in the period and no other issues have been identified during the course of our audit procedures.
2	Matters in relation to related parties	We are not aware of any related parties or related party transactions which have not been disclosed.
3	Matters in relation to laws and regulations	You have not made us aware of any significant incidences of non-compliance with relevant laws and regulations and we have not identified any incidences from our audit work.
4	Written representations	<ul style="list-style-type: none"> A standard letter of representation has been requested from the Council, which is included in the Committee papers.
5	Confirmation requests from third parties	<ul style="list-style-type: none"> We requested from management permission to send confirmation requests to third party banks and other financial institutions and a number of other local authorities. This permission was granted and the requests were sent. There are a number of third party balances where it is more efficient to undertake alternative procedures, including long term debt with the PWLB where we received central notification of the balances and temporary borrowing where the cash had been repaid before the audit commenced.
6	Disclosures	<ul style="list-style-type: none"> Our review found no material omissions in the financial statements.
7	Audit evidence and explanations/significant difficulties	All information and explanations requested from management was provided.

Other responsibilities under the Code

Issue		Commentary
1	Other information	<p>We are required to give an opinion on whether the other information published together with the audited financial statements (including the Annual Governance Statement and Narrative Report), is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.</p> <p>No inconsistencies have been identified. We plan to issue an unmodified opinion in this respect – refer to appendix D.</p>
2	Matters on which we report by exception	<p>We are required to report on a number of matters by exception in a numbers of areas:</p> <ul style="list-style-type: none">• If the Annual Governance Statement does not meet the disclosure requirements set out in the CIPFA/SOLACE guidance or is misleading or inconsistent with the other information of which we are aware from our audit• If we have applied any of our statutory powers or duties <p>We have nothing to report on these matters.</p>
3	Specified procedures for Whole of Government Accounts	<p>We are required to carry out specified procedures (on behalf of the NAO) on the Whole of Government Accounts (WGA) consolidation pack under WGA group audit instructions.</p> <p>As the Council exceeds the specified group reporting threshold we examine and report on the consistency of the WGA consolidation pack with the Council's audited financial statements. This work is not yet complete and the planned timescale for the work is to complete this by the end of July.</p>
4	Certification of the closure of the audit	<p>We intend to certify the closure of the 2018/19 audit of Shropshire Council in the audit opinion, as detailed in Appendix D. This is subject to the completion of the Whole of Government Accounts consolidation work.</p>

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Value for Money

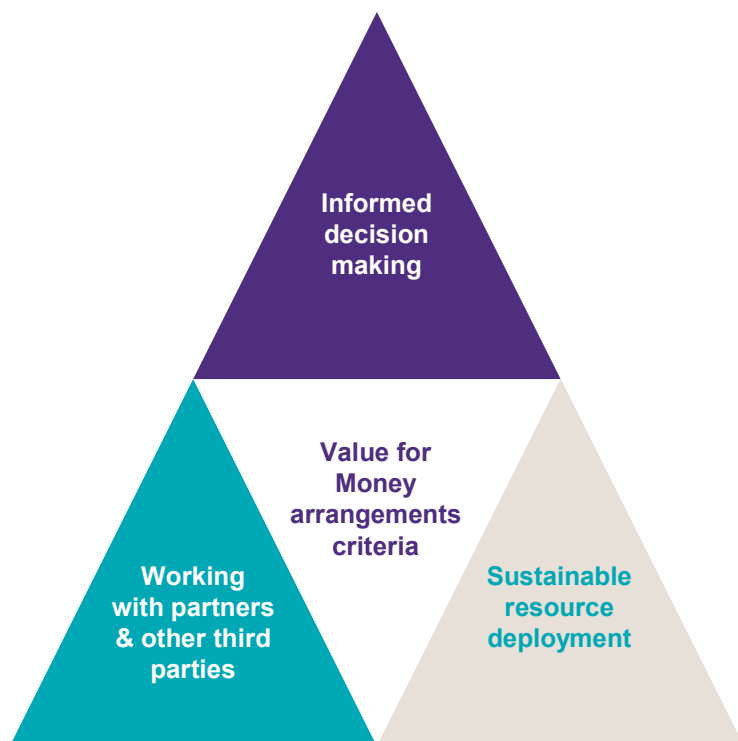
Background to our VFM approach

We are required to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. This is known as the Value for Money (VFM) conclusion.

