

# Statement of Accounts 2022-23



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**Gloucestershire**  
COUNTY COUNCIL

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## Foreword to Narrative Report

The world has changed significantly over the past 12 months, but we have responded well to the challenges we have had to face, whilst at the same time making significant progress against our priorities for the county.

Having effectively navigated our way through the pandemic we set about supporting the county to move forwards through two funds; A £2m Build Back Better Fund allocated evenly across the county's 53 divisions to allow each county councillor to support bids in their area and a £500,000 fund to help boost the economy of our market towns and local high streets. More recently we launched the £1.5m Levelling Up Fund, targeted at those communities in most need, supporting them to tackle the specific challenges and barriers they are facing.

2022/23 saw us achieve significant improvements within our children's services, coming out of intervention and seeing improvements being sustained and built upon, despite growing demand. We have also opened the £35m High School, Leckhampton which is providing a wonderful, enriching environment for the students learning there.

The £9.5m Brook Academy in Brockworth, Gloucester, also opened its doors. The specialist purpose-built building supports up to 80 young people aged 11-16 years with social, emotional, and mental health (SEMH) needs, as well as supporting children with autism and speech, language and communication needs.

We also made significant progress towards the completion of the £20m transformation scheme at Arle Court Transport Hub, increasing green transport options as well as providing support for more housing and jobs in west and north-west Cheltenham. We have also responded to the withdrawal of commercial bus routes by putting in place schemes such as the on-demand service, called The Robin.

We have pushed ahead with strategically important infrastructure projects, such as increasing the capacity of J10 of the M5 and our 26-mile cycle spine project and through our lobbying we have helped secure government funding for the A417 missing link.

Our highways service has delivered the second year of our four year £100million commitment to improve our roads, investing around £34m into resurfacing roads, repairing potholes and doing other routine maintenance of the county's roads. We also launched the £550,000 Community Speedwatch Fund, helping communities to take steps to tackle those who choose to break speed limits.

We remain as passionate as ever to do all we can to support Gloucestershire to be successful now and in the future and will continue to make the best possible uses of all our resources to this end.



Cllr Mark Hawthorne  
Leader



Peter Bungard  
Chief Executive

# Deputy Chief Executive and Executive Director of Corporate Resources Narrative Report

## Introduction

Welcome to Gloucestershire County Council's Statement of Accounts for 2022/23. The Statement of Accounts reports the income and expenditure on service provision for the financial year and the value of the Council's assets and liabilities at the end of the financial year. This is done in accordance with proper accounting practices, as defined in the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Local Authority Accounting in the United Kingdom (the Code), and in accordance with the Accounts and Audit Regulations 2015.

Our 2022/23 audited Statement of Accounts needs to be submitted to the Council's Audit & Governance Committee (our appropriate body) for approval on 25<sup>th</sup> January 2024, following a thirty-day public inspection period which will commence on 30<sup>th</sup> June 2023.

In line with these timescales our 2022/23 Statement of Accounts, are prepared to adhere to the statutory deadlines, with the Statement of Accounts being available to our auditors, Grant Thornton, on 30<sup>th</sup> September 2023. Continuing to produce a quality set of accounts has only been possible due to the hard work and dedication of staff in Strategic Finance and across the whole Council.

As in previous years, the financial statements demonstrate that the financial standing of the Council continues to be robust. We have employed good financial management disciplines, processes and procedures during the year and we continue to strive for on-going improvement and excellence.

This Narrative Report provides information about Gloucestershire, including the key issues affecting the Council and its accounts. It provides a summary of the financial position as at 31<sup>st</sup> March 2023 followed by an explanation of the financial statements, including information on significant transactions during 2022/23.

To comply with the Code, the information contained in the accounts is, by necessity, technical and very complex, hence the length of the accounts. The aim of this narrative report is not only to provide readers with a wider overview of the Council's financial position for the year ending 31<sup>st</sup> March 2023 but also to enable an understanding of the key issues. It does this by presenting an analysis of the budgeted and actual net expenditure for 2022/23 based on the management accounts, and then provides a summary of the key financial statements included within the statutory final accounts.



## Our Context

Gloucestershire is a great place to live, work and do business. Most local people enjoy a high standard of living; and our levels of health and wellbeing are comfortably above the average for the country. Local people are well-educated, unemployment is low and Gloucestershire's economy is strong and resilient.

Our natural environment is incredibly varied with 38 landscape character types, 143 Sites of Special Scientific Interest and 3 Areas of Outstanding Natural Beauty which covers 51% of the county's area, as well as nature reserves and other natural assets.

However, there are areas of the County where residents' outcomes fall well below national averages and where, as a result, local people are more likely to depend on the services we provide to meet their needs. 19,852 people (3.1% of the county's population) live in areas amongst the most deprived 10% in England.

As well as being one of its best assets, the rural nature of the County makes it difficult for some people to access the services they need, and three out of every twenty Gloucestershire households have no access to a car or van.

The population of Gloucestershire increased by 48,092 people (8.1%) between 2011 and 2021. The rate of growth in Gloucestershire was higher than nationally, with the population of England and Wales increasing by 6.3% between 2011 and 2021. The population is also changing. The number of older people is predicted to continue to rise sharply over the coming years, and the biggest increases will be seen in the number of over-85's. As this is the age group most likely to need support from the Council, this means that health and care services need to be ready to respond to greater numbers of people with higher levels of health needs.

Meanwhile, the child population is increasing at a slower rate, yet we will still see increases in demand for school places over the next 5 to 10 years, and demand for services for vulnerable children is increasing in line with national trends.

The number of working-age adults in the County is expected to increase but at a slower rate than older people and children, meaning that, as a proportion of the population as a whole, the number of people who are more likely to rely on the Council for support is increasing. For every 100 people of working age, there were around 65 dependents in 2018 this is projected to increase to 80 in 2043.

The health of the Gloucestershire labour market, which deteriorated following the Covid-19 pandemic in line with national trends, has largely recovered. The number of people claiming unemployment related benefits peaked at 5.0% (August 2020), by October 2022 this figure had fallen to 2.1%, although it increased to 2.4% in April 2023, which may be due to economic uncertainty following the cost of living crisis. The claimant rate has consistently been lower than the regional and national averages, which stood at 2.5% and 3.9% respectively in April 2023.

While these issues are not unique to Gloucestershire, they do pose significant challenges. We need to be imaginative about how we deliver services, help people to stay healthier longer, build communities that are resilient and provide the help and support needed.

## Council Strategy

The Council's vision, ambition and priorities for Gloucestershire are brought together in a Council Strategy – Building Back Better in Gloucestershire (2022 – 2026).

### Vision and Ambitions

The Council's vision is

*To make the most of all that Gloucestershire has to offer, help improve the quality of life for every community, support businesses to be successful and make sure the county is a place where people want to live, work and visit.*

This is underpinned by nine ambitions for Gloucestershire. These are to be:

- **A Magnet County** - A growing working age population, with more 18-40 year olds with high level qualifications choosing to live and work in the county.
- **An Innovative County** - More businesses starting up, growing and investing in research and innovation.
- **A Skilled County** - More people with high-level skills and jobs in skilled occupations.
- **A Prosperous County** - Rising productivity and household incomes offering higher living standards.
- **An Inclusive County** - The economic and social benefits of growth to be felt by all communities, including rural, urban and our areas of highest deprivation. Opportunities to be available for all and good relations between those who have protected characteristics and those who do not.
- **A Healthy County** - People to have a good work/life balance and improved health and wellbeing.
- **A Connected County** - Improved transport and internet connections so that people and businesses can connect with each other more easily.
- **A Sustainable County** - More efficient use of resources, more use of sustainable energy and net zero emissions by 2045.
- **A Resilient County** - Active, resilient local communities that keep people safe, provide them with support and help them to make a positive contribution.

The Council's Priorities for 2022 to 2026 are as follows:

### Tackling Climate Change

- Deliver a Climate Change Strategy and Action Plan that reduces council emissions to net zero by 2030 and helps to reduce Gloucestershire's emissions to net zero by 2045;
- Support communities and businesses to do their bit, investing in 1000 electric vehicle charge points & to increase Gloucestershire's woodlands and biodiversity;
- Lead by example, putting climate change at the heart of our decisions and working in partnership across Gloucestershire's public sector to make the greatest impact.

## **Improving Our Roads**

- Invest a further £100 million in road resurfacing over 4 years;
- Reduce the number of roads which require significant repair or replacement;
- Improve network resilience to adverse conditions;
- Improve customer satisfaction with road condition;
- Do more proactive planned works and fewer reactive repairs;
- Refresh our road safety policy and review speed limits where there is an evidenced safety concern.

## **Sustainable Growth**

- Encourage the development of a single plan for Gloucestershire's future growth, through partnership working between all local authorities and other stakeholders;
- Secure the funding for the infrastructure needed to deliver this growth;
- Make sure that the skills, training and education are directly linked to the future jobs being created.
- Support delivery of the Gloucestershire Climate Change Strategy by ensuring growth is sustainable and supports development of green skills and jobs.

## **Levelling up our Communities**

- Work with local partners to attract national Levelling Up Funding to regenerate our high streets, market towns and neighbourhoods;
- Listen to local communities about what they want to achieve and how;
- Work alongside neighbourhoods to develop plans that build on their strengths, and attract local and national investment to help deliver them;
- Support local residents to develop new skills, careers and job opportunities;
- Link local people to jobs by providing sustainable transport solutions and reducing barriers to employment;
- Shape local community services to make sure they can adapt to the needs and aspirations of local residents;
- Work with local schools and academies to improve the quality of local education provision.

## **Securing Investment for Gloucestershire**

- Support the delivery of major transport investment;
- Progress the delivery of the Gloucestershire Sustainable Travel Corridor;
- Bid for funding to improve M5 Junction 9 and re-route the A46 to help deliver the Garden Town proposals;
- Work with the Western Gateway Partnership to secure improved rail connections that support business and leisure needs;
- Secure nationally important investment programmes to create improved job opportunities, including Cyber Central as part of the Golden Valley development.

### **Transforming Children's Services**

- Continue to develop a comprehensive range of good quality education, early years and care provision that meets the needs of all young people, including those with additional needs;
- Improve our early intervention/early help offer delivered through a multi-agency Family Hub model;
- Support local schools to develop a high performing local education system that meets the needs of all pupils, particularly the most vulnerable;
- Continuously improve services through effective intervention and development of local provision. Build on our investments in local provision such as Trevone House and our £150 million investment in schools;
- Invest in social workers and other frontline staff by developing our comprehensive training and development offer, supported by the Children's Services Academy.

### **Transforming Adult Social Care**

- Make early intervention and prevention, together with strength-based working, into all aspects of our work across the Adult Social Care System, and in our engagement with the developing Integrated Care System in the county;
- Build a world class 'model' of short term care (the 'Enhanced Independence Offer') together with the NHS and other partners;
- Deliver a Technology Strategy: exploring the potential of technology to support carers and improve the quality of care that people receive.
- Work with independent care providers to address capacity gaps and over provision, including use of central government funding to improve the terms and conditions of care sector staff.
- Respond to Government legislation which will begin a once in a generation transformation of adult social care.

### **Transforming Gloucestershire Fire and Rescue Service**

- Deliver our Service Improvement Plan supported by additional investment and resources;
- Improve the culture of our service;
- Embed the Fire Professional Standards to make sure our staff and the communities we serve are safe and well;
- Deliver our Community Risk Management Plan (CRMP) to reduce the risk of fire and other emergencies in the county.

### **Improving Customer Experience**

- Make it easier and quicker for customers to find the advice or support they need.
- Wherever possible resolve issues/questions the first time a customer contacts us.
- Look to find the best possible solutions for our customers, even if that means looking beyond our own role or services.
- Develop a Customer Improvement Strategy, to make sure our staff – and customers - know what we expect from them.
- Regularly ask customers how we are doing and respond to what they tell us
- Train and support staff to deliver a consistently positive/fair experience for all customers.
- Maintaining ways for customers to get help and information by phone and in person, including those that lack digital skills and online access.



## During 2022/23, we have: -

- Delivered £9.342 million savings
- Continued to modernise the workforce to respond to changing needs and challenges
- Continued to make improvements to support our vision to become a council that empowers and enables its staff to work flexibly, whilst continuing to meet business needs and promoting a healthy work / life balance. These new ways of working were supported in 2022/23 through investment in video conferencing technology, refurbishment of office accommodation to better meet the requirements for how our buildings will be used moving forward, and working with teams to think differently about how they will work in the short and longer- term.

## Covid-19

The Council responded to the pandemic by committing additional people and resources to ensure that our vital council services continue to all our communities and especially to those most vulnerable, supported by additional Government funding. Our staff continued to work tirelessly with our external partners to ensure the needs of our community were being met in these unprecedented times, including realigning delivery models, providing additional accommodation for our rough sleepers, providing food, medical supplies and care support through our community hub programmes, providing essential protective equipment and maintaining safe school provision for children of key workers where required.

The additional costs associated with this emergency, together with reduction in budgeted income streams have been considerable and could not have been undertaken without additional emergency funding from the Government.

The Council received additional emergency funding from the Government totalling £11.526 million, together with a further £29.902 million in specific ring-fenced grant funding. As a result the Council has been able to successfully manage these additional pressures from within these additional funding allocations without significant impact on the 2022/23 budget position. Surplus grant balances available have been carried forward and will be fully utilised in 2023/24 in supporting the people of Gloucestershire.

The Covid-19 pandemic significantly impacted income collections for both Business Rates and Council Tax. Although Council Tax collections bounced back in 2022/23 Business Rate income remained suppressed. A large deficit of £5.6 million carried over from the 2021/22 collection impacted on the income available to support the 2022/23 Budget. As a result government support continued with additional s31 grants being available to offset the losses. £1.37 million was provided from the Covid Additional Relief Fund, and £4.6 million was accrued at the end of 2021/22 to offset the large Business Rate deficit from that year that would impact on 2022/23 cashflows.

## Ofsted Inspection of Services for Children & Families

Ofsted undertook an Inspection of services for children in need of help and protection, children looked after and care leavers in February 2022. The outcome of the inspection gave a judgement of 'Requires improvement to be good'. It is now just over 12 months since Ofsted inspected Children's Services and the Continuous Improvement Plan (CIP), which was submitted to Ofsted in July 2022 has provided the framework for improvement activity over the intervening period. The CIP is constructed around three obsessions (timely and skilled interventions; eradicating drift and delay; building sustainable outcomes) with sixteen discreet areas for improvement, supported by a range of appropriate metrics to enable the service to track performance. Progresses have been reported to the Continuous Improvement Board on a bi-monthly basis.

Steady progress continues to be made against the CIP. The majority of actions are complete and, in conjunction with the DfE advisor, the senior leadership team have initiated a comprehensive refresh and reset of the plan, capturing a more ambitious agenda for children whilst retaining the vision for children and families and the three obsessions of eradicating drift and delay, delivering timely and skilled interventions, and achieving sustainable outcomes.

Performance data and quality assurance findings over the year reflect a service that is becoming more confident in the quality and impact of its practice, particularly where teams are stable and systemic principles are beginning to embed, albeit within the context of a particularly challenging operating landscape. The Executive Director for Children's Services and Performance Lead recently completed a review of our performance targets for 2023/24, with the overall aim of ensuring a greater alignment with statistical and national comparators, which will provide the framework to track progress over the coming year.

The pressure on Children's services budgets continued throughout 2022/23 with a significant overspend against external placements due to both the cost and number of children in care due to limited market availability. A Financial Recovery Plan is now in place reviewed weekly by the senior leadership team and monthly by a Financial Recovery Oversight Group which comprising of the Council Leader, Chief Executive and Section 151 Officer.

### Funding for Adult Social Care

Adult Social Care budgets continued to be under significant pressure in 2022/3 both locally and nationally - this pressure was enhanced by responding to the numbers of discharges from hospital in the later part of the financial year and the announcement of the Hospital Discharge Fund 1 and Hospital Discharge Fund 2. Adults Social Care worked jointly with the Integrated Care Board and NHS providers within the Integrated Care System (ICS) to manage the numbers and flows out of hospital into the most appropriate setting and ultimately home. This funding has been made available for the next 2 years to continue with this work. Although there has been no ongoing funding for the COVID pandemic there has been ongoing implications that Adult Social Care has responded too and worked with the provider markets to understand. The Social Care Reform was delayed but the funding under the Market Sustainability and Improvement Fund continues which means the market sustainability work continues.

Demographic changes indicate a continuing rise in demand for support to people with increasing complex needs. This continues to be managed through the Adult Transformation Programme and involves a range of partnerships, including other public bodies, provider organisations and the voluntary and community sector. The Programme reflects the scale and pace of change required to ensure we can promote and support people to live independently within the County. Communicating our intentions and listening to the voice of those we support is central to enabling us to effectively do this. At the heart of this work is the frontline three tier conversation approach (Tier One – Help to help yourself, Tier Two – Help when you need it and Tier Three – Ongoing support for those that need it) which gives structure to the focus on helping people to help themselves. The Programme has been updated to reflect the delays in the Social Care Reform but to reflect the ongoing assurance and reform agenda now and in the future. We continue to work even closer with partners, under the ICS, District Councils, Provider organisations and the voluntary and community sectors as we emerge from the pandemic to ensure that the transformation programme remains on track even if slightly delayed.

## Community Safety Directorate (CSD)

In relation to Gloucester Fire & Rescue Service (GFRS), His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) has reported encouraging progress since the first inspection in 2019, the second full inspection in 2021 and the most recent revisit inspection in the Autumn of 2022. HMICFRS have recognised that investment, resources and robust governance have been established as well as signs that workplace culture is slowly starting to improve and that there is a growing understanding of the importance of EDI. Progress continues to be reported through the respective scrutiny and audit governance arrangements.

The Coroner's Service continued to deliver a compassionate and professional service to the bereaved with consistent levels of referrals, post mortem examinations and inquests. All actions from the Human Tissue Authority inspection were discharged and the mortuary team continued their high standards with no reportable incidents throughout the year.

Trading Standards recognised the need to address succession planning and building resilience into an aging workforce. Investment was secured, through the MTFS process to fund recruitment and development of a trainee officer. This officer along with the existing, part qualified, trainees add the capacity needed as the Service works towards meeting its statutory responsibilities.

## People

The way in which the Council delivers its services continues to change including adopting different ways of working to enable a more agile workforce, whilst at the same time contributing to our climate change agenda. We continue to evolve our approach to the way our employees deliver and commission services and to the way we work making the best use of technology.

## **Workforce Headcount**

Gloucestershire County Council employed 4,105 individuals as of 1<sup>st</sup> April 2023, this includes 450 Gloucestershire Fire & Rescue service staff, but excludes all schools staff and casual staff. If a member of staff has two contracts with the Council, they are only counted once in the above figure. GCC Workforce Headcount statistics are published on its [website](#).

We have developed a new Workforce Strategy for 2022-25 which recognise that the Council is a major stakeholder and influencer on behalf of the people of Gloucestershire and we play a leading role amongst a wide range of partners in delivering public services. We have an ambition to transform and strengthen community services and this strongly influences our view of what comprises 'the workforce'.

The County Council's services are overwhelmingly delivered through people, directly or indirectly, and so the effectiveness of those services will be chiefly influenced by how well our workforce is enabled, with the appropriate workplace culture, capacity and capability to carry out their roles. It is our aim to innovate and adapt to achieve the delivery of our statutory responsibilities and to continually improve the quality of services delivered. Therefore, we will develop our workforce to be motivated and skilled to work creatively, flexibly, and efficiently, with our Council core values; accountability, integrity, empowerment, respect and excellence, at the centre of what we do.

## **Consideration of the Equality Duty and Decision Making**

Our Due Regard Process ensures that we consider the three aims of the public sector equality duty when we plan and deliver our work and when making decisions.

The general duty requires the Council to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation.
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it.
- Foster good relations between people who share a protected characteristic and people who do not share it.

Our process ensures that decision makers consider these aims as part of their day to day working practices and our policies reflect that approach.

The Council's most recent annual Workforce Equality and Diversity and Inclusion Report (2022) is a snapshot based on the 3,978 employees as at 1<sup>st</sup> February 2022.

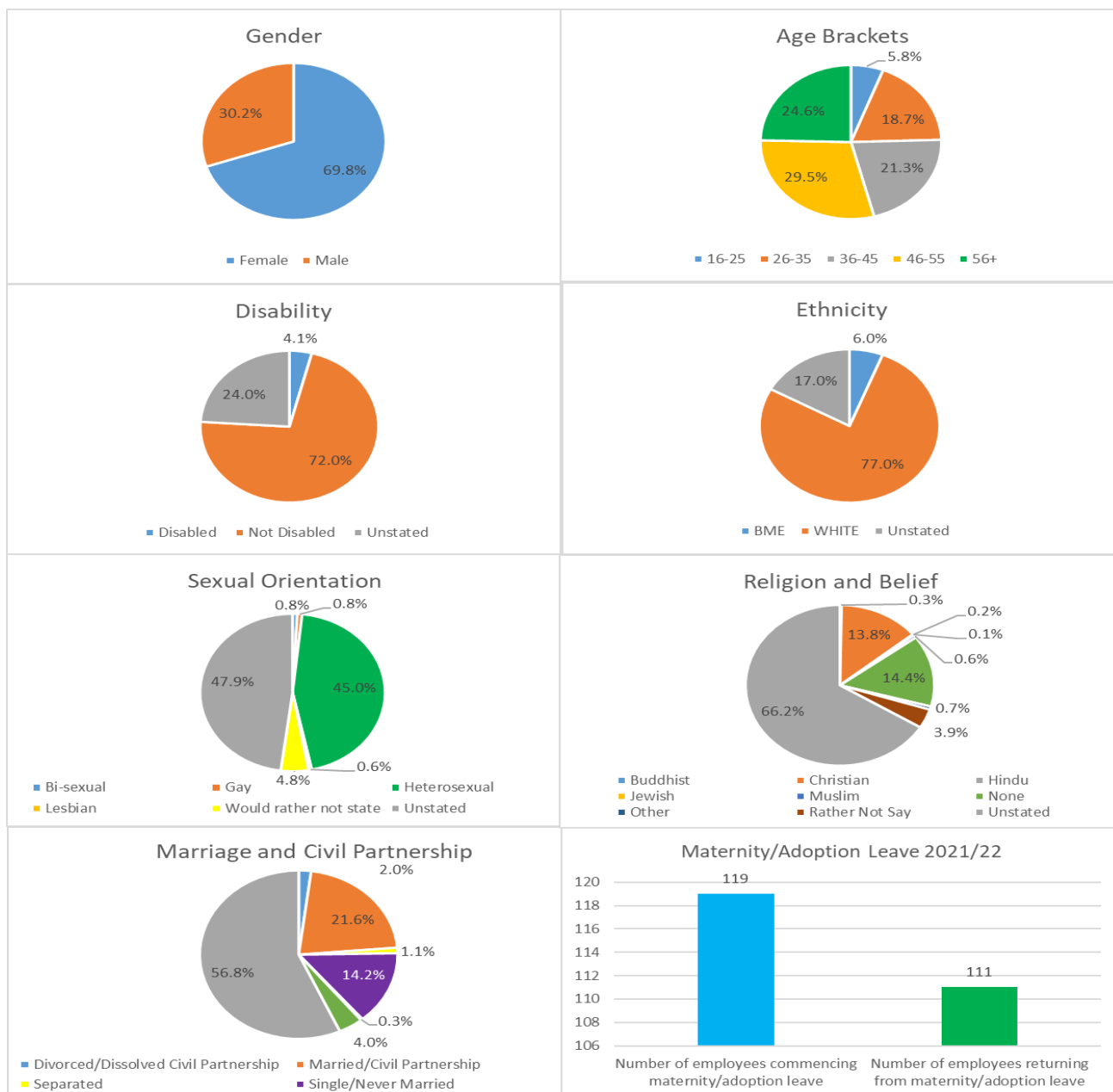
The 2022 Workforce Equality Report has been created using data held with our personnel software with a reporting data of 1st February 2022. Like most similar employers, Gloucestershire County Council's equality data is not completely accurate and up to date because it optional for staff to complete.

The aim is to run this report every year to establish any trends. Completion rates vary between the different protected characteristics which does impact the quality of the conclusions drawn in the report. Any recommendations made using the data in the report are intended to be proportional and therefore the disclosure rates are taken into consideration. In 2022, we compared data across three years, and we will continue to do so, this is to support further trend analysis and may be used as a key performance indicator for ED&I initiatives. The 2021 census by the Office for National Statistics (ONS) was not yet published at the time of the 2022 GCC report, therefore comparisons remain to the 2011 data.



We only report on two genders at present. We have employees who have declared themselves transgender. As with last year, this figure is low and disclosing the data in this report could lead to the identification of individuals, which would not be legal. Gloucestershire County Council is committed to providing an inclusive, productive, comfortable, supportive and, most importantly, safe environment for transgender employees, before, during and after transition.

The Council's workforce profile (as at 1<sup>st</sup> February 2022) is illustrated in the following graphs, and is based on the data that is submitted by our workforce. We continue to encourage people to report openly so that our policies are as fully informed by staff feedback as they can be.



Further information from the Council's 2022 Workforce Equality and Diversity and Inclusion Report can be found on the Council's website at: <https://www.gloucestershire.gov.uk/council-and-democracy/equalities-and-our-duties-under-the-equality-act-2010/equality-information-and-analysis/>

## Performance

Despite a continued challenging context, in terms of increasing costs, demand for our services and recruitment of some key staff, we are achieving the goals we have set ourselves, and delivering the priorities set out in our Council Strategy.

### Adult Social Care

Broadly there is an improving picture across adult social care performance.

This year we have reviewed our Adults Transformation Programme portfolios and produced a two-year plan delivering improvements to our quality of service provision, workforce, technology and market development strategy. This has identified a number of projects that are still to be scoped, gives us an opportunity to re-prioritise some activity, and bring new projects into scope. We presented the plan in March 2023 and were able to provide assurance on the progress towards meeting our strategic objectives.

We have increased the capacity of domiciliary care provided by 8 different care providers as part of a pilot project that aims to support domiciliary care to be delivered in a small local area. This reduces, for example, travel time between care visits, enabling more visits to take place over the same amount of time.

Admissions to long term care (18-64), while better than target, have increased in quarter 4 from quarter 3. This may be attributed to the purchasing of bed-based care through the discharge fund. The average number of weeks people have been waiting for brokerage has increased from 3 weeks in quarter three to 6 weeks in quarter four. This is reflective of the number of people waiting for community-based support. We continue to address these challenges through our approaches to domiciliary care provision (see below).

Future challenges remain for social care will be the incoming Care Quality Commission (CQC) inspection regime, and adapting to the new 'care cap' on monitoring budgets for care packages. We recently produced the first draft of our self-assessment for CQC assurance and started engagement on this.

### Public Health and Communities

Public Health and Communities performs well across a range of service measures. The proportion of adult alcohol misusers who successfully completed treatment and did not re-present within 6 months of completion has improved throughout 2022/23 (23.3% in Quarter 2 2021/22 to 38.9% in Quarter 3 2022/23). This equates to 320 out of 822 individuals who completed treatment and did not re-present. The proportion of pregnant smokers who achieved a 4-week quit rate remained better than target (80% at Quarter 3, 41 quits out of 51 women), and the proportion of people taking part in the Healthy Lifestyles programme who achieved a significant risk factor improvement remained in better than target (70.5%).

Progress in recovery of the successful treatment of Opiate users remains slow, with fractional improvement over the last year and a half. In Quarter 3 2022/23, 5.1% of Opiate users who had left treatment did not re-present within 6 months of completion. This equates to 67 out of 1,302 people. Performance remains below target. Provision of the alcohol and drug addiction treatment service will be re-procured during 2023/24. Historically, reductions in performance have been seen during the commissioning and go-live phases. Every effort will be made to maintain stability.

127 applications were received for the Levelling Up Together Grant Programme. Applications covered a range of topic areas including: community spaces and development, physical activity and healthy lifestyles, infrastructure and capital investment, and arts and culture. The multi-stage decision making process is now complete, and 52 grants have been awarded funding totalling c.£1.46m.

Funding for Homes for Ukraine scheme is significant and has been extended for a further year, and reserves for other schemes are available. Current work and forward planning continues to secure accommodation and support transition for Ukrainians, although this remains the biggest risk.

## **Children and Young People**

The Continuous Improvement Plan remains the focal point for improvement activity going forward. We have now received the Annual Conversation letter from Ofsted, which broadly endorses our self-assessment and direction of travel. Progress has been made against the plan, with 31 actions showing progress (an improvement of 5), 9 showing no change (which is fewer than the previous report) and 20 showing some regression (4 more than previously reported). Plans for transformation (service remodel) continue to progress with a Director of Safeguarding and Care appointed in March and the process for recruitment of the Area Managers now commenced.

Performance and quality assurance continues to reflect our challenging operating conditions, with 52% of performance measures evidencing good or better performance and 36% of measures within tolerance of target. The proportion of inadequate audits is at 9% in Quarter 4, which is better than target.

Stabilising our workforce remains the biggest challenge in securing our improvement journey. The Quarter 4 data shows some emerging signs of stability/improvement with turnover and vacancies, however, agency rates remain high.

At the end of March, there were 865 children in care. This compares to an average of 778 children in 2020/21 and 727 in 2019/20. This continues to place strain on the availability of suitable placements for children and our ability to place children within County. We have revised our Sufficiency Strategy and begun to progress the first tranche of new accommodation sites with the support of DfE funding.

In Education services, a recent Peer Challenge in SEND services has yet to produce it's final report, but early feedback suggests our self assessment was largely in line with our expectations, meaning that while we know we have a need to improve some areas, we are largely aware and have plans in place to address them, ahead of a likely formal Ofsted inspection.

At the end of Quarter 4, there were 5,400 children and young people aged 0-25 with an Education Health and Care Plan (EHCP) maintained by the local authority. This compares to 4,925 at the same time last year showing an increase of 9.6%. This reflects the increasing trend that can be seen nationally.

We are seeing an increase in exclusions and suspensions. In Quarter 4, there were 52 permanent exclusions. This compares with 40 in the same period of the previous academic year and 31 in the same period of the 2018/19 academic year. This represents a significant increase of 30% and 67.7% respectively.