We are required to carry out sufficient work to satisfy ourselves that proper arrangements are in place at the Council. In carrying out this work, we are required to follow the NAO's Auditor Guidance Note 3 (AGN 03) issued in November 2017. AGN 03 identifies one single criterion for auditors to evaluate:

"In all significant respects, the audited body takes properly informed decisions and deploys resources to achieve planned and sustainable outcomes for taxpayers and local people."

This is supported by three sub-criteria, as set out below:



Risk assessment

We carried out an initial risk assessment in February 2019 and identified one significant risk in respect of specific areas of proper arrangements using the guidance contained in AGN03. We communicated this risk to you in our Audit Plan dated February 2019.

We have continued our review of relevant documents up to the date of giving our report, and have not identified any further significant risks where we need to perform further work.

We carried out further work only in respect of the significant risks we identified from our initial and ongoing risk assessment. Where our consideration of the significant risks determined that arrangements were not operating effectively, we have used the examples of proper arrangements from AGN 03 to explain the gaps in proper arrangements that we have reported in our VFM conclusion.

Value for Money

Our work

AGN 03 requires us to disclose our views on significant qualitative aspects of the Council's arrangements for delivering economy, efficiency and effectiveness.

We have focused our work on the significant risks that we identified in the Council's arrangements. In arriving at our conclusion, our main considerations were:

Shropshire Council has had financial challenges for a number of years, but the scale of these and the financial gap has remained in the medium term, providing the Council with the ability to take measured action to maintain financial balance. This has been achieved while delivering well performing services for children, adult social care and large contracts such as waste management.

Based on the work we performed to address the significant risks, we concluded that the Council had proper arrangements in all significant respects to ensure it delivered value for money in its use of resources.

In summary, we have concluded that the Council delivered its 2018/19 budget and has adequate plans in place to deliver its 2019/20 budget. There are sufficient reserves to cover any financial shortfalls in savings or any unexpected reductions in income or funding in the short term. The Council's current financial strategy identifies a potential funding gap of £12.43 million in 2020/21, resulting in significant risks to financial sustainability for 2020/21 and beyond which the Council has already highlighted in its financial strategy (as approved by Council 28 February 2019).

If Members continue to make appropriate and calculated decisions now, particularly in relation to service reductions and income generation, they can ensure that the Council is well placed to take further opportunities as they arise going forward. The Council needs to ensure that it remains open to new ideas and has an agile mind-set embedded within its culture. But service cuts will be required unless the Government provides additional grant funding.

Overall conclusion

Based on the work we performed to address the significant risk, we are satisfied that the Council had proper arrangements for securing economy, efficiency and effectiveness in its use of resources in relation to financial sustainability, but there are significant risks in the medium-term to which the Council should give its immediate attention.

We have set out more detail on the risks we identified, the results of the work we performed, and the conclusions we drew from this work on the following pages. The text of our report, which confirms this can be found at Appendix D.

Recommendations for improvement

We discussed findings arising from our work with management and have agreed recommendations for improvement.

Our recommendations and management's response to these can be found in the Action Plan at Appendix A

Significant difficulties in undertaking our work

We did not identify any significant difficulties in undertaking our work on your arrangements which we wish to draw to your attention.

Significant matters discussed with management

There were no matters where no other evidence was available or matters of such significance to our conclusion or that we required written representation from management or those charged with governance.

Key findings

We set out below our key findings against the significant risks we identified through our initial risk assessment and further risks identified through our ongoing review of documents.

	Significant risk	Findings and Conclusion
1	<p>Financial resilience over the medium to long term</p> <p>The Financial Strategy 2018/19 to 2022/23 identifies a funding gap of £59 million by 2022/23 driven predominantly by cuts in government funding. This funding gap could be partially closed through savings proposals identified across three main pillars of delivery; innovation, income generation and service cuts. Gross saving proposals of almost £43 million were identified, front-loaded to 2018/19 and 2019/20 with £29.2 million of gross revenue savings to be identified by 2019/20. This is a significant challenge for the Council.</p> <p>2018/19 in-year financial monitoring reports have identified growth in demand for key services increasing cost pressures. The 2018/19 budget includes unbudgeted pressures of £8.2 million with much of this pressure expected to impact on 2019/20 and beyond.</p>	<p>Response to the risk</p> <p>We will review the Council's Financial Strategy and financial reports to Cabinet, assessing the assumptions used. We will also consider the Council's delivery and any reported key variances from the Financial Strategy.</p> <p>Findings</p> <p>The Council's revenue position for 2018/19 delivered a net underspend of £0.167 million. Within this position there were pressures in Adult Social Care, Children's Services and Commercial Services, with Children's Services delivering the greatest overspend at £4.6 million. These overspends were offset by savings elsewhere, the majority of which came from Corporate budget savings of £2.9 million, but notable underspends were achieved in Workforce and Transformation and in Place.</p> <p>As part of its budget, the Council set a savings target of £15.5 million. It delivered £12.5 million of these savings across a number of services. Commercial Services and Children's Services had the most 'red-rated' savings, under delivering by £1.1 million and £1.0 million respectively. There was slippage against the delivery of savings plans in Commercial Services but there are governance processes in place to ensure that savings identified are robust. However, Officers need to assign more realistic timescales to the delivery of these savings to support the Council's overall financial position. Children's Services has seen tangible growth in underlying numbers of Looked After Children. Since 2018/19 it has appeared more likely that base budgets would need to be recast to reflect a 'new normal' rather than a short-term impact. The growth budget for 2019/20 and beyond has been adjusted to provide an estimate of this change in Looked After Children numbers and costs.</p> <p>For 2019/20 the Council has set an expenditure budget of £593.1 million, identifying a financial gap of 24.590 million between planned expenditure and resources. This is being closed by grants of £22.1 million and use of earmarked reserves of £2.5 million.</p> <p>The Council's Financial Strategy (approved by Council on 28 February 2019) included savings totalling £18.490 million for 2019/20. Financial information on the 2019/20 budget monitoring position will be reported to Cabinet on 4 September 2019. Internal highlight reports for all savings proposals in excess of £0.2 million have been prepared in the meantime and suggest that around 50% of the savings have been delivered by 31 May 2019.</p>

Key findings

We set out below our key findings against the significant risks we identified through our initial risk assessment and further risks identified through our ongoing review of documents.