## **Economy, Environment and Infrastructure**

We continue to maintain lower levels of carbon emissions following the pandemic and are performing well against target. Renewable energy generation was similar to the same period last year (a slight increase of 0.4%) helping to offset the increasing cost of energy. Net power production from the Energy from Waste facility performed better than target in the final quarter of the year, with 32,194 MWhr of electricity generated against a target of 29,100 MWhr.

The amount of residual household waste in Gloucestershire has continued to follow a reducing trend over recent years. In Quarter 4, the forecast of residual waste per household for 2022/23 based on collections in the financial year to date, was 423 Kgs against a target of 479 Kgs. The vast majority of waste is diverted from landfill (97.7%); this is better than target (92.8%). Just over half of household waste collected is sent for reuse, recycling, and composting (52.3% against a target of 51%).

We continue to perform better than target across all highway repair categories for timely completion of defects, with 99.3% of 2-hour repairs, and 99.9% of 24-hr and 28 days defect repairs completed within timescale. This positive performance needs to be considered in the context of the volume of highways defects repaired, as well as other demands, during Quarter 4. There were 13,226 defects repaired this quarter compared to 8,869 in Quarter 3 and 9,132 at the same time last year. This is an increase of 49.1% and 44.8% respectively. There were also 130 winter maintenance runs carried out.

A significant number of large infrastructure investment projects are underway or being developed in the county, delivering huge levels of investment. These are connected to our ambitions to build future skills and employment opportunity, and can be found in the new Council Strategy – Building Back Better in Gloucestershire.

### **Gloucestershire Fire and Rescue Service**

HMICFRS re-inspected during November 2021, and the full report was published in July 2022. The GFRS improvement plan remains the focal point for improvement activity going forward along with our performance indicators. The plan is also key to our conversation with HMICFRS which takes place each month. 40% of actions have been delivered, while 43% are on track, 13% are behind schedule and 4% overdue. Currently overall status remains at risk as we are not achieving all performance indicators and over 50% of the improvement plan is still to be delivered.

We have seen a slight increase in Safe and Wells delivered on the whole. However, we have still not achieved our target for the year, actions we are taking to resolve this issue can be found in this report. Of those visits undertaken, we continue to target the majority at those in high-risk groups.

Timeliness of responding to all attended dwelling fires was 10 minutes 31 seconds during Quarter 4 2022/23. This has followed an increasing trend over the last year (9 minutes 14 seconds in Quarter 4 2021/22). Timeliness has worsened from a within tolerance of the target position at the same time last year to worse than target over the last two quarters.



There were 61 dwelling fires in Quarter 4. 37 of these were attended by Wholetime firefighters, while 24 were attended by On-Call firefighters (39%). Response times to the majority of the fires attended by Wholetime firefighters were within target time (9 minutes) (79%), while only 12% of fires responded to by On-Call firefighters were within target time. The overall result of this means that just under half of the dwelling fire incidents in Quarter 4 had a response time that was worse than the target in Quarter 4 (44%).

The Community Risk Management Plan (CRMP) identified the need to review our existing arrangements to ensure that we have the required number of resources, with the right people and equipment, at the right time, in the right location. This quarter we have finalised the modelling and analysis and started work to identify possible improvements to effectiveness and efficiency.

## Financial Performance

### Economic climate

2022/23 has been a volatile year, with uncertainty being the key driver of financial market sentiment. Bond yields remained relatively volatile due to concerns over elevated inflation and higher interest rates. Concern continued as to the likelihood of the UK entering a recession and for how long the Bank of England would continue to tighten monetary policy.

The war in Ukraine continued to keep global inflation above central bank targets. Starting the financial year at 5.5%, the annual CPI measure of UK inflation rose strongly to hit 11.1% in October 2022. Inflation has continued to remain high, although it was predicted to fall from April 2023. Bank Rate was 0.75% at the beginning of the reporting period, rising quickly to 4.25% by the end of March 2023.

The economic backdrop during the January 2023 to March 2023 period continued to be characterised by high energy and commodity prices, high inflation, and the associated impact on household budgets and spending.

Central government focus has continued to be on getting the economy going. As a result, there has been no news on the long awaiting changes to local government finances. For the third year in a row the Council received a one-year roll over settlement. A policy paper was released in December 2022, providing some indications for 2024/25, but lacking the detail on the quantum of funding meaning that information about the future remains scarce.

The below list details 2022/23 budget setting principles, together with an update on the current situation for these key financial decisions:

- Council Tax referendum principle of 2% for 2022/23, with the Council setting a rate of 1.99%, for 2023/24 and 2024/25 this limit has been increased to 3%.
- An additional 1% flexibility for Council Tax to fund social care for 2022/23, increasing to 2% for both 2023/24 and 2024/25.
- Postponement of the Fair Cost of Care with the additional money announced in the 2022 Autumn Statement being redistributed back to Local Authorities from 2023/24 to fund the increasing costs of social care.

- Increased funding for Social Care providing a grant worth £22.0 million, up from £14 million to the Council for 2022/23. This grant then increased to £36 million for 2023/24 as a result of the postponement of the Fair Cost of Care and is expected to increase again for 2024/25.
- Continuation of the Improved Better Care Fund at a slightly increased level to £20 million for 2022/23, and then continuing at this level into future years.
- A new Market Sustainability and Fair Cost of Care Grant for the Fair Cost of Care implementation totalling £1.8 million for 2022/23. With the postponement of the Fair Cost of Care, this funding has been amalgamated into a Market Sustainability and Improvement Fund from 2023/24 at an increased level of £5.9 million, with an increased expected for 2024/25 as well.
- A new Services Grant from 2022/24 of £5.2 million, originally expected to be a one off, but now continued into future years although at a lower level of £2.9 million.
- Continuing postponement of the Fair Funding Review, with a date of 2025/26 expected to be the earliest that this could now be implemented.
- Postponement / cancellation of the Government's "aim" to localise 75% of Business Rates. It is now looking more likely that the current 50% split will continue but on a reformed basis from 2025/26.
- Continuing one-year roll over settlements with the potential for the new funding regime to be implemented from 2025/26.

## Revenue Budget and Outturn Position

The approved budget for 2022/23 was £521.330 million which represented an increase in cash terms of £38.322 million, compared with the 2021/22 budget (£483.008 million). Under this Budget, Council Tax increased by 1.99% and an additional 1.00% Social Care Precept was applied, taking the overall increase to 2.99%.

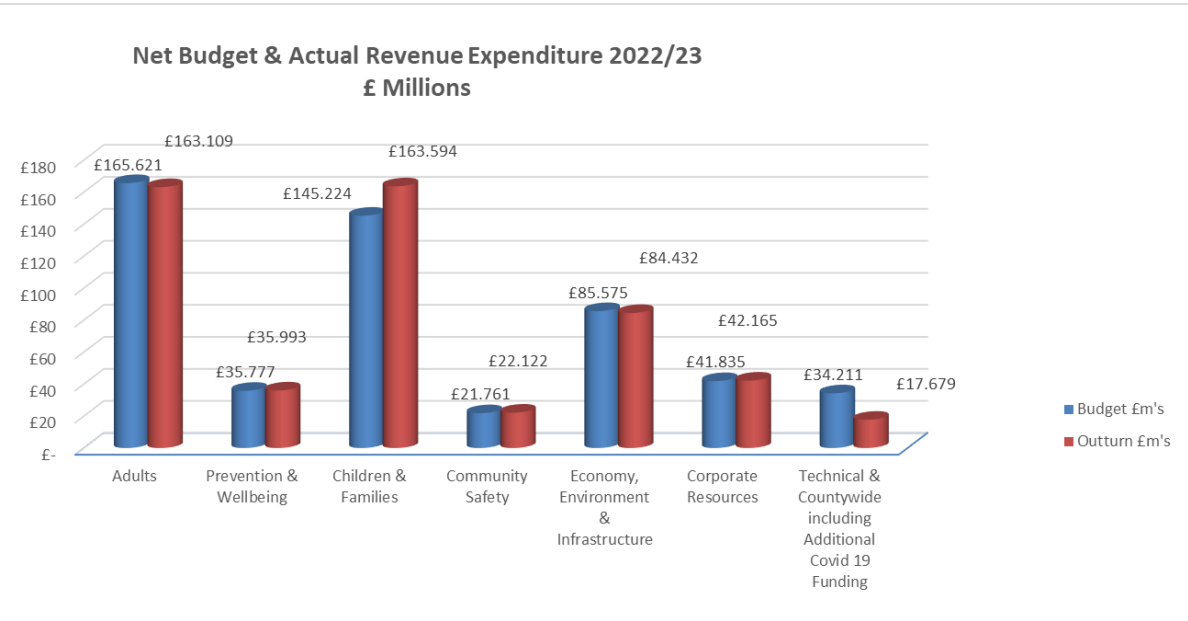
The Council has carried forward emergency Covid-19 grant funding of £1.748 million, to fund the continuing cost of recovery from the pandemic in 2023/24

During the year, the Council delivered £9.342 million of savings to address year on year funding reductions and fund unavoidable inflationary cost increases.

The revenue budget strategy for 2022/23 was to continue to maximise the delivery of efficiencies whilst protecting front line services. The Council is committed to robustly controlling budgets, repaying external maturing debt and continuing to streamline back office services all of which contribute to protecting front line services.

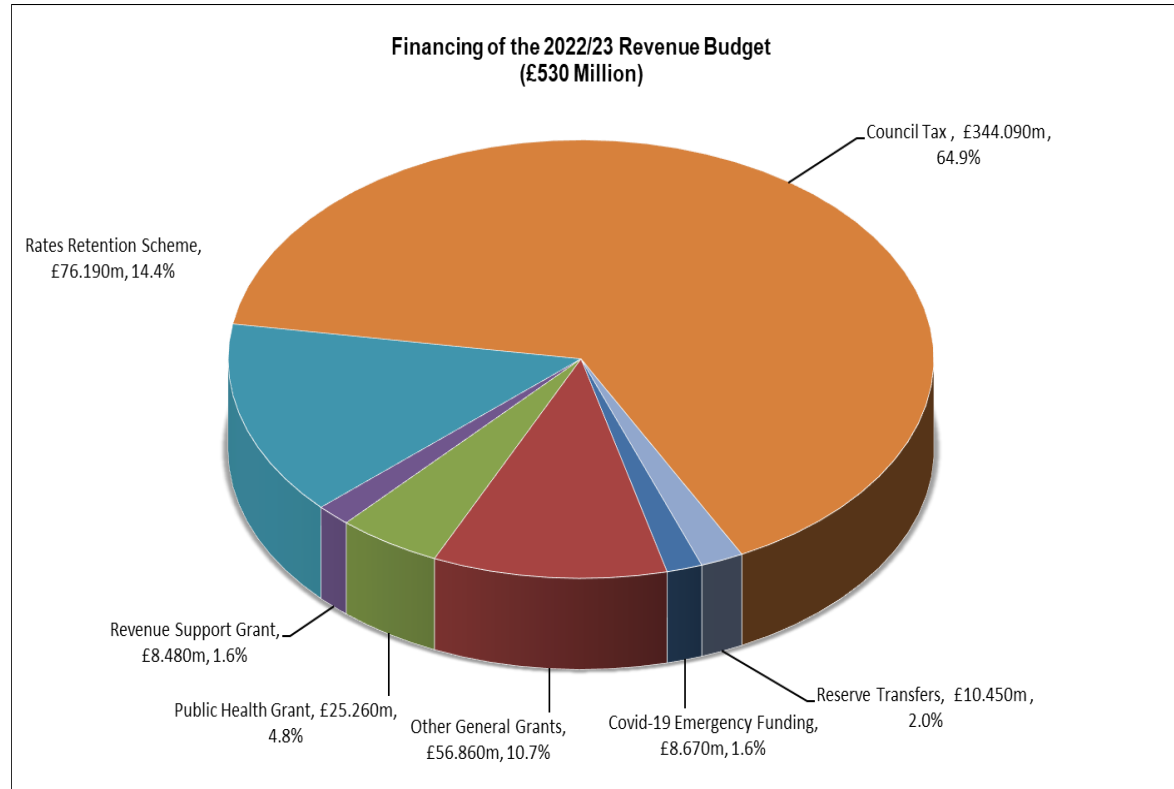
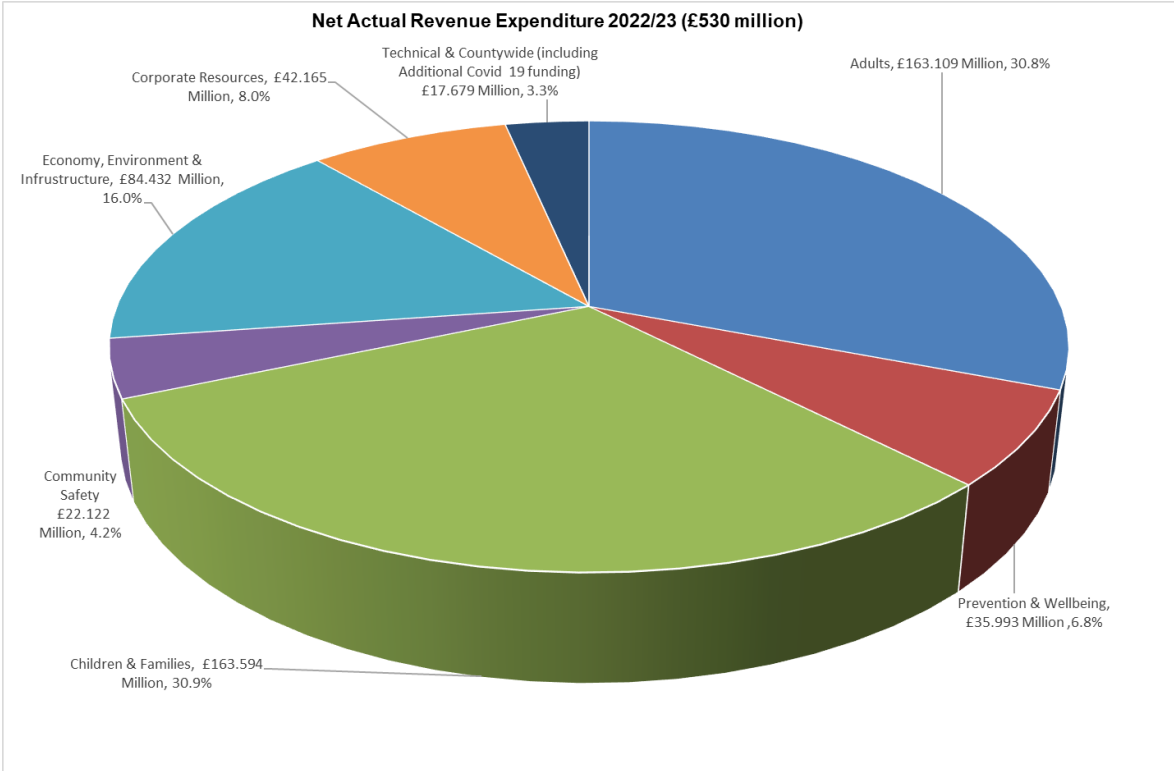
Following approved transfers to and from reserves, as set out in detail in Note 2 to the accounts, the 2022/23 outturn position was an under spend of £910k. All of which has been transferred into General reserves.

Net budget and expenditure by service area is shown in the chart below.



Full details and explanations of the outturn position can be found in the detailed outturn report submitted to Cabinet in June 2023, which is available on the Council’s website.

The outturn position for 2022/23 again provides a clear indication of the Council's strong financial stewardship during the year. Net actual expenditure by service area is shown in the chart below, which is followed by a chart showing the funding of this net expenditure.





## Usable Revenue Reserves

Usable reserves represent money set aside to fund future expenditure plans or reduce taxation. Full details of all usable reserve movements in 2022/23 are shown in note 2 of the accounts, with the summary position outlined below:

<b>Type of Revenue Reserves</b>	<b>Balance at 31<sup>st</sup> March 2022 £ Millions</b>	<b>Balance at 31<sup>st</sup> March 2023 £ Millions</b>
Earmarked Revenue Reserves – Non Schools	156.007	136.239
Earmarked Reserves – Schools Excluding Dedicated Schools Grant Deficit Account	23.486	26.486
General Fund Balances	23.052	17.749
<b>TOTAL REVENUE RESERVES</b>	<b>202.545</b>	<b>180.474</b>

Overall total usable revenue reserves decreased by £22.070 million during the year.

### Non-School Earmarked Reserves

Non schools earmarked usable revenue reserves have decreased by £3.558 million from £156.007 million at the start of the year to £152.449 million at the end of the year.

### Schools Earmarked Reserves

School Balances have increased by £3.000 million during the year.

Following a change in legislation and accounting standards in 2020/21, the Dedicated Schools Grant Deficit Reserve, remains separate from the Council's useable reserves. This deficit is now included within unusable reserves on the balance sheet. The reported grant deficit has increased by £11.541 million to £28.584 million at the end of the year. An action plan is currently being developed in association with the DfE and with the school's forum, to address future funding pressures.

### General Reserves

General Reserves have decreased by £6,213 million to £17.749 million. The reasons are £1.046 million funding of the 2022/23 budget and £5.167 million additional funding to support the 2022/23 pay award.

### Capital Reserves

In addition, usable capital reserves used to support the approved capital programme are as follows:

<b>Type of Capital Reserves</b>	<b>Balance at 31<sup>st</sup> March 2022 £ Millions</b>	<b>Balance at 31<sup>st</sup> March 2023 £ Millions</b>
Capital Grants & Contributions Unapplied Reserves	98.087	91.273
Useable Capital Receipts Reserve	5.198	0.101
<b>TOTAL CAPITAL RESERVES</b>	<b>103.285</b>	<b>91.374</b>

Capital reserves have decreased £38.91 million during the year. This decrease is due to the utilisation of both capital grants and contributions and capital receipts to fund the Council's approved capital programme during the year.

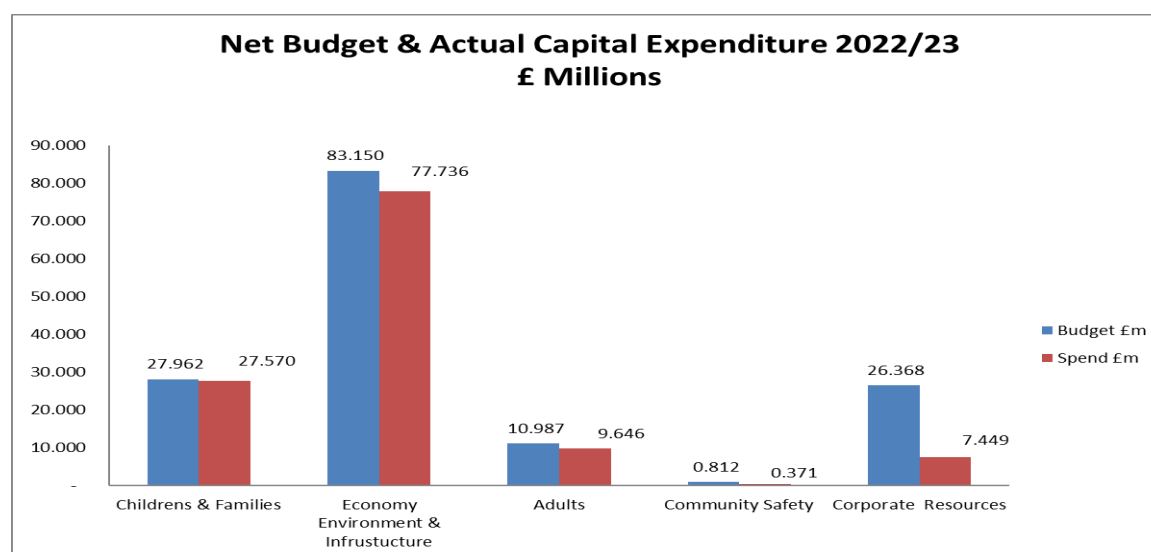
Full details and explanations of all reserve movements can be found in the detailed outturn report submitted to Cabinet in June 2023, which is available on the Council's website.

## Capital Budget and Outturn Position

The capital budget strategy reflected the Council's priority of reducing long term debt by utilising capital receipts, external contributions, capital fund, capital grants and revenue contributions to fund the capital programme for 2022/23, thereby minimising the need for internal borrowing to £19.984 million. Approved Internal borrowing utilised to 2022/23 for the total Capital Programme totals £77.40 million.

The capital budget for 2022/23 totalled £149.279 million. Actual expenditure during the year was £122.771 million, giving an in-year under-spend of £26.508 million. This is purely in-year slippage which will be spent in 2023/24. This has not changed the overall value of the capital programme, although it has necessitated a re-profiling of the approved budget between future years.

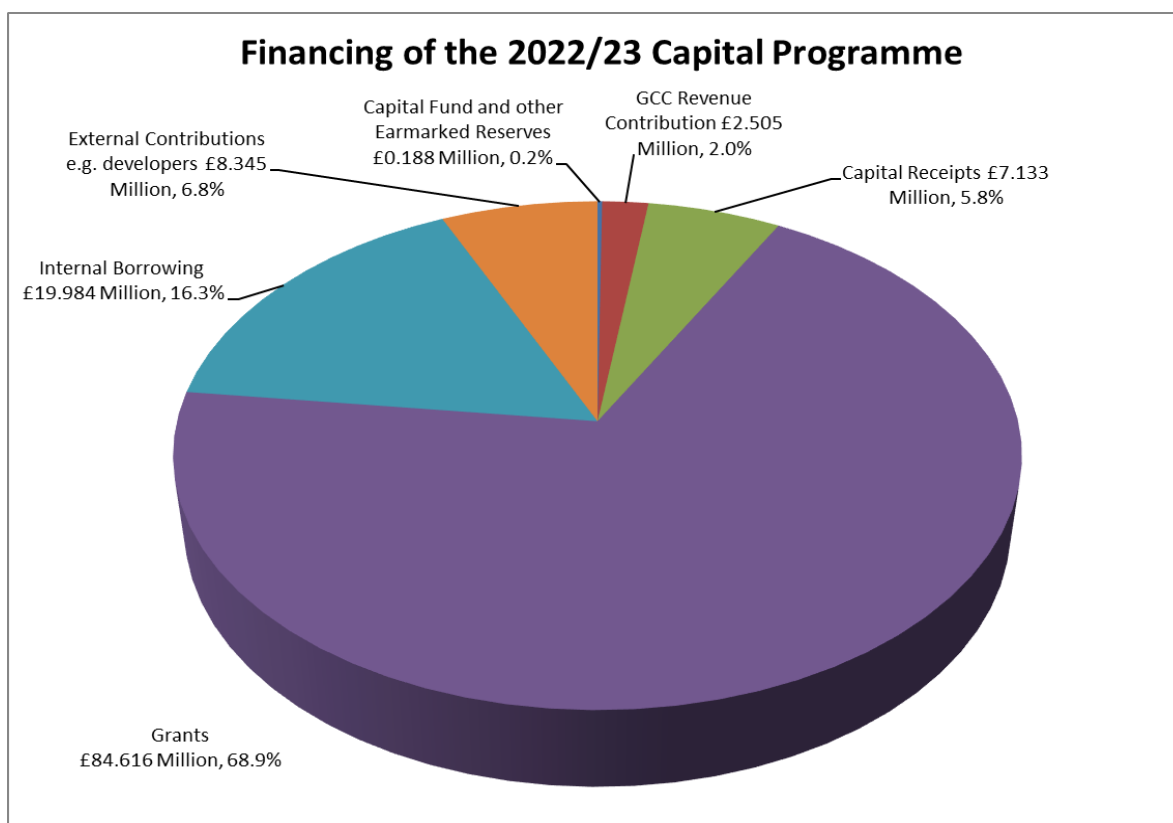
Net actual expenditure by service area is shown in the following chart:



\* Corporate Resources also includes costs incurred prior to the sale of assets.

Full details and explanations of the capital outturn position can be found in the detailed outturn report submitted to Cabinet in June 2023, which is available on the Council's website.

The Council's 2022/23 capital expenditure was funded as follows:



The Government financial regulations require local authorities to charge a Minimum Revenue Provision (MRP) each year as a proxy for capital repayments. For 2022/23 the MRP for the Council was £9.048 million, an small increase of £0.302 million from 2021/22.

Managing debt effectively remains a priority of the Council. The Capital Financing Requirement which represents unfinanced debt outstanding, totalled £466.004 million at the end of 2022/23, an increase of £8.451 million compared with the position at the end of 2021/22.

## Financial Statements

The objectives of financial statements are to provide information about the Council's financial position, financial performance and cash flows, and to demonstrate accountability for the Council's resources.

The Council produces single entity financial statements, which also include the income, expenditure, assets, liabilities, reserves and cash flows of the schools deemed to be under the control of the Council.

A complete set of Financial Statements for the period comprise:

- Comprehensive Income & Expenditure Statement;
- Movement in Reserves Statement;
- Balance Sheet position setting out the Council's financial position as at 31<sup>st</sup> March 2023;
- Cash Flow Statement summarising the inflows and outflows of cash;

- Notes to the accounts, which summarise and provide further information on the financial activities of the Council including Accounting Policies;
- Gloucestershire Pension Fund Accounts, and although included in this publication, are separate from the accounts of the Council and are subject to a separate audit opinion; and finally
- The accounts of the Fire Pension Fund.

The Deputy Chief Executive and Executive Director of Corporate Resources, as the statutory Chief Financial Officer, is required to certify that the accounts present a true and fair view.

## Primary Financial Statements

The primary financial statements are:

- Comprehensive Income & Expenditure Statement.
- Movement in Reserves Statement.
- Balance Sheet.
- Cash Flow Statement.

In terms of these four primary statements the key points to highlight are:

**Comprehensive Income & Expenditure Statement (CIES)** - shows the true economic accounting cost in year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. The deficit on the provision of services for 2022/23 was £110.759 million, which is shown in the Movement in Reserves Statement, compared to a deficit of £32.571 million in 2021/22.

The £110.759 million deficit on the provision of services for 2022/22 shown in the CIES represents the financial position in accordance with International Financial Reporting Standards (IFRS). However, the reported outturn budget position was an under spend of £910k. This may be more relevant for the Council's stakeholders than the CIES, which takes a wider financial perspective on the Council's performance. The outturn position only records those expenses which statute allows to be charged against the Council's annual budget. The amounts included in the CIES for items such as depreciation, impairments, capital grants and pension charges are not charged in the General Fund expenditure analysis. The Movement in Reserves Statement, and supporting note 1, together with the expenditure and funding analysis, note 4, provides reconciliation between the two positions.

**Movement in Reserves Statement** - shows the movement during the 2022/23 financial year on the different reserves held by the Council, analysed into useable reserves and other unusable reserves:

- Usable reserves represent money set aside to fund future expenditure plans or reduce taxation.
- Unusable reserves reflect the difference between the surplus or deficit made on the true economic cost of providing the Council's services and the statutory amounts required to be charged to the general fund balance for council tax setting purposes (i.e. adjustments between accounting basis and funding basis under regulations).

The overall increase in the Council's reserves during 2022/23 is £595.002 million, made up of a decrease of £33.980 million in useable reserves, further information is detailed within Note 2. Un-useable reserves increased by £628.982 million, mainly due to a

decrease of £174.239 million to the defined benefit pension reserve, which is a liability that does not need to be met within the next year, but over the lifetime of scheme members.

**Balance Sheet** - shows the value of the assets and liabilities recognised by the Council as at 31<sup>st</sup> March 2023. The balance sheet of the Council shows net assets of £1,333.407 million, which is matched by reserves (as set out in the Movement in Reserves Statement). This represents an increase of £595.002 million from the 2021/22 position.

The increase of £595.002 million in net assets is largely due to:

- An increase in the value of Long-Term Assets of £66.241 million, reflecting valuation changes during the year
- A decrease of £548.832 million in defined benefit pension liability, which is a liability that does not need to be met within the next year, but over the lifetime of scheme members.
- A reduction in Long-Term Borrowing of £9.268 million
- A reduction in Deferred Liabilities of £2.734 million

Offset by:

- An increase in the current liabilities in year of £24.491 million
- A reduction in the Collection Fund Adjustment Account of £6.122 million

**Cash Flow Statement** – shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities:

- Operating 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, grant income or from recipients of services provided by the Council. (Note 14)
- Investing activities - represent the extent to which cash outflows have been made for resources which are intended to contribute to the future service delivery (Note 15).
- Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the Council (Note 16). During the year the cash and cash equivalent reduced from £98.75 million at the beginning of the year to £74.56 million at the end of the year. The decrease of £24.19 million in cash balances is due to more money being placed in fixed term deposits during the year. Details of balances are provided in Note 9.



## Principal Risks and Uncertainties

At the end of 2022/23, the Council is facing the following risks and challenges:

- Failure in corporate governance which leads to service, financial, legal, or reputational damage or failure.
- Reductions and changes to funding in current financial year and any additional unplanned overspends from previous financial year, with the potential to impact Core Services.
- Reductions and changes to funding for future financial years, potentially impacting, in particular, Core Services.
- The cumulative impact of service pressures, particularly the financial impact of the continuing high rate of inflation and the cost-of-living crisis, increased demand in Children and Adults social care and Educational High Needs, potential grant reductions and the under delivery of planned savings will result in major overspend positions in current financial year.
- Failure to ensure technology managed by ICT (including communications abilities) remains fit for purpose.
- Failure to protect the council's key information and data from Cyber Attack.
- Provider failures result in the council being unable to achieve its strategic objectives.
- Failure to maintain effective relationships with key partners and organisations and shared funding arrangements, impacting on our ability to meet statutory and local requirements.
- Failure to protect vulnerable adults in Gloucestershire from abuse neglect in situations that potentially could have been predicted and prevented.
- Ineffective social care practice, management oversight and review processes resulting in drift and delay for children and young people in situations of harm.
- Failure to close the gaps in educational outcomes for vulnerable learners and their peers resulting in adverse impacts for children and families, increased cost/pressures on specialist provision and damage to reputation.
- Insufficient workforce capacity and/or instability adversely impacting on pace and sustainability of improvement and contributing to discontinuity in social engagement with children and families.
- Unable to support all those who can, to live independently at home, because demand for home care services outstrips available capacity. Resulting in the reliance on temporary respite/alternative bed-based care in lieu of home care.
- Failure to develop sufficient placement capacity to meet the needs of children looked after.
- Risk of legal action being taken against the Local Authority due to failure to complete a Deprivation of Liberty assessment within the stated timelines. Since a significant and sudden change in the law due to a Supreme Court Judgement in March 2014 there is an excessively high demand for best interest assessments to be carried out for Deprivation of Liberty (DoLS) authorisations.

- Difficulties in recruiting and retaining experience workers in hard to fill roles leading to vacancies and/or high numbers of agency staff in some areas. This is particularly prevalent for social workers but is also increasingly a factor for other professional roles.
- Failure of the Council or a key partner to effectively respond to a major incident such as flooding that results in community disruption and failure to return to normal, within required timescales.
- Due to insufficient business continuity management arrangements failure of the Council or a key partner to effectively deliver their statutory services, resulting in community disruption and failure of corporate objectives.
- Insufficient workforce capacity and/or instability adversely impacting on pace and sustainability of improvement and contributing to increased risk to firefighter safety or capability to deliver emergency services to the community.
- Failure to comply with data protection and to protect the confidentiality, integrity, and availability of information.
- Failure to deliver the county council's climate change strategy, impacting our ability to deliver our organisation, partnership, and community activities, and to mitigate the impacts of a changing climate on Gloucestershire's natural environment, communities, business, and visitors.
- Emergence of Community Infrastructure Levy (CIL)

Each of these risks and challenges are recognised in the Council's risk register and a series of mitigation processes have been put in place to reduce these risks.

## Pension Liabilities

The liability shown in connection with the defined benefit pension schemes is calculated in accordance with the requirements of International Accounting Standard (IAS) 19 and has decreased by £548.832 million (75%), from £732.353 million at the start of the year to £183.522 million at the year end. This is due to changed financial assumptions, primarily decreases to both the salary and pension increase rates of 0.25% compared with the previous year. The above assumptions resulted in decreases in liabilities together with decreases following an increase in the discount rate used to calculate estimated present value of pension liabilities by 2.05%, which is determined by the yield on corporate bonds. The higher the discount rate used, the lower the estimated present value of pension liabilities. Information on the current pension liabilities can be found in Note 32.

## Investment Activity & Borrowing

During 2022/23 treasury management has been conducted according to the Policy Statement approved by the Council in February 2022. In accordance with this strategy 38 investments were made during the year, at a value of £190.014 million. Total interest earned was £7.4 million.

As indicated earlier, the capital budget strategy aims to minimise the need for new borrowing, through the use of capital grants, capital receipts and contributions to fund capital expenditure. Debt redemption remains a priority of the Council with all maturing debt repaid. At 31<sup>st</sup> March 2023 the Council's underlying need to borrow for capital purposes as measured by the Capital Financing Requirement (CFR) was £466.004 million, an increase of £8.451 million compared with the position at the end of 2021/22. This increase is as a result of new borrowing in year held internally of £20.0m offset by the minimum revenue provision for the year and adjustments for deferred liabilities.

## The Future

We are:

- Still waiting for information on both the Fair Funding Review and the move to 75% Business Rates Retention, which continue to be delayed. Although there is commitment from central government ministers to update formulas there is no commitment on timings and it is looking increasingly unlikely for consultations to be received in time for changes to be implemented in 2023/24.
- As above, there have been no update on the proposed business rates reset, and it is likely that it will be combined with the wider Fair Funding and 75% Business Rates Retention Reforms.
- As a partner in the Integrated Care System, intending to work collaboratively to ensure the Gloucestershire Pound is spent efficiently and effectively on health and social care services for our community.

In the future the Council will continue to realign its ongoing Medium Term Financial Strategy and future spending plans in line with the Council Strategy. Considerable uncertainties remain about the level of future funding, the long-term impact of the continuing high rate of inflation, the cost-of-living crisis and future demand for social care. The Council will continue to work to address this uncertainty and ongoing challenges in formulating its Medium-Term Financial Strategy.

## Conclusion

The financial statements continue to reflect the Council's careful management of resources with a reasonable level of reserves being maintained, leaving the Council in a sound financial position to cope with future challenges and able to meet our liabilities as they fall due.

### ***Additional Information***

Further information on the financial statements presented in this document can be obtained from Jayne Fuller, Corporate Finance Manager (01452 328926). [jayne.fuller@gloucestershire.gov.uk](mailto:jayne.fuller@gloucestershire.gov.uk)



**Paul Blacker**  
**Director of Finance (Acting Section 151 Officer)**

## Statement of 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 (Acting S151 Officer).
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- Approve the Statement of Accounts.

## The Director of Finance Responsibilities

The Director Finance is responsible for the preparation of the Council's Statement of Accounts in accordance with proper practices as set out in 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 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 has also:

- Kept proper accounting records, which were up to date.
- Taken reasonable steps for the prevention and detection of fraud and other irregularities.

## Certification

I certify that the Statement of Accounts 2022/23 gives a true and fair view of the financial position and Income and Expenditure account of Gloucestershire County Council for the year ended 31<sup>st</sup> March 2023.



**Paul Blacker, Director of Finance  
(Acting Section 151 Officer)  
15<sup>th</sup> March 2024**

The Audit & Governance Committee of the County Council approved the Statement of Accounts on 1<sup>st</sup> March 2024.



**Councillor John Bloxsom, Chairperson  
15<sup>th</sup> March 2024**

# Independent auditor's report to the members of Gloucestershire County Council

## Report on the audit of the financial statements

### Opinion on financial statements

We have audited the financial statements of Gloucestershire County Council (the 'Authority') for the year ended 31 March 2023, which comprise the Comprehensive Income and Expenditure Statement, the Movement in Reserves Statement, the Balance Sheet, the Cash Flow Statement and notes to the financial statements, including a summary of significant accounting policies and include the firefighters' pension fund financial statements comprising the Fund Account, the Net Assets Statement and notes to the financial statements. 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 2022/23.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Authority as at 31 March 2023 and of its expenditure and income for the year then ended;
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23; 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, as required by the Code of Audit Practice (2020) ("the Code of Audit Practice") approved by the Comptroller and Auditor General. 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 are responsible for concluding on the appropriateness of the Director of Finance (Acting Section 151 Officer)'s use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Authority's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify the auditor's opinion. Our conclusions are based on the audit evidence obtained up to the date of our report. However, future events or conditions may cause the Authority to cease to continue as a going concern.

In our evaluation of the Director of Finance (Acting Section 151 Officer)'s conclusions, and in accordance with the expectation set out within the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 that the Authority's financial statements shall be prepared on a going concern basis, we considered the inherent risks associated with the continuation of services provided by the Authority. In doing so we had regard to the guidance provided in Practice Note 10 Audit of financial statements and regularity of public sector bodies in the United Kingdom (Revised 2022) on the application of ISA (UK) 570 Going Concern to public sector entities. We assessed the reasonableness of the basis of preparation used by the Authority and the Authority's disclosures over the going concern period.

In auditing the financial statements, we have concluded that the Director of Finance (Acting Section 151 Officer)'s use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Authority's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Director of Finance (Acting Section 151 Officer) with respect to going concern are described in the relevant sections of this report.

### **Other information**

The other information comprises the information included in the Annual Governance Statement and the Statement of Accounts, other than the financial statements and our auditor's report thereon, and our auditor's report on the pension fund financial statements. The Director of Finance (Acting Section 151 Officer) is responsible for the other information. 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.

Our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements, or our knowledge obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements themselves. If, based on the work we have performed, we conclude that there is a material misstatement of 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 in April 2020 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 'Delivering Good Governance in Local Government Framework 2016 Edition' 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 matters 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, the other information published together with the financial statements in the Statement of Accounts 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 and the Director of Finance (Acting Section 151 Officer)**

As explained more fully in the Statement of Responsibilities, the Authority is required to make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Director of Finance (Acting Section 151 Officer). The Director of Finance (Acting Section 151 Officer) 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 2022/23, for being satisfied that they give a true and fair view, and for such internal control as the Director of Finance (Acting Section 151 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 Director of Finance (Acting Section 151 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 they have been informed by the relevant national body of the intention to dissolve the Authority without the transfer of its services to another public sector entity.

## **Auditor's responsibilities for the audit of the financial statements**

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists.

Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements. Irregularities, including fraud, are instances of non-compliance with laws and regulations. The extent to which our procedures are capable of detecting irregularities, including fraud, is detailed below.

We obtained an understanding of the legal and regulatory frameworks that are applicable to the Authority and determined that the most significant which are directly relevant to specific assertions in the financial statements are those related to the reporting frameworks (the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23, the Local Audit and Accountability Act 2014, the Accounts and Audit Regulations 2015, the Local Government Act 2003), the Local Government Act 1972, the Fire and Rescue Services Act 2004, the Public Service Pensions Act 2013, the Firefighters' Pension Scheme (England) Regulations 2014, and the Firefighters' Pension Scheme (England) Order 2006

We enquired of management and the Audit and Governance Committee, concerning the Authority's policies and procedures relating to:

- the identification, evaluation and compliance with laws and regulations;
- the detection and response to the risks of fraud; and
- the establishment of internal controls to mitigate risks related to fraud or non-compliance with laws and regulations.

We enquired of management, internal audit and the Audit and Governance Committee, whether they were aware of any instances of non-compliance with laws and regulations or whether they had any knowledge of actual, suspected or alleged fraud.

We assessed the susceptibility of the Authority's financial statements to material misstatement, including how fraud might occur, by evaluating management's incentives and opportunities for manipulation of the financial statements. This included the evaluation of the risk of management override of controls. We determined that the principal risks were in relation to journals, accounting estimates and critical judgements made by management.

Our audit procedures involved:

- evaluation of the design effectiveness of controls that management has in place to prevent and detect fraud,
- journal entry testing, with a focus on management override of control,
- challenging assumptions and judgements made by management in its significant accounting estimates in respect of land and buildings, investment property and defined benefit pensions asset and liability valuations; and
- assessing the extent of compliance with the relevant laws and regulations as part of our procedures on the related financial statement item.

These audit procedures were designed to provide reasonable assurance that the financial statements were free from fraud or error. The risk of not detecting a material misstatement due to fraud is higher than the risk of not detecting one resulting from error and detecting irregularities that result from fraud is inherently more difficult than detecting those that result from error, as fraud may involve collusion, deliberate concealment, forgery or intentional misrepresentations. Also, the further removed non-compliance with laws and regulations is from events and transactions reflected in the financial statements, the less likely we would become aware of it.

We communicated relevant laws and regulations and potential fraud risks to all engagement team members, including management override of controls. We remained alert to any indications of non-compliance with laws and regulations, including fraud, throughout the audit.

Our assessment of the appropriateness of the collective competence and capabilities of the engagement team included consideration of the engagement team's.

- understanding of, and practical experience with audit engagements of a similar nature and complexity through appropriate training and participation
- knowledge of the local government sector
- understanding of the legal and regulatory requirements specific to the Authority including:
  - the provisions of the applicable legislation
  - guidance issued by CIPFA/LASAAC and SOLACE
  - the applicable statutory provisions.

In assessing the potential risks of material misstatement, we obtained an understanding of:

- the Authority's operations, including the nature of its income and expenditure and its services and of its objectives and strategies to understand the classes of transactions, account balances, expected financial statement disclosures and business risks that may result in risks of material misstatement.
- the Authority's control environment, including the policies and procedures implemented by the Authority to ensure compliance with the requirements of the financial reporting framework.

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](http://www.frc.org.uk/auditorsresponsibilities). This description forms part of our auditor's report.

## Report on other legal and regulatory requirements – the Authority’s arrangements for securing economy, efficiency and effectiveness in its use of resources

### Matter on which we are required to report by exception – the Authority’s arrangements for securing economy, efficiency and effectiveness in its use of resources

Under the Code of Audit Practice, we are required to report to you if, in our opinion, we have not been able to satisfy ourselves that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2023.

We have nothing to report in respect of the above matter except on 1 March 2024 we identified:

- a significant weakness in how the Authority plans and manages its resources to ensure it can continue to deliver its services. The Authority’s Dedicated Schools Grant (DSG) deficit has been increasing for several years which has an impact on the Authority’s financial sustainability, given the Authority’s forecast that the deficit will increase to £40 million 2024/25 and by up to £193 million by 2028. The principal drivers of this deficit are growth in demand for Education, Health and Care Plans and the impact of inflationary pressures. We recommended that the Authority should develop an approach to manage and reduce its DSG deficit that is not overly dependent on securing additional external funding.
- a significant weakness in the Authority’s governance arrangements. During 2022-23 the Authority’s internal audit function issued a ‘no assurance’ opinion because of significant failings in governance arrangements. This matter was not reported specifically in the Authority’s strategic risk register or in its Annual Governance Statement. However, it was covered by the overarching risks in the Authority’s strategic risk register that ICT does not remain fit for purpose and that key information and data is not protected from cyber security threats. We recommended that the Authority should:
  - ensure that any significant governance failings are included in the strategic risk register and Annual Governance Statement and are actioned in a timely manner
  - put monitoring arrangements in place to ensure any significant governance weaknesses are brought to the attention of members on a regular basis.
- a significant weakness in the Authority’s arrangements for improving economy, efficiency and effectiveness. This was in relation to weaknesses within the Authority’s procurement processes, particularly with regard to record keeping contract monitoring and contract management. We recommended that the Authority should:
  - introduce a central contracts register to enable monitoring of spend against contract limits
  - review its processes for the direct award of contracts, including the provision of updates on direct contract awards to members
  - investigate how its contract monitoring arrangements could be improved.

### 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.

### 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 undertake our review in accordance with the Code of Audit Practice, having regard to the guidance issued by the Comptroller and Auditor General in January 2023. This guidance sets out the arrangements that fall within the scope of ‘proper arrangements’. When reporting on these

arrangements, the Code of Audit Practice requires auditors to structure their commentary on arrangements under three specified reporting criteria:

- Financial sustainability: how the Authority plans and manages its resources to ensure it can continue to deliver its services;
- Governance: how the Authority ensures that it makes informed decisions and properly manages its risks; and
- Improving economy, efficiency and effectiveness: how the Authority uses information about its costs and performance to improve the way it manages and delivers its services.

We document our understanding of the arrangements the Authority has in place for each of these three specified reporting criteria, gathering sufficient evidence to support our risk assessment and commentary in our Auditor's Annual Report. In undertaking our work, we consider whether there is evidence to suggest that there are significant weaknesses in arrangements.

## Report on other legal and regulatory requirements – Audit certificate

We certify that we have completed the audit of Gloucestershire County Council for the year ended 31 March 2023 in accordance with the requirements of the Local Audit and Accountability Act 2014 and the Code of Audit Practice.

### 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 44 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.

*Julie Masci*

Julie Masci, Key Audit Partner

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

Bristol

15 March 2024

# **Independent auditor's report to the members of Gloucestershire County Council on the pension fund financial statements of Gloucestershire Pension Fund**

## **Opinion on financial statements**

We have audited the financial statements of Gloucestershire Pension Fund (the 'Pension Fund') administered by Gloucestershire County Council (the 'Authority') for the year ended 31 March 2023, 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 2022/23.

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 2023 and of the amount and disposition at that date of the fund's assets and liabilities.
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23; 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, as required by the Code of Audit Practice (2020) ("the Code of Audit Practice") approved by the Comptroller and Auditor General. 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 are responsible for concluding on the appropriateness of the Director of Finance (Acting Section 151 Officer)'s use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Pension Fund's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify the auditor's opinion. Our conclusions are based on the audit evidence obtained up to the date of our report. However, future events or conditions may cause the Pension Fund to cease to continue as a going concern.

In our evaluation of the Director of Finance (Acting Section 151 Officer)'s conclusions, and in accordance with the expectation set out within the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 that the Pension Fund's financial statements shall be prepared on a going concern basis, we considered the inherent risks associated with the continuation of services provided by the Pension Fund. In doing so we had regard to the guidance provided in Practice Note 10 Audit of financial statements and regularity of public sector bodies in the United Kingdom (Revised 2022) on the application of ISA (UK) 570 Going Concern to public sector entities. We assessed the reasonableness of the basis of preparation used by the Authority in the Pension Fund financial statements and the disclosures in the Pension Fund financial statements over the going concern period.

In auditing the financial statements, we have concluded that the Director of Finance (Acting Section 151 Officer)'s use of the going concern basis of accounting in the preparation of the Pension Fund financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Pension Fund's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Director of Finance (Acting Section 151 Officer) with respect to going concern are described in the relevant sections of this report.

### **Other information**

The other information comprises the information included in the Statement of Accounts, other than the Pension Fund's financial statements and our auditor's report thereon, and our auditor's report on the Authority's financial statements. The Director of Finance (Acting Section 151 Officer) is responsible for the other information. 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.

Our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the Pension Fund financial statements or our knowledge 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 themselves. 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 matters required by the Code of Audit Practice (2020) 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, the other information published together with the Pension Fund's financial statements in the Statement of Accounts for the financial year for which the financial statements are prepared is consistent with the Pension Fund 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 in relation to the Pension Fund.



## **Responsibilities of the Authority and the Director of Finance (Acting Section 151 Officer)**

As explained more fully in the Statement of Responsibilities, the Authority is required to make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Director of Finance (Acting Section 151 Officer). The Director of Finance (Acting Section 151 Officer) 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 2022/23, for being satisfied that they give a true and fair view, and for such internal control as the Director of Finance (Acting Section 151 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 Pension Fund's financial statements, the Director of Finance (Acting Section 151 Officer) 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 they have been informed by the relevant national body of the intention to dissolve the Pension Fund without the transfer of its services to another public sector entity.

## **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. Irregularities, including fraud, are instances of non-compliance with laws and regulations. The extent to which our procedures are capable of detecting irregularities, including fraud, is detailed below.

We obtained an understanding of the legal and regulatory frameworks that are applicable to the Pension Fund and determined that the most significant which are directly relevant to specific assertions in the financial statements are those related to the reporting frameworks (the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23, the Local Audit and Accountability Act 2014, the Accounts and Audit Regulations 2015, the Local Government Act 2003, the Local Government Act 1972, the Public Service Pensions Act 2013, the Local Government Pension Scheme Regulations 2013, and the Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016).

We enquired of management and the Audit and Governance Committee concerning the Authority's policies and procedures relating to:

- the identification, evaluation and compliance with laws and regulations;
- the detection and response to the risks of fraud; and
- the establishment of internal controls to mitigate risks related to fraud or non-compliance with laws and regulations.

We enquired of management, internal audit, and the Audit and Governance Committee whether they were aware of any instances of non-compliance with laws and regulations or whether they had any knowledge of actual, suspected or alleged fraud.

We assessed the susceptibility of the Pension Fund's financial statements to material misstatement, including how fraud might occur, by evaluating management's incentives and opportunities for manipulation of the financial statements. This included the evaluation of the risk of management override of controls. We determined that the principal risks were in relation to journals, potential management bias in accounting estimates, and critical judgements made by management.

Our audit procedures involved:

- evaluation of the design effectiveness of controls that management has in place to prevent and detect fraud,
- journal entry testing, with a focus on March and post-year end manual journals above performance materiality, journals posted by senior finance personnel, and those entries made by starters and leavers to the Fund,
- challenging assumptions and judgements made by management in its significant accounting estimates in respect of the valuation of level 2 and level 3 investment assets and the actuarial present value of the defined benefit liability; and
- assessing the extent of compliance with the relevant laws and regulations as part of our procedures on the related financial statement item.

These audit procedures were designed to provide reasonable assurance that the financial statements were free from fraud or error. The risk of not detecting a material misstatement due to fraud is higher than the risk of not detecting one resulting from error and detecting irregularities that result from fraud is inherently more difficult than detecting those that result from error, as fraud may involve collusion, deliberate concealment, forgery or intentional misrepresentations. Also, the further removed non-compliance with laws and regulations is from events and transactions reflected in the financial statements, the less likely we would become aware of it.

We communicated relevant laws and regulations and potential fraud risks to all engagement team members, including management override of controls. We remained alert to any indications of non-compliance with laws and regulations, including fraud, throughout the audit.

Our assessment of the appropriateness of the collective competence and capabilities of the engagement team included consideration of the engagement team's:

- understanding of, and practical experience with audit engagements of a similar nature and complexity through appropriate training and participation
- knowledge of the local government pensions sector
- understanding of the legal and regulatory requirements specific to the Pension Fund including:
  - the provisions of the applicable legislation
  - guidance issued by CIPFA/LASAAC and SOLACE
  - the applicable statutory provisions.

In assessing the potential risks of material misstatement, we obtained an understanding of:

- the Pension Fund's operations, including the nature of its income and expenditure and its services and of its objectives and strategies to understand the classes of transactions, account balances, expected financial statement disclosures and business risks that may result in risks of material misstatement.
- the Authority's control environment, including the policies and procedures implemented by the Authority to ensure compliance with the requirements of the financial reporting framework.

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](http://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 44 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.

*Julie Masci*

Julie Masci, Key Audit Partner

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

Bristol

15 March 2024

## 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. Councils raise taxation to cover expenditure in accordance with regulations; this may be different from the accounting cost. The taxation position is shown in the Movement in Reserves Statement.

31 <sup>st</sup> March 2022			31 <sup>st</sup> March 2023		
Expenditure £'000	Income £'000	Net £'000	Expenditure £'000	Income £'000	Net £'000
<b>Gross Expenditure, Gross Income and Net Expenditure of Continuing Operations</b>					
279,226	-130,375	148,851	299,636	-130,407	169,229
46,637	-7,031	39,606	44,390	-5,413	38,977
531,305	-340,702	190,603	584,888	-377,453	207,435
123,669	-33,949	89,720	157,516	-39,158	118,358
33,626	-7,446	26,180	36,619	-6,581	30,038
52,750	-11,774	40,976	67,277	-10,746	56,531
40,141	-724	39,417	39,689	-1,094	38,595
<b>1,107,354</b>	<b>-532,001</b>	<b>575,353</b>	<b>1,230,015</b>	<b>-570,852</b>	<b>659,163</b>
<b>Cost Of Services</b>					
335	-	335	340	-	340
-	-1,956	-1,956	8,385	-	8,385
<b>335</b>	<b>-1,956</b>	<b>-1,621</b>	<b>8,725</b>	<b>-</b>	<b>8,725</b>
<b>Other Operating Expenditure</b>					
28,869	-	28,869	27,856	-	27,856
18,441	-	18,441	20,165	-	20,165
-	-5,638	-5,638	9,791	-	9,791
-	-4,795	-4,795	-	-7,204	-7,204
<b>47,310</b>	<b>-10,433</b>	<b>36,877</b>	<b>57,812</b>	<b>-7,204</b>	<b>50,608</b>
<b>Financing and Investment Income and Expenditure</b>					
-	-69,052	-69,052	-	-86,146	-86,146
-	-332,784	-332,784	-	-345,230	-345,230
-	-63,215	-63,215	-	-76,631	-76,631
-	-109,004	-109,004	-	-95,688	-95,688
-	-3,983	-3,983	-	-4,042	-4,042
-	<b>-578,038</b>	<b>-578,038</b>	-	<b>-607,737</b>	<b>-607,737</b>
<b>1,154,999</b>	<b>-1,122,428</b>	<b>32,571</b>	<b>1,296,552</b>	<b>-1,185,793</b>	<b>110,759</b>
<b>Surplus (-) or Deficit on Provision of Services</b>					
14,560	-133,966	-119,406	21,073	-125,449	-104,376
-	-250	-250	450	-	450
-	-226,214	-226,214	-	-601,835	-601,835
<b>14,560</b>	<b>-360,430</b>	<b>-345,870</b>	<b>21,523</b>	<b>-727,284</b>	<b>-705,761</b>
<b>Other Comprehensive Income and Expenditure</b>					
<b>1,169,559</b>	<b>-1,482,858</b>	<b>-313,299</b>	<b>1,318,075</b>	<b>-1,913,077</b>	<b>-595,002</b>
<b>Total Comprehensive Income and Expenditure</b>					

## 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 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. These are different from the statutory amounts required to be charged to the General Fund Balance. The 'Net increase/decrease before transfers to earmarked reserves' line shows the statutory General Fund Balance before any discretionary transfers to or from earmarked reserves undertaken by the Council.

	General Fund Balance	Earmarked General Fund Reserves	Total General Fund	Capital Receipts Reserve	Capital Grants Unapplied Reserve	Total Usable Reserves	Unusable Reserves	Total Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Movement in Reserves 2021/22</b>								
<b>Balance at 31<sup>st</sup> March 2021 carried forward</b>	<b>21,999</b>	<b>168,028</b>	<b>190,027</b>	<b>10,020</b>	<b>120,656</b>	<b>320,703</b>	<b>104,403</b>	<b>425,106</b>
<b><u>Movement in reserves during 2021/22</u></b>								
Surplus or Deficit (-) on Provision of Services	-32,571		-32,571			-32,571		-32,571
Other Comprehensive Expenditure and Income							345,870	345,870
<b>Total Comprehensive Expenditure and Income</b>	<b>-32,571</b>	<b>-</b>	<b>-32,571</b>	<b>-</b>	<b>-</b>	<b>-32,571</b>	<b>345,870</b>	<b>313,299</b>
Adjustments between accounting basis & funding basis under regulations (Note 1)	45,088		45,088	-4,822	-22,568	17,698	-17,698	-
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>12,517</b>	<b>-</b>	<b>12,517</b>	<b>-4,822</b>	<b>-22,568</b>	<b>-14,873</b>	<b>328,172</b>	<b>313,299</b>
Transfers to/from Earmarked Reserves	-11,464	11,464				-		-
<b>Increase/Decrease in 2021/22</b>	<b>1,053</b>	<b>11,464</b>	<b>12,517</b>	<b>-4,822</b>	<b>-22,568</b>	<b>-14,873</b>	<b>328,172</b>	<b>313,299</b>
<b>Balance at 31<sup>st</sup> March 2022</b>	<b>23,052</b>	<b>179,492</b>	<b>202,544</b>	<b>5,198</b>	<b>98,088</b>	<b>305,830</b>	<b>432,575</b>	<b>738,405</b>

<b>Movement in Reserves 2022/23</b>	<b>General Fund Balance £'000</b>	<b>Earmarked General Fund Reserves £'000</b>	<b>Total General Fund £'000</b>	<b>Capital Receipts Reserve £'000</b>	<b>Capital Grants Unapplied Reserve £'000</b>	<b>Total Usable Reserves £'000</b>	<b>Unusable Reserves £'000</b>	<b>Total Reserves £'000</b>
<b>Balance at 31<sup>st</sup> March 2022 carried forward</b>	<b>23,052</b>	<b>179,492</b>	<b>202,544</b>	<b>5,198</b>	<b>98,088</b>	<b>305,830</b>	<b>432,575</b>	<b>738,405</b>
<b><u>Movement in reserves during 2022/23</u></b>								
Surplus or Deficit (-) on Provision of Services	-110,759		-110,759			-110,759		-110,759
Other Comprehensive Expenditure and Income	-						705,761	<b>705,761</b>
<b>Total Comprehensive Expenditure and Income</b>	<b>-110,759</b>	<b>-</b>	<b>-110,759</b>	<b>-</b>	<b>-</b>	<b>-110,759</b>	<b>705,761</b>	<b>595,002</b>
Adjustments between accounting basis & funding basis under regulations (Note 1)	88,689	-	88,689	-5,095	-6,815	76,779	-76,779	-
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>-22,070</b>	<b>-</b>	<b>-22,070</b>	<b>-5,095</b>	<b>-6,815</b>	<b>-33,980</b>	<b>628,982</b>	<b>595,002</b>
Transfers to/from Earmarked Reserves	16,767	-16,767						-
<b>Increase/Decrease in 2022/23</b>	<b>-5,303</b>	<b>-16,767</b>	<b>-22,070</b>	<b>-5,095</b>	<b>-6,815</b>	<b>-33,980</b>	<b>628,982</b>	<b>595,002</b>
<b>Balance at 31<sup>st</sup> March 2023</b>	<b>17,749</b>	<b>162,725</b>	<b>180,474</b>	<b>103</b>	<b>91,273</b>	<b>271,850</b>	<b>1,061,557</b>	<b>1,333,407</b>



## Balance Sheet

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

As at 31st March 2022 £'000		Notes	As at 31 <sup>st</sup> March 2023 £'000
1,655,468	Property Plant and Equipment	3	1,756,668
934	Heritage Assets		934
57	Intangible Assets		129
133,493	Long Term Investments	5	93,349
0	Asset Related to Defined Benefit Pension Scheme	13	47,269
0	Long Term Debtors	5	5,113
<b>1,789,952</b>	<b>Long Term Assets</b>		<b>1,903,462</b>
105,903	Short Term Investments	5	111,739
977	Inventories	6	230
82,205	Short Term Debtors	8	95,751
98,753	Cash and Cash Equivalents	9 & 17	74,564
<b>287,838</b>	<b>Current Assets</b>		<b>282,284</b>
-43,659	Short Term Borrowing	5	-44,480
-133,645	Short Term Creditors & Revenue Receipts in Advance	12	-147,733
-4,737	Short Term Provisions	11	-5,268
-53,618	Capital Grants and Contributions Receipts in Advance	24	-64,864
-8,171	Provision for Accumulated Absences	11	-8,728
<b>-243,830</b>	<b>Current Liabilities</b>		<b>-271,073</b>
-59,007	Deferred Liability	37	-56,273
-3,042	Long Term Provisions	11	-2,318
-301,153	Long Term Borrowing	5	-291,885
-732,353	Liability Related to Defined Benefit Pension Scheme	13	-230,790
<b>-1,095,555</b>	<b>Long Term Liabilities</b>		<b>-581,266</b>
<b>738,405</b>	<b>Net Assets</b>		<b>1,333,407</b>
5,198	Useable Capital Receipts Reserve	2	101
23,052	General Fund Balance	2	17,749
277,580	Earmarked Reserves	2	254,000
<b>305,830</b>	<b>Usable Reserves</b>	2	<b>271,850</b>
<b>432,575</b>	<b>Unusable Reserves</b>	13,32,38	<b>1,061,557</b>
<b>738,405</b>	<b>Total Reserves</b>		<b>1,333,407</b>

The unaudited accounts were issued on 29<sup>th</sup> June 2023 and the audited accounts were authorised for issue on 1<sup>st</sup> March 2024.