	Significant risk	Findings and Conclusion
1	<p>Financial resilience over the medium to long term – continued</p> <p>The Council approved a revised pay structure in May 2018 adding a further £5.3 million to the budget by 2019/20 with additional savings proposals identified to cover this cost.</p> <p>In total, £14.2 million of the original 2018/19 savings proposals have been removed or re-phased to later years and replaced by £8.3 million of new, alternative savings proposals supplemented by additional one-off funding and resources.</p>	<p>The financial gap for 2020/21 after grants of £3.1 million and use of reserves of £19.7 million is £12.4 million. This estimated gap assumes that over £20 million of government funding such as Rural Services Delivery Grant, Improved Better Care Funding and Social Care Grant will not continue beyond the current Multi-Year Settlement which ends in 2019/20. This coincides with the Government's stated proposals to implement a new 'Fair Funding' methodology from 1 April 2020, the implications of which are unknown. The funding gap, under the same assumptions, increases to £39.1 million in 2021/22, £46.8 million in 2022/23 and £57.2 million in 2023/24. Resources have been assumed to remain at current levels due to the continued uncertainty about the future local government funding arrangements. Expenditure is forecast to increase significantly, mainly as a result of pressures and demand growth within Adult Social Care and Children's Services. The Council does not have reserves to address these forecast financial gaps and so it is critical that further saving plans are identified and delivered to ensure that reserves are maintained at a financially sustainable level. The current financial strategy projects that reserves will have been fully depleted by 2020/21.</p> <p>General Fund reserves as at 31 March 2019 were £87.3 million, of which £71.7 million were earmarked for specific purposes. The General Fund balance of £15.536 million is below the Council's risk-based target of £20.4 million. We remain concerned that the Council is using non-recurrent funding from reserves to balance both its 2019/20 and 2020/21 budgets and fund recurrent expenditure.</p> <p>The Council's current financial position is a result of the decision making and speed of response to austerity by both members and senior officers over the past seven years. Cabinet has not made the scale of decisions to reduce and cut services required to deliver the savings required. Instead focusing on a series of strategies which have been 'refreshed' each year and provided several changes in direction. Whilst previous financial savings have delivered service redesign and avoided a top slicing approach to budget reductions, the Council has not yet delivered the recurrent savings required to deliver a financially sustainable position in the medium term. The current trajectory shows an increasing level of financial pressure that needs to be responded to.</p> <p>The Council is continuing to develop its commercial strategy which is not yet delivering income in line with the projections within the medium-term financial strategy. Tackling the development of robust, deliverable savings, as well as driving further income generation remains a top priority for the Council. Officers continue to present savings opportunities which require service delivery to be cut. These are generally only actioned in part meaning that other savings need to be identified and the impact of cuts is felt by an increased number of the Council's services. With the most significant cost pressures being within statutory mandatory services, the Council is limited as to where savings can be made. Members need to be clear about the financial implications of partial implementation of savings proposals and recognise that they need to make difficult and unpalatable decisions to maintain the Council's financial sustainability.</p>
	<p>Conclusion</p>	<p>The Council's financial stability going forward is highly dependent on the factors set out in our findings. The Council will need to monitor decisions from the Government with regard to funding and respond accordingly. As well as responding to any Government decisions it also needs to ensure that it makes appropriate decisions with regard to Council Tax and ensures that its own income generation schemes and savings plans are delivered in full.</p>

Independence and ethics

We confirm that there are no significant facts or matters that impact on our independence as auditors that we are required or wish to draw to your attention. We have complied with the Financial Reporting Council's Ethical Standard and confirm that we, as a firm, and each covered person, are independent and are able to express an objective opinion on the financial statements

We confirm that we have implemented policies and procedures to meet the requirements of the Financial Reporting Council's Ethical Standard and we as a firm, and each covered person, confirm that we are independent and are able to express an objective opinion on the financial statements.

Further, we have complied with the requirements of the National Audit Office's Auditor Guidance Note 01 issued in December 2017 which sets out supplementary guidance on ethical requirements for auditors of local public bodies.

Details of fees charged are detailed in Appendix C

Audit and Non-audit services

For the purposes of our audit we have made enquiries of all Grant Thornton UK LLP teams providing services to the Council. The following non-audit services were identified.

Service	£	Threats	Safeguards
Audit related			
Certification of Housing benefit subsidy claim	13,300	Self-Interest (because this is a recurring fee)	The level of this recurring fee taken on its own is not considered a significant threat to independence as the fee for this work is low in comparison to the total fee for the audit of £103,061 and in particular relative to Grant Thornton UK LLP's turnover overall. Further, it is a fixed fee and there is no contingent element to it. These factors all mitigate the perceived self-interest threat to an acceptable level.
Certification of Teachers' pension Return	4,800	Self-Interest (because this is a recurring fee)	See above.
Certification of Housing capital receipts grant	3,000	Self-Interest (because this is a recurring fee)	See above.
Non-audit related			
CFO Insights licence	10,000	Self-Interest (because this is a recurring fee)	See above

These services are consistent with the group's policy on the allotment of non-audit work to your auditors. All services have been approved by the Audit Committee. None of the services provided are subject to contingent fees.