Paul Blacker, Director of Finance (Acting Section 151 Officer)

15<sup>th</sup> March 2024

## Cash Flow Statement

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

<b>2021/22</b>		<b>2022/23</b>
<b>£'000</b>		<b>£'000</b>
32,571	Net Surplus (-) or Deficit on the Provision of Services	110,759
-101,426	Adjustments to Net Surplus or Deficit on the Provision of Services for Non-Cash Movements (note 14)	-153,737
71,692	Adjustments for items included in the Net Surplus or Deficit on the Provision of Services that are Investing and Financing Activities (note 14)	87,970
<b>2,837</b>	<b>Net Cash Flows from Operating Activities</b>	<b>44,992</b>
-26,252	Investing Activities (Note 15)	-31,049
18,417	Financing Activities (Note 16)	10,246
<b>-4,998</b>	<b>Net Increase or Decrease in Cash and Cash Equivalents</b>	<b>24,189</b>
-93,755	Cash and Cash Equivalents at the beginning of the reporting period	-98,753
<b>-98,753</b>	<b>Cash and Cash Equivalents at the end of the reporting period (Note 9)</b>	<b>-74,564</b>

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# 1. Adjustments between Accounting Basis and Funding Basis under Regulations

This note details the adjustments that are made to the total Comprehensive Income and Expenditure statement 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.

2021/22	Usable Reserves			Movement in Unusable Reserves
	General Fund Balance	Capital Receipts Reserve	Capital Grants Un-applied Reserve	
	£'000	£'000	£'000	£'000
<b>Adjustments primarily involving the Capital Adjustment Account:</b>				
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Depreciation and revaluation losses (charged to Surplus or Deficit on the Provision of Services) of non-current assets	-54,747			54,747
Lifecycle Costs- PFI	948			-948
Write Back of Deferred Income Liabilities	2,485			-2,485
Revenue expenditure funded from capital under statute	-38,933			38,933
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	-4,490			4,490
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Statutory Provision for the financing of Capital Investment	8,745			-8,745
Capital expenditure charged against the General Fund Balance	5,323			-5,323
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>				
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	6,447	-6,447		
Use of the Capital Receipts Reserve to finance new capital expenditure		11,277		-11,277
Transfer from Deferred capital receipts reserve following receipt of cash		-8		8
<b>Adjustments primarily involving the Capital Grants Unapplied Reserve:</b>				
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	65,512		-65,512	
Application of grants and contributions to capital financing transferred to capital adjustment account			88,080	-88,080
Donated assets fair value less consideration	3,540			-3,540
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>				
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	267			-267
Gain/loss on the revaluation of Financial instruments	5,638			-5,638
<b>Adjustments primarily involving the Pensions Reserve:</b>				
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	-51,975			51,975
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>				
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	10,380			-10,380
<b>Adjustment primarily involving the Accumulated Absences Account:</b>				
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	923			-923
<b>Adjustments primarily involving the Dedicated Schools Grant Deficit Reserve:</b>				
Amount of which the accumulated deficit charged to the Comprehensive Income and Expenditure Statement is different from that chargeable in the year in accordance with statutory requirements	-5,151			5,151
<b>Total Adjustments 2021/22</b>	<b>-45,088</b>	<b>4,822</b>	<b>22,568</b>	<b>17,698</b>

2022/23

	Usable Reserves		Capital Grants	Movement in
	General Fund Balance	Capital Receipts Reserve	Un-applied Reserve	Unusable Reserves
	£'000	£'000	£'000	£'000
<b>Adjustments primarily involving the Capital Adjustment Account:</b>				
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Depreciation and revaluation losses (charged to Surplus or Deficit on the Provision of Services) of non-current assets	-82,072			82,072
Lifecycle Costs- PFI	973			-973
Write Back of Deferred Income Liabilities	2,485			-2,485
Revenue expenditure funded from capital under statute	-35,330			35,330
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	-10,422			10,422
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Statutory Provision for the financing of Capital Investment	9,048			-9,048
Capital expenditure charged against the General Fund Balance	3,670			-3,670
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>				
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	2,037	-2,037		
Use of the Capital Receipts Reserve to finance new capital expenditure		7,132		-7,132
Transfer from Deferred capital receipts reserve following receipt of cash		-		-
<b>Adjustments primarily involving the Capital Grants Unapplied Reserve:</b>				
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	86,146		-86,146	
Application of grants and contributions to capital financing transferred to capital adjustment account			92,961	-92,961
Donated assets fair value less consideration				-
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>				
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	213			-213
Gain/loss on the revaluation of Financial instruments	-9,791			9,791
<b>Adjustments primarily involving the Pensions Reserve:</b>				
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	-49,670 *			49,670
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>				
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	6,122			-6,122
<b>Adjustment primarily involving the Accumulated Absences Account:</b>				
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	-557			557
<b>Adjustments primarily involving the Dedicated Schools Grant Deficit Reserve:</b>				
Amount of which the accumulated deficit charged to the Comprehensive Income and Expenditure Statement is different from that chargeable in the year in accordance with statutory requirements	-11,541			11,541
<b>Total Adjustments 2022/23</b>	<b>-88,689</b>	<b>5,095</b>	<b>6,815</b>	<b>76,779</b>

\* this figure is shown net and includes a prepayment clearing of £3.3m

## 2. Usable Reserves

This note sets out the amounts set aside from the General Fund Balances in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund expenditure in 2022/23.

<b>Earmarked Revenue Reserves</b>	<b>Transfers Out 2021/22 £'000</b>	<b>Transfers In 2021/22 £'000</b>	<b>Balance at 31st March 2022 £'000</b>	<b>Transfers Out 2022/23 £'000</b>	<b>Transfers In 2022/23 £'000</b>	<b>Balance at 31st March 2023 £'000</b>
Strategic Waste Reserve	-592	1,173	4,421	-1,670	-	2,751
Fire Joint Training Centre	-58	0	932	-83	-	849
Fire PFI Reserve - GRFS	0	186	4,093	-	-	4,093
Insurance Fund	-5,779	3,287	11,431	-3,207	2,676	10,900
Capital Fund	-6,505	5,736	13,906	-12,162	5,087	6,831
Transformation Reserve	-6,075	8,743	12,838	-2,392	416	10,862
County Elections	-351	0	513	-513	209	209
Invest to Save	-1,000	173	1,932	-1,132	217	1,017
Education Funding Risk Reserve	-64	0	152	-7	-	145
Economic Stimulus Reserve	-1,506	0	1,108	-808	35	335
Public Health	-1,061	2,884	2,884	-2,884	3,428	3,428
Vulnerable Children Reserve	-247	1,169	1,096	-1,089	-	7
Adult Care Reserve	0	2,047	11,926	-91	-	11,835
Growing our Communities Reserve	-60	0	89	-	-	89
People Services Reserve	0	40	271	-231	-	40
Home to School Transport Reserve	0	136	164	-247	83	0
A417 Missing Link Reserve	-348	174	115	-48	-	67
Business Rates Reserve	-1,898	5,900	11,492	-9,278	6,205	8,419
Revenue Grant Reserves* See below	-49,731	50,757	63,871	-40,383	24,103	47,591
Economy, Environment & Infrastructure Reserve	-8,378	11,003	9,430	-3,616	1,216	7,030
Traded Services Reserve	-31	0	130	180	-22	288
Shared Audit Services Reserve	-50	32	152	-32	78	198
LED Renewables Reserve	0	0	532	-171	-	361
Minimum Wage Reserve	- 1,000	-	-	-	-	-
Ash Die Back Reserve	- 700	-	-	-	-	-
Pay & Prices Reserve	-	-	-	-	16,358	16,358
Other Reserves	-21	30	320	-	-	320
Highways Act Commuted Sums Reserves	-93	204	2,208	-21	29	2,216
<b>Total Non School Earmarked Reserves</b>	<b>-85,548</b>	<b>93,674</b>	<b>156,006</b>	<b>-79,885</b>	<b>60,118</b>	<b>136,239</b>
<b>Schools Related</b>						
School Balances	-19,918	23,326	23,326	-23,326	26,427	26,427
Other Schools Related	-230	160	160	-160	59	59
<b>Total School Related</b>	<b>-20,148</b>	<b>23,486</b>	<b>23,486</b>	<b>-23,486</b>	<b>26,486</b>	<b>26,486</b>
<b>Total Earmarked Revenue Reserves</b>	<b>-105,696</b>	<b>117,160</b>	<b>179,492</b>	<b>-103,371</b>	<b>86,604</b>	<b>162,725</b>
<b>General Fund Balances</b>	0	1,053	23,052	-6,213	910	17,749
<b>Total Revenue Reserves</b>	<b>-105,696</b>	<b>118,213</b>	<b>202,544</b>	<b>-109,584</b>	<b>87,514</b>	<b>180,474</b>
<b>Earmarked Capital Reserves</b>	<b>Transfers Out 2021/22 £'000</b>	<b>Transfers In 2021/22 £'000</b>	<b>Balance at 31st March 2022 £'000</b>	<b>Transfers Out 2022/23 £'000</b>	<b>Transfers In 2022/23 £'000</b>	<b>Balance at 31st March 2023 £'000</b>
Capital Grants & Contributions Unapplied Reserve	-110,784	88,216	98,088	-92,961	86,146	91,273
Useable Capital Receipts Reserve	-11,493	6,671	5,198	-7,191	2,094	101
<b>Total Capital Reserves</b>	<b>-122,277</b>	<b>94,887</b>	<b>103,286</b>	<b>-100,152</b>	<b>88,240</b>	<b>91,374</b>
<b>Total Useable Reserves</b>	<b>-227,973</b>	<b>213,100</b>	<b>305,830</b>	<b>-209,736</b>	<b>175,754</b>	<b>271,848</b>
<b>Summary of Revenue Grants and Contributions Reserves</b>	<b>Transfers Out 2021/22 £'000</b>	<b>Transfers In 2021/22 £'000</b>	<b>Balance at 31st March 2022 £'000</b>	<b>Transfers Out 2022/23 £'000</b>	<b>Transfers In 2022/23 £'000</b>	<b>Balance at 31st March 2023 £'000</b>
CCG Joint Funding	-1,259	12,778	24,743	-6,235	12,093	30,601
Troubled Families Grant	-1,060	1,249	1,249	-1,249	1,613	1,613
Syrian Resettlement Grant	-2,524	2,939	2,939	-2,939	3,133	3,133
Emergency Services Mobile Communications Grant	-274	606	606	-606	-	-
Improved Better Care Fund Grant	-3,787	3,606	3,606	-3,606	1,891	1,891
Covid COMF	-13,133	7,639	7,843	-7,843	4,628	4,628
Covid- Track & Trace Grant Funding	-1,426	623	623	-623	339	339
Covid- Emergency Funding	-10,946	8,674	8,674	-8,674	-	-
Covid- LA Practical Support Grant Funding	-121	0	-	-	-	-
Covid-School Transport Grant Funding	-339	0	-	-	-	-
Covid- S31 General Funding	-	-	-	-	1,748	1,748
Council Tax 75% Covid Income Grant	0	4,581	2,957	-2,957	-	-
Covid NNDR Small Business Relief S31 Grant	0	1,367	4,581	-4,581	283	283
Covid Additional Relief Fund (CAMF)	-2,212	4,683	1,367	-1,367	-	-
Various Miscellaneous Specific Service Grants	0	-10,638	4,683	-4,683	3,355	3,355
<b>Total Revenue Grants and Contributions Reserve</b>	<b>-37,081</b>	<b>38,107</b>	<b>63,871</b>	<b>-45,363</b>	<b>29,083</b>	<b>47,591</b>

## **Reserve Description**

**Strategic Waste** - This is a smoothing reserve relating to the full contract life of the Energy from Waste project.

**Fire Joint Training Centre** - This is a smoothing reserve relating to the full life contract for the Fire Training Centre.

**Fire PFI (GRFS)** - This is a smoothing reserve relating to the full life contract for the Fire Stations PFI.

**Insurance Fund** - Levels are based on external professional actuarial review and advice to mitigate the Council's insurance liability.

**Capital Fund** - This reserve is used for capital financing and is fully committed to fund schemes approved under the Council's Capital Programme.

**Transformation** - This reserve funds the transformation required for the Council to make sustainable savings.

**Council Elections** - This reserve is to smooth the cost of funding the Council elections.

**Invest to Save** - This reserve is fully committed to invest to save projects e.g.: Salix loan grants initiative for energy saving projects.

**Education Funding Risk** - This reserve was established to smooth the impact from schools becoming academies.

**Economic Stimulus** - This reserve is fully committed to fund: Rural Broadband; Apprentices; Grow Gloucestershire; Saturn model.

**Public Health** - Ring fenced grant reserve was established in accordance with national grant conditions to carry forward any unspent balances from the annual grant received from Government.

**Vulnerable Children** - The reserve offsets demand-led pressures in Children's Services.

**Adult Care** - This reserve provides funding to mitigate demand risk in Adult Social Care, given the continuing concern about the volatility in demand and the pressure across the health and social care economy.

**Growing Our Communities Fund** – This fund will allow each Councillor to allocate £30,000 over a three year period to invest in key community projects.

**People Services** - The reserve offsets demand-led pressures in People Services.

**Home to School Transport** - This reserve is to smooth the impact changes in schools days year to year on home to school transport.

**A417 Missing Link** - This reserve has been established to support pre development work on the A417 project to be undertaken.

**Business Rates** - This reserve was established to cover the Council against a potential funding shortfall in business rate income, given the volatility of the scheme and the potential impact of business rate appeals on income. The reserve also holds £4.539 million ring fenced for economic development projects within the County. Spending plans for this is via the Gloucestershire Economic Growth Joint Committee.



**Revenue Grants** - A technical reserve for specific unapplied revenue grants and contributions, where conditions related to the monies have been met but expenditure has not been incurred. The monies remained ring fenced and fully committed. This reserve is prepared in accordance with the Accounting Code of Practice issued annually by the Chartered Institute of Public Finance and Accountancy, which the Council is legally required to follow.

**Economy, Environment & Infrastructure** - Reserve has been established to carry forward specific budget under spends.

**Traded Services** - This reserve was established to mitigate against any loss in traded income and invest in services to generate more traded income.

**Shared Audit Services** - This reserve was established to hold specific reserves held under the Shared Audit Services.

**LED Renewables** - This reserve was established to provide budget support for the LED renewables project.

**Minimum Wage** - This reserve was established to provide budget support for increases in the cost of employment and engagement with partners.

**Ash Die Back Reserve**- Established to support the Ash Die Back Replacement Project

**Pay & Prices Reserve** - This Reserve was established to hold the identified uncommitted reserve balances to assist in funding the 23-24 Revenue Budget

**Other** - Small number of miscellaneous reserves

**Highways Act Commuted Sums** - Monies held to support costs of future highways maintenance.

**School Balances and Other School Related** - These reserves represent specific ring fenced balances held by individual schools and central ring fenced balances carried forward to support future years expenditure. The Dedicated School Grant Reserve is currently in a deficit position and therefore excluded from this analysis, but is held as an unusable reserve in accordance with new legislation and accounting standards. (See Note 13)

**Capital Grant & Contributions** -This technical reserve relates to unspent capital grants and contributions, which are fully committed to funding the Council's approved Capital Programme.

**Capital Receipts** - This reserve reflects unapplied capital receipts, which are fully committed to funding the approved capital programme.

### 3. Non-current Assets

2021/22	Land & Buildings	Vehicles, Plant, Furniture & Equipment	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	PFI & PPP Assets included in PPE
	£'000	£'000	£'000	£'000	£'000	£'000
Gross book value at 31 <sup>st</sup> March 2021	871,325	154,575	4,366	11,938	1,042,204	193,418
Additions	10,937	7,578	-	5,090	23,605	948
Revaluation inc/dec recognised in Revaluation Reserve	111,576	6,028	1,802	-	119,406	26,639
Revaluation inc/dec recognised in Surplus on the Provision of Services	-502	11,011	-522	-	9,987	12,621
Revalued assets –Depreciation reversals	-25,283	-2,023	-	-	-27,306	-9,714
Derecognition – Disposals	-3,955	-213	-650	-	-4,818	-
Derecognition – Other	-	-	-	-109	-109	-
Asset Reclassification and Transfers	15,484	128	-	-15,612	-	-
Revalued assets –Depreciation reversals adjustment	5,015	-	-	-	5,015	-
Gross book value at 31 <sup>st</sup> March 2022	984,597	177,084	4,996	1,307	1,167,984	223,912
Accumulated Depreciation & Impairment as at 31 <sup>st</sup> March 2021	-	-15,050	-	-	-15,050	-
Depreciation charge in year	-25,815	-7,975	-	-	-33,790	-9,714
Depreciation written out to Surplus/Deficit on the Provision of Services	31	-	-	-	31	-
Depreciation written out to Revaluation Reserve	25,252	2,023	-	-	27,275	9,714
Derecognition – Disposals	134	193	-	-	327	-
Asset Reclassification and Transfers	3	-3	-	-	-	-
Revalued assets –Depreciation written out adjustment	0	-5,015	-	-	-5,015	-
At 31 <sup>st</sup> March 2022	-395	-25,827	-	-	-26,222	-
Net book value at 31 <sup>st</sup> March 2022	984,202	151,257	4,996	1,307	1,141,762	223,912

*In accordance with the Temporary Relief offered by the Update to the Code on infrastructure assets this note does not include disclosure of gross cost and accumulated depreciation for infrastructure assets because historical reporting practices and resultant information deficits mean that this would not faithfully represent the asset position to the users of the financial statements.*

Infrastructure Assets	2020/2021 £'000	2021/2022 £'000
<b>Opening Net book value</b>	<b>446,888</b>	<b>483,504</b>
Additions	67,302	61,127
Depreciation charge in year	-30,686	-30,925
Asset Reclassification and Transfers	-	-
<b>Closing Net book value</b>	<b>483,504</b>	<b>513,706</b>

Total Property Plant & Equipment reported on Balance Sheet	2020/2021 £'000	2021/2022 £'000
Land & Buildings; Vehicle, Plant, Furniture & Equipment; Surplus and Asset Under Construction	1,027,154	1,141,762
Infrastructure Assets	483,504	513,706
<b>Non-current Assets- Net book value</b>	<b>1,510,658</b>	<b>1,655,468</b>

### 3. Non-current Assets

2022/23	Land & Buildings	Vehicles, Plant, Furniture & Equipment	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	PFI & PPP Assets included in PPE
	£'000	£'000	£'000	£'000	£'000	£'000
<b>Gross book value at 31<sup>st</sup> March 2022</b>	<b>984,597</b>	<b>177,084</b>	<b>4,996</b>	<b>1,307</b>	<b>1,167,984</b>	<b>223,912</b>
Additions	9,846	6,108	-	7,449	23,403	973
Revaluation inc/dec recognised in Revaluation Reserve	66,416	6,699	766	-	73,881	7,451
Revaluation inc/dec recognised in Surplus on the Provision of Services	-10,828	-	2	-	-10,826	-
Derecognition – Disposals	-10,572	-6,599	-	-	-17,171	-
Asset Reclassification and Transfers	-4,139	2,360	1,779	-	-	-
Other movements in cost or valuation	-76	-36	-	-	-112	-
<b>Gross book value at 31<sup>st</sup> March 2023</b>	<b>1,035,244</b>	<b>185,616</b>	<b>7,543</b>	<b>8,756</b>	<b>1,237,159</b>	<b>232,336</b>
<b>Accumulated Depreciation &amp; Impairment as at 31<sup>st</sup> March 2022</b>	<b>-395</b>	<b>-25,827</b>	<b>-</b>	<b>-</b>	<b>-26,222</b>	<b>-</b>
Depreciation charge in year	-24,652	-12,254	-	-	-36,906	-10,585
Depreciation written out to Revaluation Reserve	24,461	6,034	-	-	30,495	10,585
Depreciation written out to Surplus/Deficit on the Provision of Services	407	-	-	-	407	-
Derecognition – Disposals	188	6,561	-	-	6,749	-
Asset Reclassification and Transfers	-	-	-	-	-	-
Other movements in depreciation and impairment	-9	34	-	-	25	-
<b>At 31<sup>st</sup> March 2023</b>	<b>-</b>	<b>-25,452</b>	<b>-</b>	<b>-</b>	<b>-25,452</b>	<b>-</b>
<b>Net book value at 31<sup>st</sup> March 2023</b>	<b>1,035,244</b>	<b>160,164</b>	<b>7,543</b>	<b>8,756</b>	<b>1,211,707</b>	<b>232,336</b>

*In accordance with the Temporary Relief offered by the Update to the Code on infrastructure assets this note does not include disclosure of gross cost and accumulated depreciation for infrastructure assets because historical reporting practices and resultant information deficits mean that this would not faithfully represent the asset position to the users of the financial statements.*

Infrastructure Assets	2021/2022 £'000	2022/2023 £'000
<b>Opening Net book value</b>	<b>483,504</b>	<b>513,706</b>
Additions	61,127	64,921
Depreciation charge in year	-30,925	-33,666
Asset Reclassification and Transfers	-	-
<b>Closing Net book value</b>	<b>513,706</b>	<b>544,961</b>

Total Property Plant & Equipment reported on Balance Sheet	2021/2022 £'000	2022/2023 £'000
Land & Buildings; Vehicle, Plant, Furniture & Equipment; Surplus and Asset Under Construction	1,141,762	1,211,707
Infrastructure Assets	513,706	544,961
<b>Non-current Assets - Net book value</b>	<b>1,655,468</b>	<b>1,756,668</b>

## **Non Current Asset Valuations**

### **Land and Property**

The Code requires all land and property to be formally revalued at least every five years. Our revaluations are done on a two year rolling programme, this years valuation covers a full valuation of all Non School assets as at 31<sup>st</sup> December 2022, with a review of any movement between then and 31st March 2023. And a review of all School assets as at 31<sup>st</sup> March 2023.

Operational land and property is included in the Balance Sheet on the basis of existing use value or, where this cannot be assessed because there is no market, depreciated replacement cost. With the exception of schools which are on a Modern Equivalent Asset basis, the valuation approach reflects the demand for space based on the number of children on roll.

### **Fair Value- Surplus Assets**

Non-operational land and property is included on the basis of IFRS 13 Fair Value except assets under construction which are included on the basis of capital expenditure incurred by 31<sup>st</sup> March 2023. The valuations have been undertaken through a combination of the Council's internal valuers and where necessary, external valuers, all of which are RICS qualified, consistent with the current accounting policy. All the Council's surplus assets have been assessed as Level 3 for valuation purposes using the following fair value hierarchy:-

Level 1- Fair value is only derived from quoted prices in active markets for identical assets or liabilities, e.g.

Level 2 - Fair value is calculated from inputs other than quoted prices that are observable for the asset or liability, e.g. interest rates or yields for similar instruments

Level 3 - Fair value is determined using unobservable inputs, e.g. non-market data such as cash flow forecasts or estimated creditworthiness and calculated at highest and best use

### **Vehicles, Plant, Furniture and Equipment**

Vehicles, plant, furniture and equipment are included at historical cost, less accumulated depreciation.

Furniture and equipment charged to the capital account is included at historical cost and depreciated over the expected life. With the exception of the Energy from Waste Plant which treated the same as Land & Property and revalued each year due to it's materiality.

### **Infrastructure Assets**

These assets, consisting of roads, bridges, street lighting, footpaths and footbridges, are included on the basis of historical costs incurred since 1<sup>st</sup> April 1974, depreciated over periods in accordance with the anticipated life of the various types of infrastructure.

### **Donated Assets**

Donated assets are defined as assets transferred at nil value or acquired at less than fair value.

#### 4. Expenditure and Funding Analysis

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

2021/22					Expenditure and Funding Analysis					2022/23				
As Reported for Resource Management	Adjustments to Arrive at the New Amount Chargeable to the General Fund Balance	Net Expenditure Chargeable to the General Fund Balance	Adjustments between Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement		As Reported for Resource Management	Adjustments to Arrive at the New Amount Chargeable to the General Fund Balance	Net Expenditure Chargeable to the General Fund Balance	Adjustments between Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement				
£000	£000	£000	£000	£000		£000	£000	£000	£000	£000				
155,816	97	155,913	-7,061	148,852	Adults	171,214	-84	171,130	-1,901	169,229				
34,414	-	34,414	5,192	39,606	Prevention & Wellbeing	35,993	-	35,993	-8,557	27,436				
143,146	8	143,154	47,449	190,603	Children & Families	175,135	35	175,170	43,806	218,976				
77,146	-14,770	62,376	27,344	89,720	Economy, Environment & Infrastructure	84,432	-14,387	70,045	48,313	118,358				
20,096	-2,160	17,936	8,244	26,180	Community Safety	22,122	-2,137	19,985	10,053	30,038				
38,903	-	38,903	2,073	40,976	Corporate Resources	42,165	-	42,165	14,366	56,531				
34,906	-7,584	27,322	12,094	39,416	Technical & Countywide	21,013	-4,419	16,594	22,001	38,595				
<b>504,427</b>	<b>-24,409</b>	<b>480,018</b>	<b>95,335</b>	<b>575,353</b>	<b>Net cost of Services</b>	<b>552,074</b>	<b>-20,992</b>	<b>531,082</b>	<b>128,081</b>	<b>659,163</b>				
-505,480	24,409	-481,071	-61,711	-542,782	Other income and expenditure	-530,004	20,992	-509,012	-39,392	-548,404				
<b>-1,053</b>	<b>-</b>	<b>-1,053</b>	<b>33,624</b>	<b>32,571</b>	<b>(Surplus) or Deficit</b>	<b>22,070</b>	<b>-</b>	<b>22,070</b>	<b>88,689</b>	<b>110,759</b>				
Opening General Fund Balance 1 <sup>st</sup> April						<u>202,544</u>								
Surplus/(deficit) on General Fund						-	22,070							
Closing General Fund Balance 31 <sup>st</sup> March						<u>180,474</u>								

2021/22

Adjustments from the General Fund to arrive at the Comprehensive Income & Expenditure Statement amounts	As Reported for Resource Management	Interest Receivable Reported at Portfolio Level	Flood Defence Levies Reported at Portfolio Level	Interest Payable Reported at Portfolio Level	Net Expenditure Charged to the General Fund Balance	Adjustments for Capital Purposes (Note i)	Net change for the Pensions Adjustments (Note ii)	Other Differences (Note iii)	Adjustments Between Funding and Accounting Basis	Total Adjustments
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Adults	155,816	97	-	-	155,913	1,142	8,190	-16,393	-7,061	-6,964
Prevention & Wellbeing	34,414	-	-	-	34,414	-	379	4,813	5,192	5,192
Children & Families	143,146	8	-	-	143,154	47,623	-	-174	47,449	47,457
Economy, Environment & Infrastructure	77,146	-	-	-14,770	62,376	29,136	3,891	-5,683	27,344	12,574
Community Safety	20,096	-	-	-2,160	17,936	3,973	4,505	-234	8,244	6,084
Corporate Resources	38,903	-	-	-	38,903	5,482	-	-3,409	2,073	2,073
Corporate Resources Recharges	-	-	-	-	-	-	-	-	-	-
Technical & Countywide	34,906	4,690	-335	-11,939	27,322	6,325	23,886	-18,117	12,094	4,510
<b>Net Cost of Services</b>	<b>504,427</b>	<b>4,795</b>	<b>-335</b>	<b>-28,869</b>	<b>480,018</b>	<b>93,681</b>	<b>40,851</b>	<b>-39,197</b>	<b>95,335</b>	<b>70,926</b>
<b>Other income and expenditure from the funding analysis</b>	<b>-505,480</b>	<b>-4,795</b>	<b>335</b>	<b>28,869</b>	<b>-481,071</b>	<b>-1,956</b>	<b>18,441</b>	<b>-78,196</b>	<b>-61,711</b>	<b>-37,302</b>
<b>Difference between General Fund Surplus and Deficit and Comprehensive Income &amp; Expenditure Statement Surplus or Deficit</b>	<b>-1,053</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-1,053</b>	<b>91,725</b>	<b>59,292</b>	<b>-117,393</b>	<b>33,624</b>	<b>33,624</b>

#### Note i Adjustments for Capital Purposes

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

Other operating expenditure – adjusts for capital disposals with a transfer of income on the disposal of assets and the amounts written off for those assets.□

Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.

Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The taxation and non specific grant income and expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

#### Note ii Net Change for the Pensions Adjustments

Benefits pension related expenditure and income:

For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.

For Financing and investment income and expenditure – the net interest on the defined benefit liability is charged to the CIES.

#### Note iii Other Differences

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

For financing and investment income and expenditure the other differences column recognises adjustments to the general fund for the timing differences for premiums and discounts. The charge under taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and non domestic rates 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.

Revenues From External Customers	2020/21 £'000	2021/22 £'000
Adults	-31,011	-34,092
Children & Families	-5,901	-9,384
Economy, Environment & Infrastructure	-18,413	-28,147
Community Safety	-906	-838
Prevention & Wellbeing	-277	-17
Corporate Resources	-6,892	-9,679
Technical & Countywide	-15	-37
<b>Total Revenue from External Customers</b>	<b>-63,415</b>	<b>-82,194</b>

2022/23

Adjustments from the General Fund to arrive at the Comprehensive Income & Expenditure Statement amounts	As Reported for Resource Management	Interest Receivable Reported at Portfolio Level	Flood Defence Levies Reported at Portfolio Level	Interest Payable Reported at Portfolio Level	Net Expenditure Charged to the General Fund Balance	Adjustments for Capital Purposes (Note i)	Net change for the Pensions Adjustments (Note ii)	Other Differences (Note iii)	Adjustments Between Funding and Accounting Basis	Total Adjustments
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Adults	171,214	-84	-	-	171,130	3,342	7,090	-12,333	-1,901	-1,985
Prevention & Wellbeing	35,993	-	-	-	35,993	-	375	2,609	2,984	2,984
Children & Families	175,135	35	-	-	175,170	35,081	-	-2,816	32,265	32,300
Economy, Environment & Infrastructure	84,432	-	-	-14,387	70,045	52,044	3,555	-7,286	48,313	33,926
Community Safety	22,122	-	-	-2,137	19,985	5,300	3,347	1,406	10,053	7,916
Corporate Resources	42,165	-	-	-	42,165	11,476	-	2,890	14,366	14,366
Technical & Countywide	21,013	7,252	-340	-11,331	16,594	9,185	19,179	-6,363	22,001	17,582
<b>Net Cost of Services</b>	<b>552,074</b>	<b>7,203</b>	<b>-340</b>	<b>-27,855</b>	<b>531,082</b>	<b>116,428</b>	<b>33,546</b>	<b>-21,893</b>	<b>128,081</b>	<b>107,089</b>
<b>Other income and expenditure from the funding analysis</b>	<b>-530,004</b>	<b>-7,203</b>	<b>340</b>	<b>27,855</b>	<b>-509,012</b>	<b>8,385</b>	<b>20,165</b>	<b>-67,942</b>	<b>-39,392</b>	<b>-18,400</b>
<b>Difference between GF Surplus/Deficit and Comprehensive Income &amp; Expenditure Statement Surplus/Deficit</b>	<b>22,070</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>22,070</b>	<b>124,813</b>	<b>53,711</b>	<b>-89,835</b>	<b>88,689</b>	<b>88,689</b>

#### Note i Adjustments for Capital Purposes

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

Other operating expenditure – adjusts for capital disposals with a transfer of income on the disposal of assets and the amounts written off for those assets. □

Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.

Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The taxation and non specific grant income and expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

#### Note ii Net Change for the Pensions Adjustments

Benefits pension related expenditure and income:

For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.

For Financing and investment income and expenditure – the net interest on the defined benefit liability is charged to the CIES.

#### Note iii Other Differences

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

For financing and investment income and expenditure the other differences column recognises adjustments to the general fund for the timing differences for premiums and discounts. The charge under taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and non domestic rates 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.

Revenues From External Customers	2021/22 £'000	2022/23 £'000
Adults	-34,092	-37,126
Children & Families	-9,384	-9,304
Economy, Environment & Infrastructure	-28,147	-31,168
Community Safety	-838	-677
Prevention & Wellbeing	-17	-169
Corporate Resources	-9,679	-9,934
Technical & Countywide	-37	-25
<b>Total Revenue from External Customers</b>	<b>-82,194</b>	<b>-88,403</b>



## 5. Financial Instruments

### Fair Values of Assets and Liabilities

Financial instruments, except those classified at amortised cost, are carried in the Balance Sheet at fair value. For most assets, including bonds, treasury bills and shares in money market funds and other pooled funds, the fair value is taken from the market price.

Financial instruments classified at amortised cost are carried in the Balance Sheet at amortised cost. Their fair values have been estimated by calculating the net present value of the remaining contractual cash flows at 31st March 2022, using the following methods and assumptions:

- Loans borrowed by the Council have been valued by discounting the contractual cash flows over the whole life of the instrument at the appropriate market rate for local authority loans.
- Discount rates for "Lender's Option Borrower's Option" (LOBO) loans have been reduced to reflect the value of the embedded options. The size of the reduction has been calculated using proprietary software.
- The fair values of other long-term loans and investments have been discounted at the market rates for similar instruments with similar remaining terms to maturity on 31<sup>st</sup> March.
- The fair values of finance lease assets and liabilities and of PFI scheme liabilities have been calculated by discounting the contractual cash flows (excluding service charge elements) at the appropriate AA-rated corporate bond yield.
- No early repayment or impairment is recognised for any financial instrument.
- The fair value of short-term instruments, including trade payables and receivables, is assumed to approximate to the carrying amount given the low interest rate environment.

Fair Values are shown in the tables below, split by the level in the fair value hierarchy:

Level 1 - fair value is only derived from quoted prices in active markets for identical assets or liabilities, e.g. bond prices

Level 2 - fair value is calculated from inputs other than quoted prices that are observable for the asset or liability, e.g. interest rates or yields for similar instruments

Level 3 - fair value is determined using unobservable inputs, e.g. non-market data such as cash flow forecasts or estimated creditworthiness

		31st March 2022		31 <sup>st</sup> March 2023	
	Fair Value Level	Fair Value	Carrying Amount shown on Balance Sheet	Fair Value	Carrying Amount shown on Balance Sheet
<i>Financial liabilities held at amortised cost:</i>					
		£'000	£'000	£'000	£'000
Loans from PWLB	2	256,953	207,333	189,625	200,353
Non PWLB loans	2	69,217	41,586	50,241	41,586
Finance Leases and PFI Liabilities	2	61,663	95,893	46,736	94,425
<b>Total Financial Liabilities held at amortised cost</b>		<b>387,833</b>	<b>344,812</b>	<b>286,602</b>	<b>336,364</b>
Liabilities for which fair value is not disclosed *			200,431		211,593
<b>Total Financial Liabilities</b>			<b>545,243</b>		<b>547,957</b>
Recorded on the balance sheet as:					
Short term creditors**			133,645		147,733
Short term borrowing			43,659		44,480
Short term provisions			4,737		5,268
Deferred liabilities			59,007		56,273
Long term borrowing			301,153		291,885
Long term provisions			3,042		2,318
<b>Total Financial Liabilities</b>			<b>545,243</b>		<b>547,957</b>

\* The fair value of short-term financial liabilities held at amortised cost, including trade payables, is assumed to approximate to the carrying amount.

\*\* The creditors lines on the Balance Sheet include £69.4m creditors (£61.0m in 2021/22) that do not meet the definition of a financial liability as they relate to non-exchange transactions or receipts in advance.

The fair value of financial liabilities held at amortised cost is lower than their balance sheet carrying amount because the authority's portfolio of loans includes a number of loans where the interest rate payable is lower than the current rates available for similar loans as at the Balance Sheet date.

	Fair Value Level	31 <sup>st</sup> March 2022		31 <sup>st</sup> March 2023	
		Fair Value	Balance Sheet	Fair Value	Balance Sheet
<b>Financial assets held at amortised cost:</b>		£'000	£'000	£'000	£'000
Bank/other deposits	2	35,458	35,480	30,241	30,270
Loans to local authorities	2	125,024	125,334	109,770	110,530
Cash in Hand		21,449	21,449	14,134	14,134
<b>Total Financial Assets held at Amortised Cost</b>		<b>181,931</b>	<b>182,263</b>	<b>154,145</b>	<b>154,934</b>
<b>Financial assets held at fair value</b>					
Money market funds	1		41,863		35,502
Cash Plus Money Market Funds	1		14,773		-
Equities & Property Funds FVP&L	1		94,101		84,516
Equities & Property Funds FVOCI	1		5,150		4,700
<b>Total Financial Assets held at Fair Value</b>			<b>155,887</b>		<b>124,718</b>
Assets for which fair value is not disclosed *			82,205		100,864
<b>Total Financial Assets</b>			<b>420,355</b>		<b>380,516</b>

Investment Classification:	31 <sup>st</sup> March 2022			31 <sup>st</sup> March 2023		
	Held at FV	Held at AC	Total	Held at FV	Held at AC	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Financial Assets						
Cash & Cash Equivalent	41,844	56,909	98,753	35,430	39,134	74,564
Short Term	15,549	90,354	105,903	939	110,800	111,739
Long Term	98,493	35,000	133,493	88,349	5,000	93,349
Assets for which FV is not disclosed	-	82,205	82,205	-	100,864	100,864
<b>Total Financial Assets</b>	<b>155,886</b>	<b>264,468</b>	<b>420,354</b>	<b>124,718</b>	<b>255,798</b>	<b>380,516</b>

	31 <sup>st</sup> March 2022	31 <sup>st</sup> March 2023
Recorded on the balance sheet as:-		£'000
Long-term debtors	-	5,113
Long-term investments	133,493	93,349
Short-term debtors**	82,205	95,751
Short-term investments	105,903	111,739
Cash and cash equivalents	98,753	74,564
<b>Total Financial Assets</b>	<b>420,354</b>	<b>380,516</b>

\* The fair value of short-term financial assets held at amortised cost, including trade receivables, is assumed to approximate to the carrying amount.

\*\* The debtors lines on the Balance Sheet include £52.6m debtors (£51.5m in 2021/22) that do not meet the definition of a financial asset as they relate to non-exchange transactions or payments in advance.

The fair value of financial assets held at amortised cost is similar to their balance sheet carrying amount because the interest rate on similar investments is now similar to that obtained when the investment was originally made.

The Council holds shares costing £1 in Ubico Ltd. The fair value of the council's interest in the company at 31<sup>st</sup> March is considered to be nil, since it is a wholly local authority owned not-for-profit 'Teckal' company. As a 'Teckal' company it is treated as if it were an in house department and the shareholder councils are able to enter into service contracts with the company without undertaking an EU compliant procurement process.

The financial liabilities disclosed in the Balance Sheet are analysed across the following categories:

Financial Liabilities	Long Term		Short Term	
	31.03.22 £'000	31.03.23 £'000	31.03.22 £'000	31.03.23 £'000
<b>Loans at amortised cost:</b>				
Principal sum borrowed	206,728	198,728	39,950	41,050
Accrued interest	-	-	2,242	2,162
EIR adjustments				
<b>Total Borrowing</b>	<b>206,728</b>	<b>198,728</b>	<b>42,192</b>	<b>43,212</b>
<b>Liabilities at amortised cost:</b>				
Finance leases	78,184	77,564	612	620
PFI arrangements	16,241	15,593	855	647
<b>Total Other Liabilities</b>	<b>94,425</b>	<b>93,157</b>	<b>1,467</b>	<b>1,267</b>
<b>Liabilities at amortised cost:</b>				
Trade Payables	-	-	72,584	78,407
<b>Included in Creditors</b>	<b>-</b>	<b>-</b>	<b>72,584</b>	<b>78,407</b>
Financial Guarantees	-	-	-	-
Loan Commitments	-	-	-	-
<b>Included in Provisions</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Total Financial Liabilities</b>	<b>301,153</b>	<b>291,885</b>	<b>116,243</b>	<b>122,886</b>

The financial assets disclosed in the Balance Sheet are analysed across the following categories:

Financial Assets	Long Term		Short Term	
	31.03.22 £'000	31.03.23 £'000	31.03.22 £'000	31.03.23 £'000
<b>At amortised cost:</b>				
Principal	35,000	5,000	90,020	110,002
Accrued interest		-	335	798
Loss Allowance	-	-	-	-
<b>At FV through OCI:</b>				
Principal	-	-	-	-
Accrued interest	-	-	-	-
Loss Allowance	-	-	-	-
Fair Value Adjustment	-	-	-	-
Equity Instruments elected FVOCI	5,150	4,700	-	-
<b>At FV through P&amp;L:</b>				
Fair Value	93,343	83,649	15,549	939
<b>Total Investments</b>	<b>133,493</b>	<b>93,349</b>	<b>105,903</b>	<b>111,739</b>
<b>At amortised cost:</b>				
Principal			<b>35,460</b>	25,000
Accrued interest			-	-
Loss Allowance			-	-
<b>At FV through P&amp;L:</b>				
Fair Value			<b>41,844</b>	35,430
<b>Total Cash &amp; Cash Equivalents</b>	<b>-</b>	<b>-</b>	<b>77,304</b>	<b>60,430</b>
<b>At amortised cost:</b>				
Trade receivables			29,328	49,024
Lease receivables	-	-	-	-
Loans made for service purposes	-	-	-	-
Accrued interest	-	-	-	-
Loss allowance	-	-	-	-
<b>At FV through OCI:</b>				
Fair Value	-	-	-	-
<b>Included in Debtors</b>	<b>-</b>	<b>-</b>	<b>29,328</b>	<b>49,024</b>
<b>Total Financial Assets</b>	<b>133,493</b>	<b>93,349</b>	<b>212,535</b>	<b>221,193</b>

**Equity Instruments Elected to Fair Value through Other Comprehensive Income**

The Council has elected to account for the following investments in equity instruments at fair value through other comprehensive income because they are long-term strategic holdings and changes in their fair value are not considered to be part of the Council's annual financial performance.

	<b>Fair Value</b>		<b>Dividends</b>	
	<b>31.03.22</b>	<b>31.03.23</b>	<b>2021/22</b>	<b>2022/23</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Fundamentum REIT</b>	5,150	-	134	107

Expense, Income, Gains and Losses

	2021/22				
	Financial Liabilities: Amortised Cost	Financial Assets: Amortised Cost	Financial Assets: Fair Value through Profit and Loss	Financial Assets: Fair Value through Other Comprehensive Income	Total
	£'000	£'000	£'000	£'000	£'000
Interest expense	28,869	-	-	-	28,869
Losses from changes in fair value					
<b>Interest payable and similar changes</b>	28,869	-	-	-	28,869
Interest and dividend income	-	-1,991	-2,690	-114	-4,795
Gains (-)/loss from changes in fair value	-	-	-5,638	-	-5,638
<b>Interest and investment income</b>	-	-1,991	-8,328	-114	-10,433
Gain (-)/Loss on revaluation				-250	-250
<b>Impact on Other Comprehensive Income and Expenditure</b>	-	-	-	-250	-250
<b>Net loss/gain(-) for the year</b>	<b>28,869</b>	<b>-1,991</b>	<b>-8,328</b>	<b>-364</b>	<b>18,186</b>

	2022/23				
	Financial Liabilities: Amortised Cost	Financial Assets: Amortised Cost	Financial Assets: Fair Value through Profit and Loss	Financial Assets: Fair Value through Other Comprehensive Income	Total
	£'000	£'000	£'000	£'000	£'000
Interest expense	27,856				27,856
Losses from changes in fair value					
<b>Interest payable and similar changes</b>	27,856	-	-	-	27,856
Interest and dividend income		-2,125	-4,945	-134	-7,204
Gains (-)/loss from changes in fair value			9,791		9,791
<b>Interest and investment income</b>	0	-2,125	4,846	-134	2,587
Gain (-)/Loss on revaluation				450	450
<b>Impact on Other Comprehensive Income and Expenditure</b>				450	450
<b>Net loss/gain(-) for the year</b>	<b>27,856</b>	<b>-2,125</b>	<b>4,846</b>	<b>316</b>	<b>30,893</b>

## 6. Inventories

	2021/22 £'000	2022/23 £'000
<b>Maintenance Materials</b>		
Balance outstanding at start of the year	1,192	977
Purchases	1,502	1,747
Stock used within the year	-1,717	-2,494
<b>Balance at 31st March</b>	<b>977</b>	<b>230</b>

## 7. Contractual Capital Commitments

A contractual capital commitment is where a significant new contract has been agreed during the financial year where a legal agreement has been entered into and can not easily be backed out of. The Council has a policy that a significant contract value would be £3m or above.

The contractual commitments within the capital programme at this level are:

Community Diagnostic Centre	£3.2 Million
B4063 Gloucester to Cheltenham Cycleway	£6.9 Million
Gloucester South West Bypass - Llanthony Road	£3.9 Million

## 8. Debtors

	2021/22 £'000	2022/23 £'000
Central Government Bodies	19,356	20,221
Other Local Authorities	5,691	7,291
NHS Bodies	12,305	11,340
Public Corporations and Trading Funds	294	1,755
Other Entities and Individuals	44,559	55,144
<b>Balance at 31<sup>st</sup> March</b>	<b>82,205</b>	<b>95,751</b>

*£95,751 includes £9,931 of Payments In Advance, mostly relating to Other Entities and Individuals*

## 9. Cash and Cash Equivalents

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

	2021/22 £'000	2022/23 £'000
Cash held by the Council, including schools	21,449	14,134
Cash held in call/money market accounts with same day access	72,304	35,430
Cash Equivalents - investments maturing within 3 months of acquisition	5,000	25,000
<b>Balance at 31<sup>st</sup> March</b>	<b>98,753</b>	<b>74,564</b>

## 10. Assets Held for Sale

	2021/22 £'000	2022/23 £'000
<b>Balance outstanding at start of year</b>	-	-
Assets newly classified as held for sale:		
Property, Plant and Equipment	-	-
Assets sold	-	-
Assets reclassified back to Property, Plant and Equipment	-	-
<b>Balance at 31<sup>st</sup> March</b>	-	-

## 11. Provisions

	Short Term Liabilities £'000	Long Term Liabilities £'000	Balance at 1 <sup>st</sup> April 2022 £'000	Applications £'000	Additions £'000	Amounts Written off in Year £'000	Balance at 31 <sup>st</sup> March 2023 £'000	Short Term Liabilities £'000	Long Term Liabilities £'000
<b>Insurance Fund</b>	-2,673	-1,289	<b>-3,962</b>	-365			<b>-4,327</b>	-2,516	-1,810
<b>Adults:</b>									
Contracts	-957	-210	<b>-1,167</b>	288			<b>-879</b>	-669	-210
<b>Economy, Environment &amp; Infrastructure:</b>									
GSWBP Land Claims	-	-91	<b>-91</b>	-			<b>-91</b>	-	-91
Contracts	-1,107	-1,452	<b>-2,559</b>	921	-651		<b>-2,289</b>	-2,083	-207
<b>Total</b>	<b>-4,737</b>	<b>-3,042</b>	<b>-7,779</b>	<b>844</b>	<b>-651</b>	-	<b>-7,586</b>	<b>-5,268</b>	<b>-2,318</b>
Employee Accrual - IAS19 accumulated absences	-8,171	-	<b>-8,171</b>		<b>-557</b>		<b>-8,728</b>	-8,728	-
<b>Total</b>	<b>-8,171</b>	<b>-</b>	<b>-8,171</b>	<b>-</b>	<b>-557</b>	<b>-</b>	<b>-8,728</b>	<b>-8,728</b>	<b>-</b>

\* Net movement shown

### Insurance Fund

Whilst Insurance services are arranged through external partners, the current excess levels effectively means that all but the very largest claims are self insured. The Council therefore operates a stand alone insurance fund to cover the impact of any self insurance liabilities. The Provisions held specifically relate to known claims which had not been settled at year end.

### Economy, Environment & Infrastructure - Contracts

These relate to amounts due to external providers under retention periods for a number of highways contracts. It is normal process for there to a defects period under contracts, where a small retention is held back from the final settlement, but is paid on satisfactory completion of this period, normally at the end of a twelve months.

### Employee Accrual - IAS19 accumulated absences

Local Authorities are required to account for benefits payable during employment in accordance with IAS19. The provision held within the Accumulated Absences Account relates to estimated costs associated with short term benefits such as leave, flexible working hours and additional TOIL, which have been accumulated at the end of 2022/23 but will not be settled until 2023/24.



## 12. Creditors & Revenue Receipts in Advance

	2021/22 £'000	2022/23 £'000
Central Government Bodies	20,496	18,442
Other Local Authorities	6,392	19,551
NHS Bodies	8,189	3,312
Public Corporations and Trading Funds	188	318
Other Entities and Individuals	98,380	106,110
<b>Balance at 31<sup>st</sup> March</b>	<b>133,645</b>	<b>147,733</b>

*£147,814 includes £37,525 of Receipts In Advance, mostly relating to Other Local Authorities and Entities and Individuals*

## 13. Unusable Reserves

### Revaluation Reserve

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

- Revalued downwards or impaired and the gains are lost
- Used in the provision of services and the gains are consumed through depreciation, or
- Disposed of and the gains are realised

The Reserve contains only revaluation gains accumulated since 1<sup>st</sup> 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.

	2021/22 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	329,680	439,500
Upward revaluation of assets	133,966	125,449
Downward revaluation of assets not charged to the Surplus or Deficit on the Provision of Services	-14,560	-21,073
Depreciation written out to the Capital Adjustment Account	-8,779	-12,278
Accumulated gains on assets sold or scrapped	-807	-4,946
Other movements		-2
<b>Balance at 31<sup>st</sup> March</b>	<b>439,500</b>	<b>526,650</b>

### Financial Instrument Revaluation Reserve

The financial instruments revaluation reserve contains the gains made by the Council arising from increases in the value of its investments that are measured at fair value through other comprehensive income.

	2021/22 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-	150
Sale of Investments	-	-
Change in year end valuation	250	-450
Adjustment from Financial Instrument Revaluation Reserve	-100	-
<b>Balance at 31<sup>st</sup> March</b>	<b>150</b>	<b>-300</b>

### Pooled Instrument Adjustment Account

The Pooled Instrument Adjustment Account contains the gains/losses made by the Council arising from increases/decreases in the value of investments that have quoted market prices or otherwise do not have fixed or determinable payments. They are instruments that are categorised as Fair Value through profit and loss but subject to a statutory override so that they do not impact on year on council tax payers

	2021/22 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-2,624	3,114
Sale of Investments	-	-97
Change in year end valuation	5,638	-9,694
Adjustment to Financial Instrument Revaluation Reserve	100	-
<b>Balance at 31<sup>st</sup> March</b>	<b>3,114</b>	<b>-6,677</b>

### Capital Adjustment Account

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement.

The account contains accumulated gains and losses on Investment Properties and gains recognised on donated assets that have yet to be consumed by the Council.

The account also contains revaluation gains accumulated on Property, Plant and Equipment before 1<sup>st</sup> April 2007, the date that the Revaluation Reserve was created to hold such gains.

Note 1 provides details of the source of all the transactions posted to the account, apart from those involving the Revaluation Reserve.

	2021/22 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	727,730	759,542
Reversal of items relating to capital expenditure debited or credited to the		
Charges for depreciation of non-current assets	-64,734	-70,591
Depreciation written out to the Revaluation Reserve	8,779	12,278
Amortisation of intangible assets		
Revaluation losses on Property, Plant and Equipment	9,987	-10,508
Revenue expenditure funded from capital under statute	-38,933	-35,330
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	-4,490	-10,422
Adjusting amounts written out of the Revaluation Reserve	807	4,949
Capital financing applied in the year:		
Write off of deferred charges	2,484	2,485
Use of the Capital Receipts Reserve to finance new capital expenditure	11,276	7,132
RCCO applied to capital financing	6,270	3,666
Voluntary Provision for financing of Capital Investment	-	-
Statutory Provision for the financing of Capital Investment	8,745	9,048
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	88,080	92,961
Donated Asset	3,541	-
<b>Balance at 31<sup>st</sup> March</b>	<b>759,542</b>	<b>765,210</b>

### Defined Pension Fund Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post employment benefits and for funding benefits in accordance with statutory provisions. The Council accounts for post employment benefits in the Comprehensive Income and Expenditure Statement as the benefits are earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions and investment returns on any resources set aside to meet the costs. However, statutory arrangements require benefits earned to be financed as the Council makes employers' 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 between the benefits earned by past and present 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.

	2021/22 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-909,926	-735,687
Remeasurement of net defined benefit liability	226,214	601,836
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	-51,975	-49,670
<b>Balance at 31<sup>st</sup> March</b>	<b>-735,687</b>	<b>-183,521</b>

### 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 local businesses compared with the statutory arrangements for paying across amounts to the general fund from the collection fund.

	2021/22 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-16,413	-6,033
Amount by which council tax and non domestic rate income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non domestic income calculated for the year in accordance with statutory requirements.	10,380	6,122
<b>Balance at 31<sup>st</sup> March</b>	<b>-6,033</b>	<b>89</b>

### Accumulated Absences Account

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

	2021/21 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-9,096	-8,171
Amount in which the settlement or cancellation of accrual made at the end of the preceding year and the amount accrued at the end of this year differs.	925	-557
<b>Balance at 31<sup>st</sup> March</b>	<b>-8,171</b>	<b>-8,728</b>

### Financial Instruments Adjustment Account

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

	2021/21 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-3,065	-2,797
Adjustments with the General Fund relating to the total of deferred Net write down	268	213
<b>Balance at 31<sup>st</sup> March</b>	<b>-2,797</b>	<b>-2,584</b>

### Deferred Capital Receipts Reserve

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

	2021/21 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	8	-
Transfer to the Capital Receipts Reserve upon receipt of cash	-8	-
<b>Balance at 31<sup>st</sup> March</b>	<b>-</b>	<b>-</b>

### Dedicated Schools Grant Deficit Reserve

Following a change in legislation and accounting standards the Dedicated Schools Grant Deficit Reserve, no longer forms part of the Council's useable reserves. This is now included within unusable reserves on the balance sheet. The Dedicated Schools Grant Deficit Reserve absorbs the differences that would otherwise arise on the General Fund Balance. Statutory arrangements require that the impact on the General Fund Balance is neutralised by transfers to or from the Account.

	2021/21 £'000	2022/23 £'000
<b>Balance at 1<sup>st</sup> April</b>	-11,891	-17,043
Transfer from Earmarked Reserve on Recognition	-	-
Adjustments with the General Fund relating to the final accumulated deficit on the dedicated school grant activities in year	-5,152	-11,541
<b>Balance at 31<sup>st</sup> March</b>	<b>-17,043</b>	<b>-28,584</b>

#### 14. Cash Flow Statement – Operating Activities

The cash flows for operating activities include the following items:

a) Adjust net surplus or deficit on the provision of services for non cash movements as follows:

	2021/22 £'000	2022/23 £'000
Depreciation & Impairment	-54,668	-81,080
Amortisation	-19	-19
Increase/Decrease in Creditors	-509	-12,097
Increase/Decrease in Debtors	7,693	13,934
Increase/Decrease in Inventories	-215	-747
Movement in Pension Liability	-51,975	-49,670
Other non-cash items charged to the net surplus or deficit on the provision of services	2,817	-13,636
Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	-4,490	-10,422
<b>Total</b>	<b>-101,366</b>	<b>-153,737</b>

b) Adjust for items included in the net surplus or deficit on the provision of services that are investing or financing activities:

	2021/22 £'000	2022/23 £'000
Capital Grants credited to surplus or deficit on the provision of services	65,512	86,146
Premiums or discounts on the repayment of financial liabilities	-266	-213
Proceeds from the sale of property plant and equipment, investment property and intangible assets	6,446	2,037
<b>Net cash flows from Operating Activities</b>	<b>71,692</b>	<b>87,970</b>

The cash flows for operating activities include the following items:

	2021/22 £'000	2022/23 £'000
Interest received	-5,234	-6,600
Interest paid	29,639	28,687
<b>Total</b>	<b>24,405</b>	<b>22,087</b>

## 15. Cash Flow Statement – Investing Activities

	2021/22 £'000	2022/23 £'000
Purchase of property, plant and equipment, investment property and intangible assets	86,662	87,270
Purchase of short-term and long-term investments	699,702	190,014
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	-6,454	-2,037
Proceeds from short-term and long-term investments	-713,085	-214,686
Other receipts from investing activities **	-93,077	-91,610
<b>Net cash flows from Investing Activities</b>	<b>-26,252</b>	<b>-31,049</b>

\*31/03/2022 figures include Call Accounts/Money Market Funds for purchase and proceeds of short and long term investments

\*\* the majority of this relates to capital grants shown in note 24

## 16. Cash Flow Statement – Financing Activities

	2021/22 £'000	2022/23 £'000
Cash receipts of short and long term borrowing	-	-10,000
Repayments of short-term and long-term borrowing	15,145	16,900
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	3,272	3,346
<b>Net cash flows from Financing Activities</b>	<b>18,417</b>	<b>10,246</b>

## 17. Movement in Net Debt

	2021/22 £'000	2022/23 £'000	Movements in year £'000
Movement In Cash Balances:			
Imprest Accounts	105	103	-2
Cash at Bank	93,648	49,461	-44,187
Cash Equivalent investments	5,000	25,000	20,000
<b>Net Cash</b>	<b>98,753</b>	<b>74,564</b>	<b>-24,189</b>
Financing & Liquid Resources	-297,927	-169,963	127,964
<b>Net Debt</b>	<b>-199,174</b>	<b>-95,399</b>	<b>103,775</b>

## 18. Expenditure and Income Analysed by Nature

	2021/22 £'000	2022/23 £'000
Fees, Charges & Other Service Income	-169,042	-201,361
Interest and Investment Income	-4,795	-7,204
Valuation Gain on Financial Instruments	-5,638	-
Income from Council Tax	-332,784	-345,230
Government Grants and Contributions	-535,178	-541,810
Capital Grants and Contributions	-69,052	-86,146
Fire Pensions Top Up Grant	-3,983	-4,042
Gain on disposal of fixed Assets	-1,956	-
<b>Total Income</b>	<b>-1,122,428</b>	<b>-1,185,793</b>
Employee Expenses	418,407	446,023
Other Service Expenses	614,043	688,069
Depreciation, Amortisation and Impairment	54,747	81,098
Valuation Loss on Financial Instruments	-	9,791
Revenue expenditure funded from capital under statute	38,933	35,330
Interest Payments	28,869	27,856
Loss on the disposal of fixed assets	-	8,385
<b>Total Operating Expenses</b>	<b>1,154,999</b>	<b>1,296,552</b>
<b>Surplus or Deficit on the Provision of Services</b>	<b>32,571</b>	<b>110,759</b>

## **19. Pooled Budgets & Partnership Working**

The Council has entered into partnership with NHS Gloucestershire Integrated Care Board under Section 75 of the NHS Act 2006. This legislation allows health bodies and health-related council services to work together more effectively in the provision of services designed to meet the needs of users without concern for the boundaries of their organisations. The partnership agreement comprises an overarching agreement, together with specific sections covering the following service areas;

### **Provision of Adult Mental Health Services (Integrated Budget)**

A partnership agreement with NHS Gloucestershire Integrated Care Board is in place to commission mental health services for adults. In 2022/23 the Council's share of the gross expenditure of the partnership was £10.5 million (£10.3 million in 2021/22), gross income was nil (nil in 2021/22) and therefore the Council's net contribution was £10.5 million (£10.3 million in 2021/22).

### **Provision of Child & Adolescent Mental Health Services (Integrated Budget)**

A partnership agreement with NHS Gloucestershire Integrated Care Board is in place to commission mental health services for children and young people. In 2022/23 the Council's share of the gross expenditure of the partnership was £0.65 million (£0.65 million in 2021/22), gross income was nil (nil in 2021/22) and therefore the Council's net contribution was £0.65 million (£0.65 million in 2021/22).

### **Provision of Social Care Occupational Therapy (Integrated Budget)**

A partnership agreement with NHS Gloucestershire Integrated Care Board (ICB) is in place to commission occupational therapy services. In 2022/23 the gross expenditure of the partnership was £3.4 million (£3.5 million in 2021/22), gross income was nil (nil in 2021/22) and the Council's contribution was £2.4 million (£2.4 million in 2021/22). The ICB's contribution is funded through the Better Care Fund.

### **Provision of a Community Equipment Service (Pooled Budget)**

A partnership agreement, with NHS Gloucestershire Integrated Care Board to commission Community Equipment Services. A requirement of the Pool agreement is that income and expenditure must be charged to each partner in proportion to their financial contribution to the service.