Action plan

We have identified the following recommendations for the Council as a result of issues identified during the course of our audit. We have agreed our recommendations with management and we will report on progress on these recommendations during the course of the 2019/20 audit. The matters reported here are limited to those deficiencies that we have identified during the course of our audit and that we have concluded are of sufficient importance to merit being reported to you in accordance with auditing standards.

Assessment	Issue and Recommendation	Management response
1	<div><div></div><div>Value for Money Conclusion The Council will need to monitor decisions from the Government about its future funding and respond accordingly. As well as responding to any Government decisions it also needs to ensure that it makes appropriate decisions about Council Tax increases and ensures that income generation schemes and savings plans are delivered in full.</div></div>	Discussions with Members, local MPs and Government are on-going in relation to Government funding levels, short-term grants and the implications of Fair Funding and Business Rates Retention. Maximum Council Tax increases are already factored in and discussions with Members about the implications of higher increases on-going. All savings plans are being reviewed and highlight reports put in place to monitor activity as well as financial implications.
2	<div><div></div><div>Financial Statements Audit</div></div>	

Controls

- High – Significant effect on control system
- Medium – Effect on control system
- Low – Best practice

Audit Adjustments

We are required to report all non trivial misstatements to those charged with governance, whether or not the accounts have been adjusted by management.

Impact of adjusted misstatements

All adjusted misstatements are set out in detail below along with the impact on the key statements and the reported net expenditure for the year ending 31 March 2019.

Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £'000	Impact on total net expenditure £'000
1 Restatement of pension liability	Deficit on provision of services £5,855 Dr Other comprehensive income and expenditure £5,964 Dr	Net Pension Liability £11,819 Cr	£11,819

Misclassification and disclosure changes

The table below provides details of misclassification and disclosure changes identified during the audit which have been made in the final set of financial statements.

Disclosure omission	Detail	Auditor recommendations	Adjusted?
Note 15 – Capital commitments	<ul style="list-style-type: none">Audit testing identified that incorrect figures were included in the note for the Tannery.	<ul style="list-style-type: none">Amend the figures Management response <ul style="list-style-type: none">Updated figures now included in the note.	✓
Various minor disclosure and clerical points	<ul style="list-style-type: none">As would be expected in the first draft of any large document, a number of other disclosure and clerical issues were noted.	<ul style="list-style-type: none">These issues are not considered sufficiently significant to warrant attention of the committee. These were individually discussed with the finance team and a satisfactory position was mutually agreed. Management response <ul style="list-style-type: none">Updated figures and disclosures in the accounts where required.	✓

Audit Adjustments

Impact of unadjusted misstatements

The table below provides details of adjustments identified during the 2018/19 audit which have not been made within the final set of financial statements. The Audit Committee is required to approve management's proposed treatment of all items recorded within the table below:

Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £' 000	Impact on total net expenditure £'000	Reason for not adjusting
<div>1</div> <div>Single entity</div> <div>In 2017/18, the Council overstated the shopping centres in the accounts by £2.9 million. The Council's accounting treatment also had the effect of overstating income received from the JPUT. The impact of this on 2018/19 is not material and relates to the inclusion as a short term investment of an amount relating to future rental income guarantee for void units.</div>		<div>DR Deferred Income</div> <div>£1.4m</div> <div>Cr Short Term Investment</div> <div>£1.4m</div>		<div>The Council believe that the investment value is in line with the market value of the shopping centre including a guaranteed income stream to reflect that we bought a functioning shopping centre, therefore it is not overstated.</div> <div>This treatment is in line with previous external advice received.</div>
Overall impact	£nil	£nil	£nil	

Audit Adjustments

Impact of prior year unadjusted misstatements

The table below provides details of adjustments identified during the prior year audit which had not been made within the final set of 2017/18 financial statements.

	Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £' 000	Impact on total net expenditure £'000	Reason for not adjusting
1	Single entity Cost value of the shopping centres in the Council's accounts is overstated by £2.9 million. The Council's accounting treatment also has the effect of overstating income received from the JPUT. The impact of this is not material. However, impact on the value of the unquoted equity investment is above trivial and therefore we are required to report to the committee.	£nil	DR Deferred Income £2,400k Dr Provision £500k Cr Long Term Investment £2,900k	£nil	Management response The Council believe that the investment value is in line with the market value of the shopping centre including a guaranteed income stream to reflect that we bought a functioning shopping centre, therefore it is not overstated. This treatment is in line with external advice received.
	Overall impact	£nil	£0	£nil	
2	Group accounts The entity has accounted for £2.7 million of goodwill within its group accounts to account for the variance between the £52.2 million deemed purchase price and the fair value of £49.5 million which the Council has used for the shopping centre assets. It is our view that, as the cost price is overstated, the goodwill should be adjusted out of the accounts.	£nil	DR Long Term Investment £2,775k CR Goodwill £2,775k	£nil	Management response As above, the Council does not believe that the cost price has been overstated and so the inclusion of goodwill is appropriate to the JPUT's accounts which have been consolidated in Group Accounts. Again, this treatment is in line with external advice received.
	Overall impact	£nil	£0	£nil	

Fees

We confirm below our final fees charged for the audit and provision of non-audit services.

Audit Fees	£
Council Audit – fee proposed per fee letter	103,061
Fee variation	
Pensions and PPE valuation - The Financial Reporting Council has highlighted that the quality of work by audit firms in respect of IAS 19 and PPE valuations needs to improve across local government audits. Accordingly, we have increased the level of scope and coverage in respect of IAS 19 and PPE valuations this year.	6,000
Assessing the impact of the McCloud ruling - The Government’s transitional arrangements for pensions were ruled discriminatory by the Court of Appeal last December and the Supreme Court refused the Government’s application for permission to appeal this ruling. As part of our audit we have carried out additional work considering the impact on the financial statements along with any audit reporting requirements.	3,000
JPUT - additional audit work relating to the disclosure and valuation of the JPUT	TBC
Final fee – 2018/19 audit	TBC
Final fee – 2017/18 audit	£133,845

The fees proposed audit fee is included within the 2018/19 financial statements. Any additional fees will be shown as audit expenditure in the 2019/20 financial statements. The proposed fee variation has been discussed with the Director of Finance, Governance and Assurance but not agreed. It is also subject to agreement with PSAA Limited.

Non Audit Fees	Fees £'000
Fees for other services	
Audit related services:	
• Certification of Housing Benefits Subsidy Claim	13,445
• Certification of Teachers Pension Authority claim	4,800
• Certification of Housing Capital Receipts Grant	3,000
Non-audit services:	
• CFO Insights licence	10,000

Audit opinion

We anticipate we will provide the group with an unmodified audit report

Independent auditor’s report to the members of Shropshire Council

Report on the Audit of the Financial Statements

Opinion

We have audited the financial statements of Shropshire Council (the ‘Authority’) for the year ended 31 March 2019 which comprise the Movement in Reserves Statement, the Comprehensive Income and Expenditure Statement, the Balance Sheet, the Cash Flow Statement, the Housing Revenue Account Income and Expenditure Statement, the Movement on the Housing Revenue Account Statement, the Collection Fund Statement and notes to the financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Authority as at 31 March 2019 and of its expenditure and income for the year then ended;
- have been prepared properly in accordance with the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19; and
- have been prepared in accordance with the requirements of the Local Audit and Accountability Act 2014.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the ‘Auditor’s responsibilities for the audit of the financial statements’ section of our report. We are independent of the Authority in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC’s Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Conclusions relating to going concern

We have nothing to report in respect of the following matters in relation to which the ISAs (UK) require us to report to you where:

- The Director of Finance, Governance and Assurance’s use of the going concern basis of accounting in the preparation of the financial statements is not appropriate; or
- the Director of Finance, Governance and Assurance has not disclosed in the financial statements any identified material uncertainties that may cast significant doubt about the Authority’s ability to continue to adopt the going concern basis of accounting for a period of at least twelve months from the date when the financial statements are authorised for issue.