In 2022/23 the gross expenditure of the partnership was £10.2 million (£8.4 million in 2021/22), gross external income was £0.7 million (£0.5 million in 2021/22), and the Council's contribution was £2.7 million (£2.4 million in 2021/22). A further £2.3 million was made available to the partnership from the Disabled Facilities Grant (£2.1 million in 2021/22).

### **The Better Care Fund**

The Better Care Fund (BCF) first came into operation on 1 April 2015. To administer the fund, Clinical Commissioning Groups (CCGs) were required to establish joint arrangements with local authorities to operate a pooled budget for joint delivery of more integrated health and social care. This responsibility passed to Integrated Care Boards wef 1st July 2022.

In 2022/23 the total funding covered within the BCF was £53.8 million (£51.3 million in 2021/22), of which £16.2 million was allocated to the Council as Lead Commissioner (£15.3 million in 2021/22), and £6.8 million was allocated through the Disabled Facilities Grant (£6.8 million in 2021/22). The ICB was allocated £30.8 million as Lead Commissioner (£29.1 million in 2021/22).

### **Continuing Health Care & Funded Nursing Care**

Support to the ICB in meeting its statutory responsibility to assess eligibility for funded nursing and continuing health care, and to commission care. Support is given through the Council's Integrated Brokerage Team.



## Discharge Funds 1 and 2

In 2022/23 The Department of Health allocated to new tranches of funding to local authorities and ICBs, in order to reduce delays in discharge from hospital for patients who are clinically fit to leave. The funding was aligned with the BCF, and totalled £6.7 million, of which £4.6 million was allocated to the ICB, and £2.1 million to the Council.

### Fastershire

Fastershire is a partnership between Herefordshire Council and Gloucestershire County Council which formed in 2012. The Council has jointly worked on the Fastershire Broadband Strategy approved by Cabinet in September 2014. Herefordshire Council acts as the lead authority for this partnership, and the Council provides additional revenue funding for the programme management and project team support. The Partnership covers a range of funding streams as summarised below:

#### Borders Broadband £15.570 million

Fastershire partnership entered into a Borders Broadband Contract with BT to build a future proof world class broadband network for the two counties. The project is being funded by Herefordshire Council, Gloucestershire County Council and Broadband Delivery UK (BDUK), a government agency and BT.

The Council approved a commitment of £7.5 million to the project, which is reflected in the Council's approved capital programme for 2014/15 and 2015/16. This was match funding to enable the authorities to draw down the central government contribution via BDUK, which was £18.17 million for both Counties.

The contract with BT ended with the final expenditure of £12.3 million relating to Gloucestershire of which £8.1 million was funded from government grant and £4.2 million funded from the Council's Reserves. The BDUK government grant required a minimum match funding from the Council of £7.5 million therefore an additional £3.3 million of funding must be spent on Broadband investment as part of the Gloucestershire strategy going forward. In 2022/23 the Council has a provision balance of £1.306 million leaving £0.740 million as part of the Council's Economic Stimulus Reserve earmarked for spend against Broadband.

#### South West Ultrafast £4.00 million

The County Council was awarded a £2.00 million grant from the BDUK South West Ultrafast Broadband and £2.00 million has been matched funded by the County Council fund, approved by Cabinet on 12th December 2015, which was administered through the Fastershire partnership.

#### Superfast Extension Programme (SEP) £9.66 million

The Fastershire partnership was awarded £9.66 million with the County Council receiving £5.46 million from BDUK (SEP) and match funding of £4.2 million was approved by Cabinet on 17th September 2014. To date the following contracts have been let for Gloucestershire.

Contract	Provider	Gloucestershire County Council Contribution
Stage 3.1	Gigaclear	1,500
Stage 2/3.3c	Gigaclear	4,230
Stage 3.3a	BT	346
Stage 3.3d	Gigaclear	1,873
Stage 3.3e	Gigaclear	604
Stage 4 MGBG		284
Stage 5 FCG		823
TBC		-
		<b>9,660</b>
BDUK Grant Funding		-5,460
Council Funded		-4,200
<b>Total Council Match funding</b>		<b>-9,660</b>

During 2022-2023 Gloucestershire has benefitted from £1.782 million of Broadband investment of which £0.146 million was funded from GCC reserves, £1.306 million is sat in a provision awaiting the technical sign off before the invoices can be raised in 2023-24 and £0.033 million was funded through grants held by the Fastershire Partnership.

### **Shared Audit Services**

The ARA shared service is an audit risk & assurance shared service hosted by the Council under a section 101 agreement, with Stroud District Council and Gloucester City Council as partners. Governance arrangements are completed through a Shared Service Board. All expenditure and income is within the Council's accounts, with the two partners being charged an annual fee based on agreed service provision. Fee income is also received from the provision of audit and other services to wider partners (such as Ubico Ltd and Academies) through agreed contracts.

In addition to the net spend, a dividend was released to the ARA partners in quarter 1 2022-23 based on a surplus position achieved by the shared service in 2021-22 and the section 101 agreement fee base percentages. The dividend released was £15,536.36 and split between Gloucestershire County Council and Gloucester City Council. The value of the dividend was agreed by the ARA Shared Service Board in June 2022.

### **Ubico Ltd**

Ubico Ltd. was originally formed in 2012 as a company wholly owned by its shareholders, Cheltenham Borough Council and Cotswold District Council. The company is responsible for delivering the shareholders' environmental services within their respective council boundaries. The Forest of Dean District Council, Tewkesbury Borough Council and West Oxfordshire District Council joined the partnership on 1st April 2015. Stroud District Council joined in January 2016, Gloucestershire County Council joined in August 2016 and Gloucester City Council joined in November 2021. Each of the eight authorities are now equal shareholders.

The Council procured supplies and services totalling net expenditure of £2.348 million from Ubico Ltd during 2022/23, £0.124 million of which is included in the council's balance sheet: £0.165 million as a short term creditor and £0.041 million as a short term debtor at year end. Sites, plant and equipment and other infrastructure are provided by the Council and are included within the Councils asset register. Vehicles used for haulage are provided by Ubico Ltd under the terms of the contract.

### **Adoption West**

On the 1 March 2019 the Council joined together with Bath and North East Somerset, Bristol and North Somerset, South Gloucestershire and Wiltshire Councils to create a new regional adoption agency, called Adoption West. The aim of the collaboration is to deliver an adoption service that offers improved outcomes for both children, people who want to adopt and people whose lives are affected by adoption. During 2022/23 the Council made payments to Adoption West totalling £1.015 million.

Note 25 provides more information on related party transactions and arrangements for the Council.

## 20. Officer's Remuneration

The Council is required to list all post holders who earn between £50,000 and £150,000 or more for all or part of a year and who also fit the following criteria:

- They report directly to the Chief Executive, or;
- They are part of the Council's Senior Management Team, or;
- They hold posts required by statute.
- They hold posts that have significant influence and control over the Council's activities.

The senior employees who met the above criteria for 2020/21 and 2021/22 are as follows:

### 2021/22

	Salary, Fees and Allowances £	Compensation for loss of Office £	Other Taxable Benefits £	Employer's Pension Contributions £	Total £
Chief Executive Mr P Bungard (1)	143,529	-	-	-	<b>143,529</b>
Commissioning Director (2)	46,311	-	-	11,115	<b>57,426</b>
Chief Fire Officer (3) - Mr W. Bowcock	37,811	-	-	7,067	<b>44,878</b>
Executive Director: Economy, Environment & Director of Transport and Highways (4)	142,887	-	-	29,006	<b>171,893</b>
Executive Director: Adults Social Care and Public Health - S. Scott	6,577	-	-	1,335	<b>7,912</b>
	136,698	-	-	27,750	<b>164,448</b>
Director of Adults Social Care (5)	97,860	-	-	19,866	<b>117,726</b>
Deputy Director of Public Health	94,398	-	-	13,574	<b>107,972</b>
Director of Integration (6)	58,685	-	-	8,427	<b>67,112</b>
Executive Director: Children's Services	147,987	-	-	-	<b>147,987</b>
Director of Children's Safeguarding (7)	16,449	-	-	3,339	<b>19,788</b>
Director of Children's Partnerships	108,250	-	-	21,975	<b>130,225</b>
Director of Education (8)	63,437	-	-	12,878	<b>76,315</b>
Deputy Chief Executive and Executive director of Corporate Resources (9) - Mr S. Mawson	142,887	-	-	29,006	<b>171,893</b>
Director of Finance (10)	99,229	-	-	20,144	<b>119,373</b>
Director of Digital and People	104,788	-	-	21,272	<b>126,060</b>
Director of Strategic Planning, Performance & Change and Monitoring Officer	101,322	-	-	20,568	<b>121,890</b>
	<b>1,549,105</b>	-	-	<b>247,322</b>	<b>1,796,427</b>

- 1 The Chief Executive works 29.6 hours per week, the full time equivalent for this post is £179,411.
- 2 The Commissioning Director is an employee of Gloucester City Council and Gloucestershire County Council is liable for half of the costs associated with this role. The Commissioning director contract ended in December, and was not extended or replaced. The full year equivalent for this post is £76,568
- 3 The Chief Fire Officer left the organisation on 05/06/2021, the full year equivalent for this role is £174,777. The Deputy Chief Fire officer acted up into this role for the rest of the year, and received £13,274 for this period which is included in the total above.
- 4 The Director of Transport and Highways is a new role, starting on 07/03/2022. The full year equivalent for this post is £115,510.
- 5 The Director of Adults Social Care left council employment on the 05/05/2022, and an interim with the title Director of Adult Social Care operations started on 07/03/2022 to allow a handover period. This interim cost £17,385 for the period.
- 6 The Director of Integration is an employee of Gloucestershire Clinical Group and Gloucestershire County Council is liable for half of the costs associated with this role.
- 7 The Director of Childrens safeguarding started on 31/01/2022, the full year equivalent for this post is £120,377. From 01/03/2021 - 30/01/2022 this post was covered by Agency, costing £202,314.
- 8 The Director of Education post was vacant from 01/03/2021 - 30/08/2021, the full year equivalent for this post is £130,825.
- 9 This post was previously the Executive Director of Corporate Resources, role changed on the 06/12/2022.
- 10 The Director of Finance has taken a 6 month unpaid sabbatical starting 01/03/2022, the full year equivalent for this post is £130,225. This is being covered by an interim Director of Finance who started 01/03/2022, this cost £28,200 (Including 7 days hand over in February 2022).

**2022/23**

	Salary, Fees and Allowances £	Compensation for loss of Office £	Other Taxable Benefits £	Employer's Pension Contributions £	Total £
Chief Executive - P Bungard (1)	145,069	-	-	-	<b>145,069</b>
Chief Fire Officer - M.Preece	134,349	-	-	38,692	<b>173,041</b>
Executive Director: Economy, Environment & Director of Transport and Highways	144,812	-	-	29,397	<b>174,209</b>
Director of Economy and Environment (2)	99,785	-	-	20,256	<b>120,041</b>
Executive Director: Adults Social Care and Public Health - S. Scott	-	-	-	-	-
Director of Adults Social Care (3)	144,812	-	-	29,397	<b>174,209</b>
Director of Adults social care operations (4)	9,207	-	-	1,869	<b>11,076</b>
Director of Quality, Performance & Strategy (5)	41,845	-	-	8,495	<b>50,340</b>
Director of Public Health	101,330	-	-	14,571	<b>115,901</b>
Director of Integration (6)	58,673	-	-	8,604	<b>67,277</b>
Executive Director: Children's Services (7) - C.Spencer/A.James	154,859	-	-	497	<b>155,356</b>
<i>C.Spencer</i>	149,912	-	-	-	<b>149,912</b>
<i>A.James</i>	4,947	-	-	497	<b>5,444</b>
Director of Children's Safeguarding	117,675	-	-	25,122	<b>142,797</b>
Director of Children's Partnerships (8)	106,503	-	-	20,502	<b>127,005</b>
Director of Education	110,175	-	-	22,366	<b>132,541</b>
Deputy Chief Executive and Executive director of Corporate Resources - S. Mawson	144,812	-	-	29,397	<b>174,209</b>
Director of Finance (9)	64,269	-	-	14,732	<b>79,001</b>
Director of Digital and People	110,175	-	-	22,366	<b>132,541</b>
Director of Strategic Planning, Performance & Change and Monitoring Officer	106,713	-	-	21,663	<b>128,376</b>
	<b>1,836,908</b>	-	-	<b>316,421</b>	<b>2,153,329</b>

- 1 The Chief Executive works 29.6 hours per week, the full time equivalent for this post is £181,337
- 2 The Director of Economy and Environment is a new role for 2022/23 financial year and was filled from 01/11/2022 via a Secondment. The cost of that secondment for the period was £55,467
- 3 The Director of Adults social care left the post on 05/05/2022, and this position was then removed. The full year equivalent for this post is £112,302
- 4 The Director of Adults social care operations is a new role for 2022/23 financial year and was filled from 31/10/2022. The full year equivalent for this post is £120,816
- 5 The Director of Quality, Assurance and Strategy is a new role for 2022/23 financial year and was filled from 31/10/2022. The full year equivalent for this post is £120,816
- 6 The Director of Integration is an employee of Gloucestershire Clinical Group and Gloucestershire County Council is liable for half of the costs associated with this role.
- 7 The Executive Director of Children's Services left on 05/05/2023, and there was a handover period to the new postholder from 01/01/2023. The new postholder was paid above their normal role for the handover, from 01/01/2023 to 31/03/2023. This additional cost is included in the costs shown above, with a breakdown of cost per postholder shown below the total for the role.
- 8 The Director of Children's Partnerships started flexible retirement on the 01/03/2023, working 22.2 hours per week. The full time equivalent for this post is £132,540.
- 9 The Director of Finance was on sabbatical from 01/04/2022 til 31/08/2023. The full year equivalent for this post is £135,430. The Sabbatical period was covered by an interim which cost £90,240 for the period 01/04/2022 til 31/08/2023.

The numbers within the bandings include the total remuneration (excluding employer's pension contributions) of the senior officers disclosed individually in the previous tables.

Salaries for teachers in Academy, Foundation and Voluntary Aided schools have not been included.

Under regulations, the Council is required to show the number of employees whose remuneration exceeded £50,000 (excluding employer's pension contributions) and this is shown in the table below.

The table reflects the total remuneration, including compensation for loss of office (redundancy), received by employees as at 31<sup>st</sup> March 2023, not just an employee's gross salary.

Remuneration band	Total Number of Employees			
	2021/22		2022/23	
	Schools	Non-Schools	Schools	Non-Schools
£50,000 - £54,999	63	79	66	94
£55,000 - £59,999	56	29	47	50
£60,000 - £64,999	41	39	38	33
£65,000 - £69,999	14	16	23	23
£70,000 - £74,999	19	19	19	9
£75,000 - £79,999	11	5	8	15
£80,000 - £84,999	1	4	6	6
£85,000 - £89,999	2	1	-	4
£90,000 - £94,999	1	2	3	1
£95,000 - £99,999	-	2	-	2
£100,000 - £104,999	-	2	-	2
£105,000 - £109,999	-	1	-	2
£110,000 - £114,999	-	1	1	2
£115,000 - £119,999	-	-	-	-
£120,000 - £124,999	-	-	-	1
£125,000 - £129,999	1	-	-	-
£130,000 - £134,999	-	1	-	3
£135,000 - £139,999	-	1	-	-
£140,000 - £144,999	-	3	-	3
£145,000 - £149,999	-	2	-	2
<b>Total</b>	<b>209</b>	<b>207</b>	<b>211</b>	<b>252</b>

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

**2021/22**

<b>Exit package cost band (including special payments)</b>	<b>Number of compulsory redundancies</b>	<b>Number of other departures agreed</b>	<b>Total number of exit packages by cost band</b>	<b>Total cost of exit packages in each band £</b>
£0 - £20,000	25	52	77	531,970
£20,001 - £40,000	2	6	8	203,184
£40,001 - £60,000	1	1	2	82,876
£60,001 - £80,000	-	1	1	63,439
£80,001 - £100,000	-	-	-	-
£100,001 - £150,000	1	-	1	114,611
£150,001 - £200,000	-	-	-	-
<b>Total</b>	<b>29</b>	<b>60</b>	<b>89</b>	<b>996,080</b>

**2022/23**

<b>Exit package cost band (including special payments)</b>	<b>Number of compulsory redundancies</b>	<b>Number of other departures agreed</b>	<b>Total number of exit packages by cost band</b>	<b>Total cost of exit packages in each band £</b>
£0 - £20,000	6	23	29	119,048
£20,001 - £40,000	1	1	2	58,662
£40,001 - £60,000	-	2	2	85,118
£60,001 - £80,000	-	-	-	-
£80,001 - £100,000	1	-	1	97,522
£100,001 - £150,000	-	-	-	-
£150,001 - £200,000	-	-	-	-
<b>Total</b>	<b>8</b>	<b>26</b>	<b>34</b>	<b>360,350</b>

The total cost of £341,650 in the table above includes £51,715 for exit packages that have been agreed, accrued for and charged to the Council's Comprehensive Income and Expenditure Statement in the current year.

In addition to that shown in the above table, a further £130,000 was paid to ex-agency employees during the 2022/23 financial year.

## 21. Members' Allowances

The Council is required to report the total allowances paid during the year to Council Members. Full details of the allowances paid to each individual Councillor are published on the Council's website:

[Allowances and expenses paid to Members of the Council - Gloucestershire County Council](#)

	2021/22 £'000	2022/23 £'000
Basic Allowances	561	570
Special Responsibility Allowances	305	307
Travel & Subsistence Allowances	6	4
<b>Total</b>	<b>872</b>	<b>881</b>

## 22. External Audit Costs

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

	2021/22 £'000	2022/23 £'000
Fees payable with regard to external audit services carried out by the appointed auditor for the year	81	88
Additional fees associated with external audit services	37	71
Fees payable for the certification of grant claims and returns for the year	5	10
Fees payable in respect of other services provided during the year as follows:-		
• Subscription/Licence for CFO Insights Analytical Benchmarking Software	10	-
• Fees associated with the Energy from Waste legal challenge	-	-
<b>Total</b>	<b>133</b>	<b>169</b>

The table above sets out audit fees paid in and relating to the 2022/23 financial year. The £88,406 represents the scale fee for the 2022/23 financial year and the £71,000 represents amounts paid in the 2022/23 that relate to prior year audit periods. The actual proposed audit fee for 2022/23 is £160,811. This includes additional charges that are subject to PSAA's approval.

## 23. Disclosure of Deployment of Dedicated Schools Grant (DSG)

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

Details of the deployment of DSG receivable for 2022/23 are as follows:

	Central Expenditure £'000	Individual Schools Budget £'000	Total £'000
Final DSG for 2022/23 before academy and high needs recoupment			551,139
Academy and high needs figure recouped for 2022/23			-249,384
Total DSG after academy and high needs recoupment for 2022/23			301,755
Plus: Brought forward from 2021/22			-
Less: Carry forward to 2023/24 agreed in advance			-
Agreed initial budgeted distribution for 22/23	105,108	196,647	301,755
In Year Adjustments	-94	-	-94
Final budget distribution for 2022/23	105,014	196,647	301,661
Less: Actual central expenditure	-116,555		-116,555
Less: Actual ISB deployed to schools		-196,647	-196,647
Plus: Local Authority contribution for 2022/23	-	-	-
In-year Deficit Carry Forward to 2023/24	-11,541	-	-11,541
Plus Carry-forward to 2023/24 agreed in advance			-
Carry-forward to 2023/24			-
DSG unusable reserve at the end of 2021/22			-17,043
Addition to DSG unusable reserve at the end of 2022/23			-11,541
Total of DSG unusable reserve at the end of 2022/23			<b>-28,584</b>
<b>Net DSG position as end of 2022/23</b>			<b>-28,584</b>

## 24. Grant Income

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

<b>Credited to Taxation and Non Specific Grant Income</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>
National Non Domestic Rates Retained Income	-8,979	-22,395
Top Up Grant	-54,236	-54,236
Non Service Related Grants	-109,004	-95,688
Fire Pensions Top Up Grant	-3,983	-4,042
<b>Total</b>	<b>-176,202</b>	<b>-176,361</b>

<b>Revenue Grants Credited to Services</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>
Department for Work & Pensions - Workstep Grant	-3,425	-9,555
Department for Children's Schools & Families Grants	-26,978	-37,768
Department for Education Grants - DSG	-286,942	-301,661
Department of Health Grants	-22,433	-1,865
Community & Local Government Grants	-7,099	-6,828
Youth Justice Board Grant	-625	-675
Young Peoples Learning Agency Grants	-1,446	-1,430
Other Grants	-11,362	-14,241
Skills Funding Agency	-2,623	-3,570
Department for Environment, Food & Rural Affairs	-26	-4
<b>Total</b>	<b>-362,959</b>	<b>-377,597</b>

<b>Capital Grants and Contributions credited to Comprehensive Income &amp; Expenditure Account</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>
Department for Communities and Local Government Grants	-6,842	-6,842
Department for Education Grants	-6,593	-18,532
Department for Transport Grants	-41,592	-28,138
Department for Levelling Up, Homes and Communities Grants	-806	-4,352
Homes England Grants	-12,872	-15,262
National Highways	-5,000	0
Sustrans Cycle Grant	0	-1,000
Local Enterprise Partnership - Growth Fund Grant	-11,164	-1,326
NHS Contributions	-105	-1,131
Contributions from other Local Authorities	-516	-4,170
Other Grants and Contributions	-287	-402
Developer Contributions	-2,346	-4,991
Accountable Body	22,612	0
Severn View Academy	-3,541	0
	<b>-69,052</b>	<b>-86,146</b>

<b>Capital Grants Receipts in Advance</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>
Government Grants	-	-8,824
Non Government Contributions for Capital purposes	-44,906	-48,506
Accountable body	-8,712	-7,534
<b>Total</b>	<b>-53,618</b>	<b>-64,864</b>



## 25. Related Parties

The Council is required to disclose material transactions with related parties, that is 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. Note 19 also provides more information on the Council's partnership working with other organisations including Gloucestershire Clinical Commissioning Group and Herefordshire Council.

### Central Government

Central Government has effective control over the general operations of the Council – it is responsible for providing the statutory framework within which the Council operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties. Grants received from Government departments together with Grant receipts outstanding at 31st March 2023 are shown in Note 24.

In accordance with specific grant conditions, the Council confirms that it received a Big Lottery Fund and ESF Building Better Opportunities Grant totalling £487,834 in 2016/17. Total expenditure incurred against this grant totalled £27,401 in 2021/22. However, as a result of an advance payment being received Big Lottery Fund and ESF and the end of the delivery stage of the project, there has been an impact on expenditure which has given rise to a surplus of £32,728 in 2022/23. The balance of £82,942 is included within the revenue grants receipts in advance section on the balance sheet. It is anticipated that these funds will be fully expended by the end of the project.

### Members

Members of the Council have direct control over the Council's financial and operating policies. The total of members' allowances paid in 2022/23 is shown in Note 21. Details of all member interests are recorded in the Register of Members' Interest, open to public inspection at Shire Hall during office hours or on the Council website. In 2022/23 there were transactions for £25,820 made to interests of Members of the Council.

### Other Public Bodies (subject to common control by Central Government)

The Gloucestershire Local Government Pension Scheme is a related party of Gloucestershire County Council due to the Council being the administering body of the scheme and by virtue of the Pension Committee including 8 Council Members out of the 9 Committee members. The Committee is supported by Council staff who may be subject to influence from Council Members. The Pension Fund's "in-house" surplus cash balances are held in the Pensions Fund's own bank account or money market funds. The Council administers the Pension Fund's named accounts within its Treasury Management department. A total average balance of £9.33 million (£27.76 million in 2021/22) was held in the Pension Fund accounts for 2022/23 gaining interest of £0.21 million. (£0.007 million in 2021/22). The Council charged £2.72 million (£2.30 million in 2021/22) for administering the Pension Fund.

There is a contractual arrangement between the Council and Gloucestershire Care Partnership Limited (GCP) for the provision of places in care homes for older people, which involves sub-contracting it's obligations to Order of St John Care Trust (OSJ) and Bedford Pilgrims Housing Association (BPHA).

The Council is entitled to appoint one independent trustee to the Board of GCP and under the Articles of Association the Council must always have less than 20% of the voting rights.

Current provision under the arrangement is managed under a commercial contract. Future development of care facilities is managed by an Estates Committee, comprising an equal number of representatives from each party.

In 2022/23 payments of £14.2 million (£14.4 million in 2021/22) were made to the Order of St John Care Trust in relation to this contract. £0.25 million was outstanding at the year end (£1.5 million in 2021/22). The amount outstanding has significantly reduced due to a change in procedures which means the March payment is now paid within the actual financial year. Therefore a much reduced creditor is required. Furthermore, 4 homes were also closed in 2022/23 reducing the overall payments to OSJ in comparison with 2021/22.

## 26. Capital Expenditure and Capital Financing

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

	2021/22 £'000	2022/23 £'000
<b>Opening Capital Financing Requirement</b>	454,395	457,553
Property, Plant and Equipment	81,190	88,414
Revenue Expenditure Funded from Capital under Statute	38,823	35,330
<b>Total to Finance</b>	<b>120,013</b>	<b>123,744</b>
<b>Sources of finance</b>		
Capital Receipts	-11,277	-7,132
Capital Fund & other Earmarked Reserves	-4,566	-2,481
Government Grants and other Contributions	-88,080	-92,961
Borrowing	-14,387	-19,984
Direct Revenue Contributions	-4,187	-3,670
	<b>-122,497</b>	<b>-126,228</b>
Internal Borrowing	14,387	19,984
Minimum Revenue Provision (MRP)	-8,745	-9,048
<b>Total revenue provision</b>	<b>5,642</b>	<b>10,936</b>
<b>Closing Capital Financing Requirement</b>	<b>457,553</b>	<b>466,005</b>
<b>Explanation of movements in year</b>		
Increase/decrease (-) in underlying need to borrowing	3,158	8,451
<b>Increase/Decrease (-) in Capital Financing Requirement</b>	<b>3,158</b>	<b>8,451</b>

## 27. Leases

The Council accounts for leases in accordance with its Statement of Accounting Policies

### Council as Lessee

#### Finance Leases

Other than those schemes undertaken through the Private Finance Initiative as reported in Note 28, there were no further finance leases identified by the Council during 2022/23.

#### Operating Leases

The Council has entered into operating leases to acquire the use of both property and vehicles. The future commitments due under non-cancellable leases in future years are:

	Expiry date of lease		
	Within 1 year	After 1 year but less than 5 years	After more than 5 years
	£'000	£'000	£'000
<b>2021/22</b>			
Property	499	1,277	1,754
Vehicles	113	31	-
<b>Total</b>	<b>612</b>	<b>1,308</b>	<b>1,754</b>
<b>2022/23</b>			
Property	562	1,679	2,601
Vehicles	156	98	-
<b>Total</b>	<b>718</b>	<b>1,777</b>	<b>2,601</b>

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

	2021/22 £'000	2022/23 £'000
Property	512	592
Vehicles	130	145
<b>Total</b>	<b>642</b>	<b>737</b>

## Council as Lessor

### Finance Leases (IAS 17)

The Council has looked at all leases (including those that terminated at 31st March 2023) where it is the lessor (landlord), to establish the correct classification under IFRS.

There were no finance leases identified to be included on the balance sheet.

### Operating Leases

The Council leases out property under operating leases for purposes that include the provision of community services, care homes for older people and county farms for new starters in agriculture.

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

	Expiry date of lease		
	Within 1 year	After 1 year but less than 5 years	After more than 5 years
	£'000	£'000	£'000
<b>2021/22</b>			
Property	1,356	1,705	7,051
<b>Total</b>	<b>1,356</b>	<b>1,705</b>	<b>7,051</b>
<b>2022/23</b>			
Property	1,071	1,686	6,631
<b>Total</b>	<b>1,071</b>	<b>1,686</b>	<b>6,631</b>

The income relating to the minimum lease payments credited to Services in the Comprehensive Income and Expenditure Statement during the year was:

	2021/22 £'000	2022/23 £'000
Property	1,968	1,514
<b>Total</b>	<b>1,968</b>	<b>1,514</b>

The minimum lease payments receivable do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews.

## 28. Private Finance Initiatives and Similar Contracts

### Fire Service Joint Training Centre PFI Scheme

2022/23 was the twentieth year of a twenty-five year PFI contract for the design, build, financing and operation of a Joint Training facility in Avonmouth. The scheme is a joint PFI venture with Avon Fire Authority and Devon & Somerset Fire Authority whereby a significant proportion of the training required by the three services is provided at this facility.

### Property, Plant and Equipment

The Council's share of the assets used to provide services at the Joint Training Centre are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 3.

### Payments

The Council makes an agreed payment each year which is increased annually by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year but which is otherwise fixed.

Payments remaining to be made under the PFI contract at 31<sup>st</sup> March 2023 (excluding any estimation of inflation and availability/performance deductions) are as follows:

2021/22		2022/23			
		Payment for Services £'000	Reimbursement of Capital Expenditure £'000	Interest £'000	Total £'000
£'000					
796	Paid in 2022/23	618	117	81	816
	Outstanding undischarged contract obligations:				
816	Payable within one year	630	135	70	835
3,467	Payable within two to five years	2,746	656	150	3,552
921	Payable within six to ten years	-	-	-	-
5,204	Total	3,376	791	220	4,387

Although the payments made to the contractor are described as unitary payments, they have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred and interest payable whilst the capital expenditure remains to be reimbursed. The liability outstanding to pay the liability to the contractor for capital expenditure incurred is as follows:

	2021/22 £'000	2022/23 £'000
Balance outstanding at start of year	1,010	907
Payments during the year	-103	-117
<b>Balance outstanding at year-end</b>	<b>907</b>	<b>790</b>

The asset value held as at the 31<sup>st</sup> March each year were:

	2021/22 £'000	2022/23 £'000
Opening Net Book Value	967	1,328
Depreciation	-198	-222
Revaluations	547	661
Additions	12	7
<b>Balance</b>	<b>1,328</b>	<b>1,774</b>

### Fire Service Stations PFI Scheme

The building of four new Community Fire Stations, as well as a Life Skills Centre (SkillZONE) in Gloucestershire took place during 2011/12 and 2012/13. The PFI scheme runs for twenty-five and a quarter years to June 2037 and the fire stations become the property of the Fire & Rescue Service at the end of the contract agreement. Each station includes community facilities that can be hired by local groups and organisations. The SkillZONE centre in Gloucester is an educational facility aimed at teaching key safety messages to different parts of the community.