Other information

The Director of Finance, Governance and Assurance is responsible for the other information. The other information comprises the information included in the Statement of Accounts, the Narrative Report and the Annual Governance Statement, other than the financial statements and, our auditor’s report on the pension fund financial statements. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge of the Authority obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

Other information we are required to report on by exception under the Code of Audit Practice

Under the Code of Audit Practice published by the National Audit Office on behalf of the Comptroller and Auditor General (the Code of Audit Practice) we are required to consider whether the Annual Governance Statement does not comply with the ‘Delivering Good Governance in Local Government: Framework (2016)’ published by CIPFA and SOLACE or is misleading or inconsistent with the information of which we are aware from our audit. We are not required to consider whether the Annual Governance Statement addresses all risks and controls or that risks are satisfactorily addressed by internal controls.

We have nothing to report in this regard.

Audit opinion

Opinion on other matter required by the Code of Audit Practice

In our opinion, based on the work undertaken in the course of the audit of the financial statements and our knowledge of the Authority gained through our work in relation to the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources, the other information published together with the financial statements in the Statement of Accounts, the Narrative Report and the Annual Governance Statement for the financial year for which the financial statements are prepared is consistent with the financial statements.

Matters on which we are required to report by exception

Under the Code of Audit Practice, we are required to report to you if:

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make a written recommendation to the Authority under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014, in the course of, or at the conclusion of the audit.

We have nothing to report in respect of the above matters.

Responsibilities of the Authority, the [Chief Financial Officer] and Those Charged with Governance for the financial statements

As explained more fully in the Statement of Responsibilities set out on page(s) x to x, the Authority is required to make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Director of Finance, Governance and Assurance. The Director of Finance, Governance and Assurance is responsible for the preparation of the Statement of Accounts, which includes the financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC code of practice on local authority accounting in the United Kingdom 2018/19, for being satisfied that they give a true and fair view, and for such internal control as the [Chief Financial Officer] determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the [Chief Financial Officer] is responsible for assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless there is an intention by government that the services provided by the Authority will no longer be provided. The Audit Committee is Those Charged with Governance. Those charged with governance are responsible for overseeing the Authority's financial reporting process.

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at: www.frc.org.uk/auditorsresponsibilities. This description forms part of our auditor's report.

Report on other legal and regulatory requirements - Conclusion on the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

Conclusion

On the basis of our work, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General in November 2017, we are satisfied that the Authority put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2019.

Responsibilities of the Authority

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

Audit opinion

Auditor's responsibilities for the review of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 to be satisfied that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. We are not required to consider, nor have we considered, whether all aspects of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

We have undertaken our review in accordance with the Code of Audit Practice, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General in November 2017, as to whether in all significant respects the Authority had proper arrangements to ensure it took properly informed decisions and deployed resources to achieve planned and sustainable outcomes for taxpayers and local people. The Comptroller and Auditor General determined this criterion as that necessary for us to consider under the Code of Audit Practice in satisfying ourselves whether the Authority put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2019.

We planned our work in accordance with the Code of Audit Practice. Based on our risk assessment, we undertook such work as we considered necessary to be satisfied that the Authority has put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

Report on other legal and regulatory requirements - Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate in accordance with the requirements of the Local Audit and Accountability Act 2014 and the Code of Audit Practice until we have completed the work necessary to issue our Whole of Government Accounts (WGA) Component Assurance statement for the Authority for the year ended 31 March 2019.

We are satisfied that this work does not have a material effect on the financial statements or on our conclusion on the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2019.

Use of our report

This report is made solely to the members of the Authority, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 43 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the Authority's members those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Authority and the Authority's members as a body, for our audit work, for this report, or for the opinions we have formed.

[Signature]

Richard Percival Key Audit Partner
for and on behalf of Grant Thornton UK LLP, Local Auditor

Birmingham

[Date]