### Property, Plant and Equipment

The Council's assets used to provide services at the Fire Stations and Life Skills Centre are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 3.

### Payments

The Council makes an agreed payment each year which is increased annually by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year but which is otherwise fixed.

Payments remaining to be made under the PFI contract at 31<sup>st</sup> March 2023 (including an estimation of inflation and excluding estimations of availability/performance deductions) are as follows:

2021/22		2022/23		Interest £'000	Total £'000
	Payment for Services £'000	Reimbursement of Capital Expenditure £'000			
£'000					
<b>3,911</b>	<b>Paid in 2022/23</b>	<b>1,833</b>	<b>738</b>	<b>1,437</b>	<b>4,008</b>
	<b>Outstanding undischarged contract obligations:</b>				
4,008	Payable within one year	2,224	513	1,371	4,108
17,060	Payable within two to five years	9,651	2,965	4,870	17,486
23,837	Payable within six to ten years	15,070	4,821	4,542	24,433
26,969	Payable within eleven to fifteen years	14,367	7,151	1,772	23,290
1,452	Payable within sixteen to twenty years	-	-	-	-
<b>73,326</b>	<b>Total</b>	<b>41,312</b>	<b>15,450</b>	<b>12,555</b>	<b>69,317</b>

Although the payments made to the contractor are described as unitary payments, they have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred and interest payable whilst the capital expenditure remains to be reimbursed. The liability outstanding to pay the liability to the contractor for capital expenditure incurred is as follows:

	2021/22 £'000	2022/23 £'000
Balance outstanding at start of year	16,677	16,188
Payments during the year	-489	-738
<b>Balance outstanding at year-end</b>	<b>16,188</b>	<b>15,450</b>

The asset value held as at the 31<sup>st</sup> March each year were:

	2021/22 £'000	2022/23 £'000
Opening Net Book Value	28,619	34,391
Depreciation	-1,758	-2,272
Additions	286	79
Revaluations	7,244	-73
<b>Closing Balance</b>	<b>34,391</b>	<b>32,125</b>

### Energy from Waste Facility

A service concession arrangement involves the grantor conveying to the operator for the period of the concession the right to provide services that give the public access to major economic and social facilities. They are arrangements whereby a public body grants contracts for the supply of public services, such as roads, to private operators. In practice, service concessions typically last for twenty five to thirty years or more and have complicated fact patterns.

In September 2012 a contract for the treatment of residual waste was awarded to Urbaser Balfour Beatty (UBB) to design, build, finance and operate an energy from waste (EfW) facility on behalf of the Council located at Javelin Park, near Gloucester. Following planning delays, the contract finally received permission in July 2015, and in January 2016 the existing contract with UBB was revised to take account of an updated project plan.

From October 2019 the facility became operational and at this point it is recognised on the Council's Balance Sheet. The contract period is for 25 years starting from the operational date with the option to extend by 5 years.

Under the contract the Council is required to ensure that all waste for disposal from the district councils within Gloucestershire is delivered to the contractor, who will take on the responsibility for recycling or recovering energy from the waste stream.

### Property, Plant and Equipment

The Council's assets used to provide services at the Energy from Waste facility are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 3.

### Payments

The Council makes an agreed payment each year based on the tonnage of waste processed which is increased annually by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year. Payments remaining to be made under the contract arrangements at 31<sup>st</sup> March 2023 (including an estimation of tonnage, inflation and excluding estimations of availability/performance deductions) are as follows:

2021/22		2022/23		Interest £'000	Total £'000
		Payment for Services £'000	Reimbursement of Capital Expenditure £'000		
£'000					
<b>21,569</b>	<b>Paid in 2022/23</b>	6,808	612	14,387	<b>21,807</b>
<b>Outstanding undischarged contract obligations:</b>					
21,807	Payable within one year	7,130	620	14,265	22,015
66,552	Payable within two to five years	22,960	2,075	42,052	67,087
114,460	Payable within six to ten years	43,441	5,050	67,020	115,511
121,019	Payable within eleven to fifteen years	50,001	12,142	60,447	122,590
129,523	Payable within sixteen to twenty years	59,290	28,386	43,660	131,336
97,189	Payable within twenty one to twenty five years	29,978	29,911	10,315	70,204
<b>550,550</b>	<b>Total</b>	<b>212,800</b>	<b>78,184</b>	<b>237,759</b>	<b>528,743</b>

Although the payments made to the contractor are described as unitary payments, they have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred and interest payable whilst the capital expenditure remains to be reimbursed. The liability outstanding to pay the liability to the contractor for capital expenditure incurred is as follows:

	2021/22 £'000	2022/23 £'000
Balance outstanding at start of year	79,382	78,796
Balance outstanding at date of recognition	-	-
Payments during the year	-586	-612
Balance outstanding at year-end	<b>78,796</b>	<b>78,184</b>

The deferred revenue value held as at the 31<sup>st</sup> March each year were:

	2021/22 £'000	2022/23 £'000
Balance outstanding at start of year	59,631	57,146
Balance outstanding at date of recognition	-	-
Amortisation	-2,485	-2,484
<b>Closing Balance</b>	<b>57,146</b>	<b>54,662</b>

The asset value held as at the 31<sup>st</sup> March each year were:

	2021/22 £'000	2022/23 £'000
Opening Net Book Value at start of year	163,831	188,193
Opening Net Book Value at recognition	-	-
Depreciation	-7,759	-8,090
Additions	650	886
Revaluations	31,471	17,449
<b>Closing Balance</b>	<b>188,193</b>	<b>198,438</b>

### Arrangements that contain a lease

The Council have examined arrangements that could contain a lease. This is where "a transaction does not take the legal form of a lease but conveys the right to use an asset in return for payment". None were identified.

## **29. Impairment Losses - Capital**

Adjustment for impairment has not been considered necessary in respect of decline in value due to obsolescence or physical damage, or a commitment by the Council to undertake a significant reorganisation or due to a significant adverse change in the statutory or other regulatory environment in which the Council operates.

## **30. Termination Benefits**

The Council terminated the contracts of a number of employees in 2022/23, incurring liabilities of £0.360 million (£0.996 million in 2021/22). Note 20 provides details of the number of exit packages and total cost per band.

## **31. Pensions 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 provides teachers with specified benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salaries.

The Scheme is a multi employer defined benefit scheme. The Scheme is unfunded and the Department for Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local authorities. The Council is not able to identify its share of 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 2022/23, the Council paid £21.28 million to the Teachers' Pensions Agency (TPA) in respect of teachers' retirement benefits, at 23.68% of pensionable pay from 1st April 2022 to the 31st March 2023. The figures for 2021/22, the Council paid £21.41 million, at 23.68% of pensionable pay from 1st April 2021 to 31st March 2022. There were no contributions remaining payable at year-end.

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the teachers' scheme. These costs are accounted for on a defined benefit basis, and fully accrued in the pensions liability. Detail can be found in Note 32.

Under the new arrangements for Public Health, staff performing public health functions who were compulsorily transferred from the PCTs to local authorities and who had access to the NHS Pension Scheme on 31<sup>st</sup> March 2013 retained access to that Scheme on transfer at 1<sup>st</sup> April 2013.

The NHS pension scheme is an unfunded, defined benefit scheme and it is a multi-employer defined benefit scheme. In the NHS, the scheme is accounted for as if it were a defined contribution scheme. The Council is not able to identify its share of 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.



## 32. Defined Benefit Pension Schemes

### Participation in Pension Schemes

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

The Council participates in several post employment schemes:

- The Local Government Pension Scheme, administered locally by Gloucestershire County Council – this is a funded defined benefit Career Average Revalued Earnings scheme (CARE) , meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pensions liabilities with investment assets.
- Arrangements for the award of discretionary post retirement benefits upon early retirement – this is an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made. However, there are no investment assets built up to meet these pensions liabilities, and cash has to be generated to meet actual pensions payments as they eventually fall due.
- The Council also participates in the unfunded Firefighters Pension Scheme and these are disclosed separately within these accounts.

The Gloucestershire pension scheme is operated under the regulatory framework for the Local Government Pension Scheme and the governance of the scheme is the responsibility of the pensions committee. Policy is determined in accordance with the Pensions Fund Regulations. The investment managers of the fund are appointed by the pensions committee.

The principal risks to the Council of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to the scheme (i.e. large-scale withdrawals from the scheme), changes to inflation, bond yields and the performance of the equity investments held by the scheme. These are mitigated to a certain extent by the statutory requirements to charge to the General Fund the amounts required by statute as described in the accounting policies note.

In 2020/21 the Council made an up-front payment of £10 million to the Local Government Pension Scheme towards the deficit contributions relating to 2020/21, 2021/22 and 2022/23. This was made following actuarial advice and discounted cashflow calculations indicated that the rate of return on this investment was beneficial and represented value for money for the Council.

The effect of the payment is a reduction in the net defined pension liability in the year of payment. As a result of this there is a difference between the value of the Pensions Reserve and the Pension Liability held on the Balance Sheet as per the following:-

	2022/23
	£m
<b>Balance of liability on the Pensions Reserve</b>	<b>3.334</b>
2022/23 Payment	-3.334
<b>Balance on the Pension Liability</b>	<b>-</b>

### Transactions Relating to Post-employment Benefits

The Council 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 the Council is required to make against Council Tax is based on the cash payable in the year, so the real cost of post employment/retirement benefits is reversed out of the General Fund via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and the General Fund Balance via the Movement in Reserves Statement during the year:

Comprehensive Income and Expenditure Statement	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2021/22	2022/23	2021/22	2022/23
	£'000	£'000	£'000	£'000
Cost of Services:				
Service Cost Comprising:				
Current service cost	82,569	81,051	5,000	4,200
Past service costs	267	221	-	200
Losses / Gains (-) on settlements	-1,034	-771	-	-
Financing and Investment Income and Expenditure				
Net interest on the defined pension liability	12,841	13,065	5,600	7,100
<b>Total Post Employment Benefits Charged to the Surplus or Deficit on the Provision of Services</b>	<b>94,643</b>	<b>93,566</b>	<b>10,600</b>	<b>11,500</b>
Other Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2021/22	2022/23	2021/22	2022/23
	£'000	£'000	£'000	£'000
Remeasurement of the net defined benefit liability comprising:				
Return on plan assets (excluding the amount charged in the net interest expense)	67,839	-67,074	-	-
Actuarial gains and losses arising on changes in demographic assumptions	10,014	18,516	2,800	3,100
Actuarial gains and losses arising on changes in financial assumptions	132,133	705,635	16,600	88,700
Other experience	-1,872	-135,742	-1,300	-11,300
<b>Total Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement</b>	<b>208,114</b>	<b>521,335</b>	<b>18,100</b>	<b>80,500</b>

	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2021/22 £'000	2022/23 £'000	2021/22 £'000	2022/23 £'000
<b>Movement in Reserves Statement</b>				
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the Code	-53,274	-51,969	1,300	2,300
	<b>-53,274</b>	<b>-51,969</b>	<b>1,300</b>	<b>2,300</b>

**Actual amount charged against the General Fund Balance for pensions in the year:**

Employers' contributions payable for unfunded teachers scheme & LGPS benefits (discretionary)	39,732	41,568	6,100	6,700
Employers' contributions payable to scheme for unfunded LGPS benefits (Discretionary)	3,903	3,795	-	-
<b>Total employers contributions</b>	<b>43,635</b>	<b>45,363</b>	<b>6,100</b>	<b>6,700</b>
Firefighters pension and lump sum benefit payments			7,854	8,093

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

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

	Local Government Pension Scheme - Funded		Local Government Pension Scheme	
	2021/22 £'000	2022/23 £'000	2021/22 £'000	2022/23 £'000
Present value of the defined benefit obligation	-1,891,639	-1,397,685	-49,082	-40,990
Fair value of plan assets	1,473,868	1,444,954	-	-
Other movements in the liability (asset)	-	-	-	-
<b>Net liability arising from defined benefit obligation</b>	<b>-417,771</b>	<b>47,269</b>	<b>-49,082</b>	<b>-40,990</b>
			<b>Unfunded - Firefighters' Pension Scheme</b>	
			<b>2021/22 £'000</b>	<b>2022/23 £'000</b>
Present value of the defined benefit obligation			-265,500	-189,800
Fair value of plan assets			-	-
Other movements in the liability (asset)			-	-
<b>Net liability arising from defined benefit obligation</b>			<b>-265,500</b>	<b>-189,800</b>

# **Reconciliation of the Movements in the Fair Value of Scheme (Plan) Assets:**

	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme*	
	2021/22 £'000	2022/23 £'000	2021/22 £'000	2022/23 £'000
Opening fair value of scheme assets	1,376,841	1,473,868	-	-
Interest Income	27,528	39,809	-	-
Remeasurement Gain / Loss (-):			-	-
The return on plan assets, excluding the amount included in the net interest expense	67,839	-71,973	-	-
The effect of changes in foreign exchange rates	-	-	-	-
Contributions from employer	43,635	45,363	6,300	6,700
Contributions from employees into the scheme	9,703	10,571	1,400	1,100
Benefits paid	-46,974	-48,077	-7,700	-7,800
Benefits paid for unfunded LGPS benefits (Discretionary)	-3,903	-3,795	-	-
Assets distributed on settlement	-801	-812	-	-
<b>Closing fair value of scheme assets</b>	<b>1,473,868</b>	<b>1,444,954</b>	<b>-</b>	<b>-</b>

\*figures moved to address prior year misclassification

# **Reconciliation of Present Value of the Scheme Liabilities (Defined Benefit Obligation):**

	Funded liabilities: Local Government Pension Scheme		Unfunded liabilities: Firefighters' Pension Scheme	
	2021/22 £'000	2022/23 £'000	2021/22 £'000	2022/23 £'000
Opening balance at 1 <sup>st</sup> April	-2,000,800	-1,940,721	-279,300	-265,500
Current service cost	-82,569	-81,051	-5,000	-4,200
Interest cost	-40,369	-52,874	-5,600	-7,100
Contributions from scheme participants	-9,703	-10,571	-1,400	-1,100
Remeasurement Losses / Gains (-):				
Actuarial gains/losses arising from changes in demographic assumptions	10,014	18,516	2,800	3,100
Actuarial gains/losses arising from changes in financial assumptions	132,133	705,635	16,600	88,700
Expected 2023 pension increase order	-	-	-	-8,500
Other experience	-1,872	-130,843	-1,300	-2,800
Past service costs (Including curtailments)	-267	-221	-	-200
Liabilities assumed on entity combinations			-	
Benefits paid	46,974	48,077	7,700	7,800
Benefits paid for unfunded teachers scheme & LGPS benefits (Discretionary)	3,903	3,795	-	-
Liabilities extinguished on settlements, where relevant	1,835	1,583	-	-
<b>Closing balance at 31<sup>st</sup> March</b>	<b>-1,940,721</b>	<b>-1,438,675</b>	<b>-265,500</b>	<b>-189,800</b>

**Local Government Pension Scheme assets comprised:**

	2021/22		TOTAL	2022/23		TOTAL
	Quoted prices in active markets £'000	Quoted prices not in active markets £'000		Quoted prices in active markets £'000	Quoted prices not in active markets £'000	
Cash and cash equivalents	19,634	-	<b>19,634</b>	13,828	-	<b>13,828</b>
Equity Instruments	-	-	-	-	-	-
Bonds by Sector:						
Corporate (investment grade)	-	-	-	-	-	-
Corporate (non-investment grade)	-	-	-	-	-	-
UK Government	-	-	-	-	-	-
Other	-	-	-	-	-	-
Sub-total bonds	-	-	-	-	-	-
Real Estate:						
UK Property	61,364	42,761	<b>104,125</b>	50,665	45,867	<b>96,532</b>
Overseas Property	-	10,259	<b>10,259</b>	-	25,248	<b>25,248</b>
Sub-total real estate	<b>61,364</b>	<b>53,020</b>	<b>114,384</b>	<b>50,665</b>	<b>71,115</b>	<b>121,780</b>
Private equity:						
All	-	16,072	<b>16,072</b>	-	27,498	<b>27,498</b>
Investment Funds and Unit Trusts:						
Equities	-	1,002,282	<b>1,002,282</b>	-	924,626	<b>924,626</b>
Bonds	94,134	177,479	<b>271,613</b>	92,385	155,788	<b>248,173</b>
Infrastructure	-	14,838	<b>14,838</b>	-	51,591	<b>51,591</b>
Other	-	35,045	<b>35,045</b>	-	57,459	<b>57,459</b>
Sub-total investments funds and Unit Trusts	<b>94,134</b>	<b>1,229,644</b>	<b>1,323,778</b>	<b>92,385</b>	<b>1,189,464</b>	<b>1,281,849</b>
Derivatives:						
Forward foreign exchange contracts	-	-	-	-	-	-
Other	-	-	-	-	-	-
Sub-total derivatives	-	-	-	-	-	-
<b>Total Assets</b>	<b>175,132</b>	<b>1,298,736</b>	<b>1,473,868</b>	<b>156,878</b>	<b>1,288,077</b>	<b>1,444,955</b>

	Fair Value of Scheme	
	2021/22 £'000	2022/23 £'000
Equity Instruments by Company size:-:		
FTSE 100	-	-
FTSE 250	-	-
Pooled UK Smaller Companies	-	-
Sub-total equity instruments	-	-

## 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 dependent on assumptions about mortality rates, salary levels, etc. Both the Local Government Pension Scheme and Firefighters' Pension Schemes liabilities have been assessed by Hymans Robertson, an independent firm of actuaries, estimates for the County Council Fund being based on the latest full valuation of the scheme as at 1<sup>st</sup> April 2019. The significant assumptions used by the actuary have been:

	Local Government Pension Scheme		Unfunded liabilities: Firefighters' Pension Schemes	
	2021/22	2022/23	2021/22	2022/23
Mortality assumptions:				
Longevity (yrs) at 65 (60 for Fire) for current pensioners:				
Men	21.7	<b>21.6</b>	26.3	<b>25.9</b>
Women	24.1	<b>24.4</b>	28.7	<b>28.5</b>
Longevity (yrs) at 65 (60 for Fire) for future pensioners:				
(Figures assume members aged 45 as at 31.03.13 for the LGPS and as at 31.03.14 for Fire)				
Men	22.6	<b>22.3</b>	27.7	<b>27.3</b>
Women	25.8	<b>25.7</b>	30.1	<b>29.8</b>
Rate of Inflation	3.70%	<b>3.20%</b>	3.65%	<b>3.20%</b>
Rate of increase in salaries	3.50%	<b>3.45%</b>	3.65%	<b>3.20%</b>
Rate of increase in pensions **	3.20%	<b>2.95%</b>	3.20%	<b>2.95%</b>
Rate for discounting scheme liabilities #	2.70%	<b>4.75%</b>	2.70%	<b>4.75%</b>

\*\* Pension increases are assumed to be 0.5% p.a. less than market derived RPI.

# Under IAS19 requirements the long-term expected rate of return on all asset types is the discount rate.

The basis of the annual IAS19 actuarial valuation is undertaken on an agreed roll forward methodology of the Council's share of assets and liabilities from the latest valuation date, which was 31<sup>st</sup> March 2019. This is then adjusted for as required for future investment returns and employee benefits accordingly. This generally excepted estimation technique could result in potential variations from actual fund levels of up to 2% or 3% per annum.

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 other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice, this is unlikely to occur, and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit 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.

## Sensitivity Analysis

Change in assumptions at 31 March 2023	Approximate Increase %	Approximate monetary amount £'000
<b>Local Government Pension Scheme - Increase to Employer Liability</b>		
0.5% decrease in Real Discount Rate	2%	23,841
1 year increase in member life expectancy	4%	57,547
0.5% increase in the Salary Increase Rate	0%	2,238
0.5% increase in the Pension Increase Rate (CPI)	2%	21,965

### Fire Fighters Pension Scheme - Increase to Employer Liability

0.5% decrease in Real Discount Rate	9%	17,054
1 year increase in member life expectancy	3%	5,696
0.5% increase in the Salary Increase Rate	0%	604
0.5% increase in the Pension Increase Rate (CPI)	8%	14,793

### Fire Fighters Pension Scheme - Increase to Projected Current Service Cost

0.5% decrease in real Discount Rate	32%	444
1 year increase in member life expectancy	3%	42
0.5% increase in the Salary Increase Rate	0%	-
0.5% increase in the Pension Increase Rate (CPI)	14%	192

## Impact on the Authority's Cash Flows

The objectives of the scheme are to keep employers' contributions at a constant a rate as possible. The County Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 20 years. Funding levels are monitored on an annual basis. A triennial valuation was undertaken on 31 March 2019. The Public Service Pensions Act 2013 provided 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 in relation to service after 31st March 2014 for the Local Government Pension Scheme or service after 31st March 2015 for other main existing public service pension schemes in England and Wales.

The Council expects to pay £44.8m in contributions to the LGPS scheme and £2.6m for the Fire scheme in 2022/23.

The weighted average duration of the defined benefit obligation for scheme members:

		Duration 2021/22	Duration 2022/23
LGPS	Duration as at previous formal valuation - 31.03.19	19.0	17.0
Fire	Updated duration effective as at previous formal valuation - 31.03.20	17.7	17.7
Fire - Injury	Updated duration effective as at previous formal valuation - 31.03.20	20.4	20.4

### 33. Contingent Liabilities

Contingent liabilities are disclosed by way of a note when there is a possible obligation which may require a payment or a transfer of economic benefits.

#### Pension Guarantees

The Council has guaranteed to cover the liabilities associated with the pensions of ex-employees following the transfers of council services to external bodies. These arrangements are monitored and assessed to ensure that any provision for possible liabilities are made. Following this assessment it is not considered to be necessary to include any costs associated with these guarantees within the 2022/23 accounts.

#### Pyke Quarry, Oak Quarry and Fosse Cross

Work by the Council has identified a contingent liability in respect of Pyke Quarry and Oak Quarry, restored landfill sites, and Fosse Cross, a closed landfill site. At the Pyke Quarry and Oak Quarry sites there are Household Recycling Centres. Should the Council vacate these sites, Pyke Quarry would need extensive restoration, however at Oak Quarry there would be the removal of fixtures and fittings only. At Fosse Cross the Council has a budget for maintenance of the site only as it owns the land. The work for restoration of the two sites is estimated to be £0.72 million

### 34. Nature and extent of risks arising from Financial Instruments

The Council complies with CIPFA's Code of Practice on Treasury Management and Prudential Code for Capital Finance in Local Authorities, both revised in December 2021.

In line with the Treasury Management Code, the Council approves a Treasury Management Strategy before the commencement of each financial year. The Strategy sets out the parameters for the management of risks associated with financial instruments. The Council also produces Treasury Management Practices specifying the practical arrangements to be followed to manage these risks.

The Treasury Management Strategy includes an Investment Strategy in compliance with the Department for Levelling Up, Housing and Communities Guidance on Local Government Investments. This Guidance emphasises that priority is to be given to security and liquidity, rather than yield. The Council's Treasury Management Strategy and its Treasury Management Practices seek to achieve a suitable balance between risk and return or cost.

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

- Credit risk – The possibility that the counterparty to a financial asset will fail to meet its contractual obligations, causing a loss to the Council.
- Liquidity risk – The possibility that the Council might not have the cash available to make contracted payments on time.
- Market risk – The possibility that an unplanned financial loss will materialise because of changes in market variables such as interest rates or equity prices.

#### Credit Risk

The Council manages credit risk by ensuring that treasury investments are only placed with organisations of high credit quality as set out in the Treasury Management Strategy. These include commercial entities with a minimum long-term credit rating of A-, the UK government, other local authorities, and organisations without credit ratings upon which the Council has received independent investment advice. Recognising that credit ratings are imperfect predictors of default, the Council has regard to other measures including credit default swap and equity prices when selecting commercial entities for investment.

A limit of £30m is placed on the amount of money that can be invested with a single counterparty (other than the UK government), and £60m in any group of funds under the same management. The Council also sets limits on investments in certain sectors and no more than £200m in total can be invested for a period longer than one year.

Deposits are made with other local authorities, housing associations, banks, building societies and other financial institutions. The banks and financial institutions must satisfy a minimum credit rating and the Council sets limits on the amounts that can be invested in both an individual institution and also with a type of institution in total.

The table below summarises the credit risk exposures of the Council's treasury investment portfolio by credit rating and remaining time to maturity.

	31/03/2022		31/03/2023	
	Short Term £m	Long Term £m	Short Term £m	Long Term £m
Banks and Building Societies Rated A- or Higher	35.40	-	25.20	-
Unrated Local Authorities	90.30	35.00	110.60	5.00
Unrated Housing Associations	-	-	-	-
Covered Instruments	-	-	-	-
<b>Total</b>	<b>125.7</b>	<b>35.0</b>	<b>135.8</b>	<b>5.0</b>
Credit risk not applicable *:				
Money Market Funds	41.90	-	35.50	-
Cash Plus Money Market Funds	14.80	-	-	-
Pooled Funds	0.80	98.40	0.87	88.30
<b>Total</b>	<b>183.2</b>	<b>133.4</b>	<b>172.2</b>	<b>93.3</b>

\* Credit risk is not applicable to shareholdings and pooled funds where the Council has no contractual right to receive any sum of money.

In addition to treasury investments already made the Council is exposed to the risk of loss on the following contractual commitments to lend in the future:

	31/03/2022 £'000	31/03/2023 £'000
Unrated housing associations	10,000	10,000

Loss allowances on treasury investments have been calculated by reference to historic default data published by credit rating agencies multiplied by 112% (2021/22: 67%) to adjust for current and forecast economic conditions. A delay in cash flows is assumed to arise in the event of default. Investments are determined to have suffered a significant increase in credit risk where they have been downgraded by three or more credit rating notches or equivalent since initial recognition, unless they retain an investment grade credit rating. They are determined to be credit-impaired when awarded a "D" credit rating or equivalent. At 31st March 2023, £7k (2021/22: £8k) of loss allowances related to treasury investments. No adjustments have been made for this loss allowance as it is immaterial.

The Council's debtors, including any payments in advance made by the Council totalled £101.611 million as at 31st March 2023, represent a customer base with the potential for risk exposure to non-recovery of the debt. However a large proportion of the total debt relates to Government bodies and other debts which are not considered to be a risk. Therefore, in practice, the calculation of the risk exposure (bad debt provision) is confined to debtor invoices raised that are then subjected to recovery procedures. At 31st March 2023 these debts totalled £13.988 million.

Generally the recovery process commences when an invoice is 14 days overdue, with a reminder automatically being sent. The following provides an aged-debt

	2021/22 £'000	2022/23 £'000
Less than a month	-	-
One to three months	2,937	3,209
Three to six months	1,702	2,188
More than six months	6,291	8,591
	<b>10,930</b>	<b>13,988</b>



## Liquidity Risk

The Council has a comprehensive cash flow management system that seeks to ensure that cash is available as needed. If unexpected movements happen, the Council has ready access to borrowings from the money markets and the Public Works Loans Board and other local authorities, and at higher rates from banks and building societies. There is no significant risk that it will be unable to raise finance to meet its commitments. It is however exposed to the risk that it will need to refinance a

	2021/22		2022/23	
	Liabilities £'000	Assets £'000	Liabilities £'000	Assets £'000
Less than one year	42,192	183,207	43,212	172,169
Between one and two years	8,000	133,493	6,500	93,349
Between two and five years	6,500		15,000	
Between five and ten years	30,000		15,000	
Between ten and twenty years	38,968		47,958	
Between twenty and thirty years	88,260		94,269	
Between thirty and forty years	35,000		20,000	
Finance Lease Liability	95,893		94,425	
	<b>344,813</b>	<b>316,700</b>	<b>336,364</b>	<b>265,518</b>

The Council has £33.05 million (2021/22: £35.05 million) of "Lender's option, borrower's option" (LOBO) loans where the lender has the option to propose an increase in the rate payable; the Council will then have the option to accept the new rate or repay the loan without penalty. In the event that the lender exercises its option, the Council is likely to repay these loans. The maturity date is therefore uncertain, however as all these loans are under a six monthly call they are included in the "less than one year" category.

The Council holds £35.4 million (2021/22: £42.3 million) of liquid financial assets that can be withdrawn at short notice if required to meet cash outflows on financial liabilities.

## Market Risk

### Interest Rate Risk

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

- Borrowings at variable rates – the interest expense charged to the Surplus or Deficit on the Provision of Services will rise.
- Borrowings at fixed rates – the fair value of the liabilities borrowings will fall.
- Investments at variable rates – the interest income credited to the Surplus or Deficit on the Provision of Services will rise.
- Investments at fixed rates – the fair value of the assets will fall.

Investments measured at amortised cost and loans borrowed are not carried at fair value, so changes in their fair value will have no impact on the Comprehensive Income and Expenditure Statement. However, changes in interest payable and receivable on variable rate borrowings and investments will be posted to the Surplus or Deficit on the Provision of Services. Movements in the fair value of fixed rate investments measured at fair value will be reflected in Other Comprehensive Income or the Surplus or Deficit on the Provision of Services as appropriate.

The treasury management team has an active strategy for assessing interest rate exposure that feeds into the setting of the annual budget and is used to monitor the budget during the year. According to this assessment strategy, at 31st March 2023, if interest rates had been 1% higher with all other variables held constant, the financial effect would be:

	31/03/2023 £'000	31/03/2022 £'000
Increase in interest payable on variable rate borrowings	-	-
Increase in interest receivable on variable rate investments	359	476
Decrease in fair value of investments held at FVPL	723	852
<b>Impact on Surplus or Deficit on the Provision of Services</b>	<b>1,082</b>	<b>1,328</b>
Decrease in fair value of investments held at FVOCI	-	-
<b>Impact on Comprehensive Income and Expenditure</b>	<b>1,082</b>	<b>1,328</b>
Decrease in fair value of loans and investments at amortised cost*	543	1,031
Decrease in fair value of fixed rate borrowing*	27,771	38,958

\*No impact on Comprehensive Income and Expenditure

### Price Risk

The market prices of the Council's fixed rate bond investments and its units in pooled bond funds are governed by prevailing interest rates and the market risk associated with these instruments is managed alongside interest rate risk.

The Council's investment in a pooled property fund is subject to the risk of falling commercial property prices. This risk is limited by the Council's maximum principal exposure to property investments of £30m. A 5% fall in commercial property prices at 31st March 2023 would result in a £1.7 million (2021/22: £2.1 million) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

The Council's investment in pooled equity funds is subject to the risk of falling share prices. This risk is limited by the Council's maximum exposure in pooled funds of £150m. A 5% fall in share prices at 31st March 2023 would result in a £1.58m (2021/22: £1.82 million) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

The Council's investment in a real estate investment trust (REIT) is subject to the risk of falling residential property prices. This risk is limited by the Council's maximum exposure to REITs of £30m. A 5% fall in residential property prices at 31st March 2023 would result in a £0.279 million (2021/22: £0.290m) charge to Other Comprehensive Income and Expenditure which would be reflected in the Financial Instruments Revaluation Reserve.

### Foreign Exchange Risk

The Council has minimal exposure to foreign exchange rates with all conversions carried out at spot rates with minimal financial risk.

### 35. Trust Funds

At 31<sup>st</sup> March 2023 the Council administered 4 trust funds on behalf of the trustees. These funds do not represent assets of the Council and they have not been included in the Balance Sheet.

	Balance at 31 <sup>st</sup> March 2022	Income	Expenditure	Balance at 31 <sup>st</sup> March 2023
	£	£	£	£
<b>Libraries</b>				
2 trusts providing books for libraries	2,804	-	-	<b>2,804</b>
<b>Gloucestershire Heritage Trust Ltd</b>				
Preserves and renovates specific buildings and areas which are of historic interest	7,004	-	-	<b>7,004</b>
<b>Gloucestershire War Relief</b>				
The awarding of grants relating to service in the Great War	411	-	-	<b>411</b>
<b>Total</b>	<b>10,219</b>	-	-	<b>10,219</b>

### 36. Insurance

The Council arranges external insurance subject to the following excess levels: public / employer's / official's indemnity liability policies, £0.375 million.

Property Risks (Fire / lightning / explosion / earthquake / riot / civil commotion / storm / floods and escape of water damage) to all Council Properties £0.100 million excess and own accident damage to GCC vehicles £0.20 million excess. This effectively means that all but the very largest claims are self-insured.

The Insurance Fund is made up of annual premiums charged to services. The fund consists of a provision representing the estimated cost of known outstanding claims, with the remaining balance being held as a reserve to meet the cost of potential future claims.

### 37. Deferred Liabilities

The amount of deferred liabilities recorded by the Council are as follows:-

Deferred Liabilities	2021/22 £'000	2022/23 £'000
PFI Joint Fire Training Centre- Amounts held with the inqualisation fund on behalf of Avon Fire Authority and Devon & Somerset Fire Authority	1,860	1,611
Energy from Waste Contract- Deferred third party income	57,147	54,662
<b>Total</b>	<b>59,007</b>	<b>56,273</b>

### 38. Collection Fund Adjustment Account

Within Gloucestershire, precept collection of council tax and non-domestic rates for the Council is managed by the District Councils. Regulations require the Council to account for precept collection on an accruals basis. The Council is therefore required to include its share of any collection balances within the formal Statement of Accounts.

The following statement outlines the balances held as at 31<sup>st</sup> March 2022:

	Arrears after Impairment Allowance for Doubtful/Bad Debt (Debtors) £'000	Overpayments and Prepayments (Creditors) £'000	Collection Fund Surplus (-) /Deficit £'000	Cash (shown as Debtor or Creditor) £'000
Council Tax Collection	17,893	-6,467	-1,415	-10,011
Non-Domestic Rates Collection	1,355	-3,594	7,448	-5,209
<b>Total</b>	<b>19,248</b>	<b>-10,061</b>	<b>6,033</b>	<b>-15,220</b>

The following statement outlines the balances held as at 31<sup>st</sup> March 2023:

	Arrears after Impairment Allowance for Doubtful/Bad Debt (Debtors) £'000	Overpayments and Prepayments (Creditors) £'000	Collection Fund Surplus (-) /Deficit £'000	Cash (shown as Debtor or Creditor) £'000
Council Tax Collection	20,728	-7,256	-2,607	-10,865
Non-Domestic Rates Collection	1,133	-3,672	2,518	21
<b>Total</b>	<b>21,861</b>	<b>-10,928</b>	<b>-89</b>	<b>-10,844</b>

### 39. Gain/Loss on the Disposal of Non Current Assets

The reported gain/loss reported on the Comprehensive Income and Expenditure Statement includes the loss of £9.905 million following the transfer of five schools to academy status during 2022/23. Two schools converted to Academy status in 2021/22 totalling £3.321 million.

#### 40. Revenue from Contracts with Service Recipients

Following a review of fees & charges Income summarised in note 4, with the adoption of IFRS 15, the Council has identified material contractual arrangements in relation to Adult Social Care provision under deferred payments (where care users use the value of their home to help pay care home costs) and client contributions (based on an assessment of how much care users must contribute towards the cost of their care).

The following amounts were recognised as income within the Comprehensive Income and Expenditure Statement for these contracts:

	<b>2021/22</b>	<b>2022/23</b>
	<b>£'000</b>	<b>£'000</b>
Client Contributions	-30,012	-31,505
Deferred Payments	-2,018	-3,520
<b>Total Income</b>	<b>-32,030</b>	<b>-35,025</b>

There were no material arrangements identified with performance obligations, so the income has been recognised on the date the Council provided the goods or services for all contracts with service recipients. Further details of the income received by the Council through other contract arrangements are included within the fees, charges and other services income line within Note 18, Expenditure and Income Analysed by Nature.

The following amounts were included as debtors in the balance sheet for adult social care contracts with service recipients:

	<b>2021/22</b>	<b>2022/23</b>
	<b>£'000</b>	<b>£'000</b>
Client Contributions	1,741	2,580
Deferred Payments	6,043	6,460
<b>Total Income</b>	<b>7,784</b>	<b>9,040</b>

## **41. Statement of Accounting Policies**

### **Introduction**

Accounting policies are the principles, bases, conventions, rules and practices applied by the Council. They specify how the financial effects of transactions and other events are reflected in the financial statements through recognising, selecting measurement bases for, and presenting assets, liabilities, gains, losses and changes in reserves. All of the accounting policies adopted, that are material in the context of the Council's 2022/23 financial statements, are described below.

### **General Principles**

The Statement of Accounts summarises the Council's transactions for the 2022/23 financial year and its position at the year-end on 31<sup>st</sup> March 2023. The accounts have been prepared in accordance with the Code of Practice on Local Council Accounting in the United Kingdom 2022/23 issued by the Chartered Institute of Public Finance and Accountancy (CIPFA) (referred to as "the Code" in the following notes) and the Accounts and Audit Regulations 2015. The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments. These accounts are prepared on a going concern basis.

### **Accruals of Income and Expenditure**

Activity is accounted for in the year that it takes place, not simply when cash payments are made or received. The bases of recognition are as follows:

- 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 (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- When 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.
- Exceptionally, in some cases actual payments are brought into account as they arise rather than being strictly apportioned between financial years e.g. electricity and gas charges. The effect on the income and expenditure account is not material.
- Non cheque book schools are accounted for on a cash basis.

### **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 material error. Changes in accounting estimates are accounted for prospectively, i.e. in the current and future years affected by the change and do not give rise to a prior period adjustment.

Change in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting 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.

### **Basis for Redemption of Debt**

The Council has historic debt from financing a proportion of its capital investment through raising loans. In accordance with statutory requirements the Comprehensive Income and Expenditure Statement has been charged with an amount that is sufficient to redeem a specified statutory percentage of outstanding debt. The statutory figure is called the Minimum Revenue Provision (MRP). The Council charges a fixed amount per annum, following a review of the methodology, for the repayment of debt.

### **Cash and Cash Equivalents**

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are highly liquid investments that are readily converted to known amounts of cash within a short timescale, are subject to insignificant risk of changes in value and are available to meet short term cash commitments. Those investments that will mature within three months from the date of acquisition are treated as cash equivalents, however, those held for strategic purposes are treated as long term investments to reflect the Council's policy of holding them for a minimum of five years.

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.

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

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

- Depreciation attributable to the assets used by the relevant service.
- Revaluation and impairment losses on assets used by the service where there are insufficient accumulated gains in the revaluation reserve against which the losses can be written off.
- Amortisation of intangible non-current assets attributable to the service.

The Council is not allowed to raise Council Tax to fund depreciation, revaluation and impairment losses or amortisations. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement.

Depreciation, revaluation and impairment losses and amortisations are therefore replaced by the MRP contribution in the General Fund Balance, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

### **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 its control. Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

### **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 its control. Contingent liabilities also arise 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 disclosed in a note to the accounts.

### **Council Tax and Non Domestic Rates (NDR)**

The district councils in Gloucestershire are acting as agents of the County Council in collecting council tax and business rates. The cash collected from council tax payers and business rates payers belongs proportionately to the district councils and the major preceptors. There is therefore a debtor/creditor position between each district council and the County Council to recognise that the net cash paid to the County Council in the year is not the same as its share of cash collected. The Council recognises its share of council tax and business rates debtor and creditor balances, impairment allowances for doubtful debts and provisions for losses on appeal in its Balance Sheet. The Cash Flow Statement of the Council includes the net council tax and business rates cash received from the Collection Fund in the year.

The council tax and NDR income included in the Comprehensive Income and Expenditure Statement (CIES) is the Council's share of accrued income for the year. However, regulations determine the amount of council tax and NDR that must be included in the Council's General Fund. Therefore, the difference between the income included in the CIES and the amount required by regulation to be credited to the General Fund is taken to the Collection Fund Adjustment Account and included as a reconciling item in the Movement in Reserves Statement.

Where debtor balances for the above are identified as impaired because of a likelihood arising from a past event that payments due under the statutory arrangements will not be made (fixed or determinable payments), the asset is written down and a charge made to the Financing and Investment Income and Expenditure line in the CIES. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

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

Balance sheet events have been considered up to the time the Statement of Accounts was authorised for issue.

An adjustment will be made for events after the balance sheet date that provides evidence of the conditions that existed at the balance sheet date. An adjustment will not be made for events that occurred after the balance sheet date that is indicative of conditions that arose after the balance sheet date. However, if the non-adjusting event would have a material effect, disclosure will be made in the notes to the accounts describing the nature of the event and the estimated financial effect.

## **Employee Benefits**

### **Benefits Payable during Employment**

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits for current employees and are recognised as an expense for services in the year in which employees render service to the Council. An accrual is made for the cost of holiday entitlements earned by employees but not taken before the year-end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

### **Termination Benefits**

Termination Benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy. These payments are charged on an accrual basis to the relevant directorate in the Cost of Services at the earlier of when the Council can no longer withdraw the offer of those benefits or when the Council recognises costs for a restructuring.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund Balance to be charged with the amount payable by the Council to the Pension Fund or pensioner in the year, not the amount calculated according to the relevant accounting standards.

In the Movement in Reserves Statement, appropriations are required to and from the Pensions Reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the Pension Fund and pensioners and any such amounts payable but unpaid at the year-end.

### **Post Employment Benefits**

As part of the terms and conditions of employment of its officers and other employees, the Council offers retirement benefits. Although these benefits will not actually be payable until the employee retires, the Council has a commitment to make the payments that need to be disclosed at the time that employees earn their future entitlement.



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

- The Local Government Pensions Scheme.
- The Firefighter's Pensions Scheme.
- The New Firefighter's Pension Scheme.
- The Modified Firefighters Pension Scheme.
- The Firefighters Pension Scheme 2015.
- The Teachers' Pension Scheme.
- The NHS Pension Scheme for employees that have transferred in respect of Public Health.

#### Local Government Pension Scheme

The Gloucestershire Local Government Pension Scheme for civilian employees is administered by the Council. The assets of the scheme are separately held in a Committee Administered Fund with the Council acting as trustees. It is a statutory scheme, administered in accordance with the Local Government Pension Scheme Regulations 2013, as amended and a separate annual audit is carried out by the appointed external auditors.

The Local Government Pension Scheme (LGPS) is accounted for as a defined benefits scheme hence:

- The liabilities of the LGPS attributable to the Council are included in the balance sheet on an actuarial basis, using the projected unit method, ie: an assessment of future payments that will be made in relation to retirement benefits earned to date by employees, based on assumption about mortality rates, employee turnover rates, etc. and projected earnings of employees.
- Liabilities are discounted to their value at current prices, using a discount rate that is based upon indicative rate of return on a high rated corporate bond equivalent to the Scheme's liabilities.
- The Assets of the LGPS attributable to the Council are included in the balance sheet at their fair value.
- The Change in net pensions liability is analysed into the following components:
  - Service Costs comprising:
    - Current Service Cost – the increase in liabilities as a result of years of service earned this year is 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 is debited to the Surplus or Deficit on the provision of Services in the Comprehensive Income and Expenditure Statement.
    - Net Interest on the net defined benefit liability (asset), i.e. net increase expense for the Council – the change during the period in the net defined benefit liability (asset) arises from the passage of the 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 the net interest on the 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 coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions are charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
  - Contributions paid to the Gloucestershire 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 the 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 notional debits and credits for retirement benefits and replace them with debits for 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 Pension Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits earned by employees.

#### *Discretionary Benefits*

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

#### *Firefighter's Pension Schemes*

The Firefighter schemes are unfunded defined benefit schemes administered by the Council. There are no assets built up to meet the pension liabilities and cash has to be generated to meet actual pension payments as they eventually fall due. Annual pension costs are met from defined employee contributions and charges to the Fire and Rescue Service revenue account. The accounting for these schemes complies with the Code and the IAS19 adjustments are detailed in the notes to the accounts.

### Teachers Pension Scheme

The Teachers Pension Scheme is an unfunded, multi-employer defined benefit pension scheme. The Council is unable to identify its share of the underlying assets and liabilities of the scheme. In compliance with the Code, the Council is reporting the Scheme as if it were a defined-contribution scheme.

### NHS Pension Scheme

The NHS Pension Scheme is an unfunded, multi-employer defined benefit pension scheme. The Council is unable to identify its share of the underlying assets and liabilities of the scheme. In compliance with the Code, the Council is reporting the Scheme as if it were a defined-contribution scheme.

### **Exceptional Items**

When items of income and expense are material, their nature and amount is disclosed separately, either on the face of the Comprehensive Income and Expenditure Statement or in the notes to the accounts, depending on how significant the items are to an understanding of the Council's financial performance.

### **Financial Instruments**

A Financial Instrument is a contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another entity. Non-exchange transactions, such as those relating to taxes and government grants, do not give rise to financial instruments. The term financial instrument covers both financial assets and liabilities.

All financial instruments held by the Council are reviewed in accordance with the Code. Arrangements to establish the subsequent carrying value and recognition of any gains and losses, and accounting entries are made as applicable. All adjustments are detailed in the notes to the accounts.

### Financial Liabilities

A financial liability is an obligation to transfer economic benefits controlled by the Council and can be represented by a contractual obligation to deliver cash or financial assets or an obligation to exchange financial assets and liabilities with another entity that is potentially unfavourable to the Council. Financial liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (CIES) for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

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

Regulations allow the impact on the General Fund balance of premiums and discounts from the restructure of debt, to be spread over future years. The Council has a policy of spreading

the gain or loss over the term remaining on the loan against which the premium was payable or the discount receivable. The reconciliation of amounts charged to the CIES 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.

### Financial Assets

A financial asset is a right to future economic benefits controlled by the Council that is represented by cash, equity instruments or a contractual right to receive cash or other financial assets or a right to exchange financial assets and liabilities with another entity that is potentially favourable to the Council. The financial assets held by the Council during the year are accounted for under the following classifications:

- 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. 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).

All of the Council's Strategic Pooled Funds are considered to be long term investments as the Council intends to hold these instruments for a minimum of five years.

### Financial Assets Measured at Amortised Cost

Financial assets measured at amortised cost are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (CIES) for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For most of the financial assets held by the Council, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest) and interest credited to the CIES is the amount receivable for the year in the loan agreement.

### Expected Credit Loss Model

The Council recognises expected credit losses on all of its financial assets held at amortised cost where material, 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.

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

Financial assets that are measured at FVPL are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. 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 Council 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 CIES.

### Financial Assets Measured at fair value through other comprehensive income (FVOCI)

Financial assets that are measured at FVOCI are recognised on the balance sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arise in other comprehensive income.

The Council irrevocably elected to present changes in the fair value of the following equity investments in other comprehensive income as permitted by IFRS 9:

- Fundamentum Real Estate Investment Trust

### Foreign Currency Translation

The Council does not generally deal in transactions denominated in a foreign currency but when transactions do take place in foreign currency they are converted into sterling at the exchange rate applicable when the transaction took place.

Any assets or liabilities held in foreign denominations at the balance sheet date are reconverted at the spot rate applicable at the balance sheet date. Resulting gains or losses are recognised in the Financing and Investment Income and Expenditure line in the CIES.

## **Government Grants and Contributions**

Revenue grants received are credited to the Comprehensive Income and Expenditure Statement and are accounted for on an accruals basis when the conditions for their receipt have been met, and there is reasonable assurance that the grant or contribution will be received. Specific grants are credited to the Cost of Services, whilst grants received to cover general expenditure are credited to the Taxation and Investment Income line of the Comprehensive Income and Expenditure Statement.

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

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

## **Intangible Assets**

Intangible assets are non-current assets that do not have physical substance but are identifiable and are controlled by the Council through custody or legal rights. The Council's intangible assets consist of purchased software licences which are capitalised at cost.

## **Inventories and Work in Progress**

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

Long-term contracts are accounted for on the basis of charging the Surplus or Deficit on the Provision of Services with the consideration allocated to the performance obligations satisfied based on goods or services transferred to the service recipient during the financial year.

Certain stocks have not been valued (e.g. office stationery).

## **Joint Operations**

Jointly controlled operations are activities undertaken by the Council in conjunction with other ventures that involve the use of the assets and resources of the ventures rather than the establishment of a separate entity. The Council recognises on its Balance Sheet the assets that it controls and the liabilities that it incurs, debiting and crediting the Comprehensive Income and Expenditure Statement accordingly with the appropriate share of income and expenditure related to the activity of the operation.

## **Better Care Fund & Pooled Budget Arrangements**

There is a Section 75 joint agreement relating to the commissioning of health and social care services in Gloucestershire, which includes The Better Care Fund. It is a joint budget arrangement between the Council, and the Gloucestershire Clinical Commissioning Group. Within the Section 75 agreement there are budgets controlled by the Clinical Commissioning Group, budgets controlled by the Council, pooled budgets (jointly controlled) and aligned budgets.

Where services are controlled by the County Council the income and expenditure is reflected within the Net Cost of Services in the Comprehensive Income and Expenditure Statement. This also includes the Council's proportion of jointly controlled budgets. Where services are hosted by the Council, but controlled by the Clinical Commissioning Groups, the income and expenditure is not reflected in the Council's accounts.

## **Leases**

Leases are classified as finance leases where the terms of the lease transfer substantially all the risks and rewards incidental to ownership of the Property, Plant and Equipment (PPE) from the lessor to the lessee. All other leases are classified as operating leases. Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

### **Finance Leases - The Council as Lessee**

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

Lease payments are apportioned between:

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

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

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

### Finance Leases - The Council as Lessor

Where the Council grants a finance lease over a property or an item of plant or equipment, the relevant asset is written out of the Balance Sheet as a disposal. At the start of the lease, the carrying amount of the asset in the Balance Sheet is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement.

### Operating Leases - The Council as Lessee

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefitting from use of the leased PPE. Charges are made on a straight-line basis over the life of the lease.

### Operating Leases - The Council as Lessor

Where the Council grants an operating lease over PPE, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Credits are made on a straight-line basis over the life of the lease.

## **Property, Plant and Equipment (PPE)**

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

### Recognition

Expenditure on the acquisition, creation or enhancement of PPE is capitalised on an accrual's basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Council and the cost of the item can be measured reliably. Expenditure that maintains but does not add to an asset's potential to deliver future economic benefits or service potential (i.e. repairs and maintenance) is charged as an expense when it is incurred.

### Measurement

Assets are initially measured at cost, comprising the purchase price and any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended. The Council does not capitalise borrowing costs incurred whilst assets are under construction.

Revaluation of all the Council's PPE is undertaken using a two-year rolling programme with any material changes to asset valuations being adjusted in the interim periods.

Of the £1,037m Land & Building assets at the 31st March 2023, £281m were formally valued during 2022/23.

Valuations are co-ordinated internally by the Council's Valuation Service Team, with valuations carried out through a combination of the Council's internal valuers and, where



necessary, external valuers (RICS qualified). The Valuation Service Team ensures all valuations are carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

Non-operational PPE, classified as surplus assets, are now measured at fair value estimated at highest and best use from a market participant's perspective, in accordance with the Code, following the adoption of IFRS 13.

When asset values rise above the amount at acquisition, we add the difference to the Revaluation Reserve. When asset values go down, the reduction is charged to any available Revaluation Reserve balance held for that asset, with the remainder being charged to the relevant service line in the CIES. This charge is then reversed out in the MIRS so that there is no impact on council tax.

### Impairment

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

Where impairment losses are identified, they are accounted for in the following way:

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

### Depreciation and Amortisation

All PPE with a finite useful life (determined at the time of purchase or revaluation) are reduced in value (depreciated) using the straight-line method according to the following rates:

<i>Buildings</i>	Permanent	Up to 100 years
	Leased	Period of lease
<i>Infrastructure</i>	Roads and street lighting	18 - 25 years
	Bridges	120 years
	Footpaths and footbridges	25 years
	Vehicles, plant, furniture, and equipment	Up to 20 years

Intangible assets are amortised over their useful economic lives using the straight-line method as shown below:

Purchased software licences	Up to 20 Years
Internally developed software	Up to 10 Years

Depreciation is calculated on the following basis:

- Assets which are bought from a third party are depreciated for a full year in the year after the year of purchase. All other assets created as a result of capital expenditure during the year are depreciated for a full year in the year after the year of purchase on the following basis:
- Land is not depreciated.
- Heritage Assets are not depreciated.
- Assets under construction, being capital works in progress where the uncompleted asset does not have a material benefit to the Council, are not depreciated.
- Where an item of PPE has major components, whose cost is significant in relation to the total cost of the item the components are depreciated separately. All assets over £1m are considered for componentisation. If on consideration a component is assessed to have a substantially different economic useful life and to be greater than 25% of the total cost of the asset, it is componentised, and depreciated separately. The basis for depreciation for any componentised asset is assessed on an individual basis and applied accordingly over the life of the asset. Components that are individually less than 25% of the total cost of the asset are not treated as separate components for accounting purposes.
- Revaluation gains are depreciated, with an amount equal to the difference between current value depreciation charged on assets and the depreciation that would have been chargeable based on their historical cost being transferred each year from the Revaluation Reserve to the Capital Adjustment Account.
- Surplus Assets, held for disposal (up to 99 years) are not depreciated.

#### Infrastructure Assets recognition and measurement

Expenditure on the acquisition or replacement of components of the network is capitalised on an accrual basis, provided that it is probable that the future economic benefits associated with the item will flow to the Authority and the cost of the item can be measured reliably

Highways network infrastructure assets are generally measured at depreciated historical cost. However, this is a modified form of historical cost - opening balances for highways infrastructure assets were originally recorded in balance sheets at amounts of capital undischarged for sums borrowed as at 1 April [1994 England and Scotland], [1996 Wales] which was deemed at that time to be historical cost. Where impairment losses are identified, they are accounted for by the carrying amount of the asset being written down to the recoverable amount.

#### Infrastructure Assets disposals and derecognition

When a component of the Network is disposed of or decommissioned, the carrying amount of the component in the Balance Sheet is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement, also as part of the gain or loss on disposal (ie netted off against the carrying value of the asset at the time of disposal).

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

Where a part of the network is replaced, an adaptation provided in a separate update to the Code assumes that from the introduction of the IFRS based Code when parts of an asset are replaced or restored the carrying amount of the derecognised part will be zero because parts of infrastructure assets are rarely replaced before the part has been fully consumed.

### Accounting for Schools

In determining these accounting policies, the Council has considered the treatment of land and buildings separately and referred to the requirements and considerations within the following publications and standards:

- The Code.
- IFRS 10 Consolidated Financial Statements.
- IAS 16 Property, Plant and Equipment as adopted by the Code.
- IAS 17 Leases.
- The IASB Conceptual Framework on Local Authority Reporting.
- The Education Act.
- The School Standards and Framework Act.

The Code concluded that schools are separate entities and that under IFRS 10, maintained schools (but not free schools or academies) meet the definition of entities controlled by local authorities which should be consolidated in group accounts. However, rather than requiring local authorities to prepare group accounts, the Code requires local authorities to account for maintained schools within their single entity accounts. This includes school income and expenditure as well as assets and liabilities.

Maintained schools' assets held under finance lease arrangements, where material, are recognised within the Council's accounts in accordance with the Code and IAS 17. A lease is recognised as a finance lease if it transfers substantially all the risks and rewards incidental to ownership of the asset even though title may or may not eventually be transferred. This therefore involves looking at the substance of the transaction rather than the form of the contract.

To determine whether a lease meets these conditions, consideration is given as to whether the following situations individually or in combination are in place:

- The lease transfers ownership of the asset to the lessee by the end of the lease term.
- 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.
- The lease term is for the major part of the economic life of the asset.
- The present value of the minimum lease payments amounts to at least substantially all of the fair value of the leased asset, and the leased assets are of such a specialised nature that only the lessee can use them without major modifications.

Rentals payable under operating leases are charged directly to the Comprehensive Income and Expenditure Account (CIES).

### Academies and Free Schools

These are owned and managed completely independently of the Council with all funding apart from high needs top up funding being provided directly by central government. The Council has granted long leases as part of the Academies transfer which includes a peppercorn rent, the Net Present Value (NPV) of future minimum lease payments will be nil and the finance lease receivable will be nil.

No revenue or capital amounts are therefore recognised in the Councils accounts for these entities.

No adjustment is made in the Council's financial statements for maintained schools that are in the process of conversion as it is still possible for them to pull out of the conversion process. Their assets are therefore treated and recognised on the basis explained under the maintained schools' section below until the actual conversion date. This means assets of schools converting on a 1<sup>st</sup> April date are still recognised in the previous financial year's statements.

### Maintained Schools

Locally maintained schools consist of the following type of schools: Community, Voluntary Aided, Voluntary Controlled and Foundation Schools.

All locally maintained schools are deemed to be entities controlled by the Council. For this reason, schools' transactions (i.e. income, expenditure, assets, liabilities, reserves and cash flows) that would be recognised by a 'school as an 'entity' are consolidated into the Council's statement of accounts. A 'school as an entity' should be understood to mean the management of the school (i.e. the governing body, including the head teacher, and the resources controlled by the school management).

This means that, for all locally maintained schools, the Council recognises:

- Their income and expenditure in the Comprehensive Income and Expenditure Statement (within the Children's and Education Services line) in accordance with accounting policy on accruals of income and expenditure.
- Any unspent resources held by Schools within an earmarked revenue reserve, in line with the Council's reserves policy.
- Their current assets and liabilities within the Balance Sheet, under the appropriate heading and in accordance with the Council's accounting policies specific to that asset / liability.

With regard to PPE, the Council recognises the assets of locally maintained schools in its financial statements if, and only if:

- As a result of a past event, it is probable that the future economic benefits or service potential associated with the items will flow to the Council and/or to a 'school as an entity'.
- The costs of the item can be measured reliably.

Although there are cases where a maintained school's land and building assets are not legally owned by the Council, and the owning entity has the right to take them back (described by CIPFA as "mere licences"), we are unaware of any instances where this right has been exercised. There is therefore an expectation of continued use of both land and building assets for the provision of education through the school. In a number of cases the Council has also incurred capital costs on the school buildings and there is an expectation within education regulations that where this is the case a period of notice would need to be given if the owning entity wanted to take back the land or buildings.

Even in cases where the Council does not actually own the freehold of Voluntary Aided, Voluntary Controlled and Foundation schools through legal title itself, the Council retains a residual interest in the proceeds on disposal of land or buildings of any Voluntary Aided school, Voluntary Controlled school, and Foundation School under the provisions of Schedule 22 of the School Standards and Framework Act 1998.

The local authority (in so far as their powers enable them to do so) have a duty to contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary education, secondary education and further education are available to meet the needs of their area.

The local authority also has the right to remove delegated powers from a maintained school where it is deemed necessary due to mismanagement, or to safeguard the pupils.

The above examples clearly show that all maintained schools contribute towards meeting the Council's service objectives and that the Council is involved in the control of those schools and they should therefore form part of our statement of accounts.

Land and buildings of Voluntary Aided, Voluntary Controlled and Foundation Schools are recognised in the Council's statement of accounts.

<b>2021-22 Number of Schools</b>	<b>Maintained Schools included in the Fixed Asset Register</b>	<b>2022-23 Number of Schools</b>
3	Alternative Provision Schools	3
85	Community Mainstream Schools	85
4	Community Special Schools	4
19	Foundation Schools	19
37	Voluntary Aided Schools	36
45	Voluntary Controlled Schools	41
<b>193</b>	<b>Total on Balance Sheet</b>	<b>188</b>

<b>2021-22 Number of Schools</b>	<b>Academies and Free Schools not included in the Fixed Asset Register</b>	<b>2022-23 Number of Schools</b>
23	Academies Sponsor Led	24
71	Academy Converters	75
1	University Technical College	1
3	Academy Special School Converters	3
3	Academy Special Schools Sponsor Led	3
1	Free Alternative Provision Schools	1
4	Free Schools	4
<b>106</b>	<b>Total off Balance Sheet</b>	<b>111</b>

<b>299</b>	<b>Total Maintained Schools, Academies and Free Schools</b>	<b>299</b>
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### **Private Finance Initiative (PFI) scheme**

PFI contracts are agreements to receive services, where responsibility for making available the Property Plant & Equipment (PPE) needed to provide the services passes to the PFI contractor. Where the Council is deemed to control the services ownership of the PPE will pass to the Council at the end of the contract. The Council carries the PPE used under the contracts on the Balance Sheet.

The original recognition of the PPE is balanced by the recognition of a liability for the amounts due to the scheme operator to pay for the assets. PPE recognised on the Balance Sheet are valued and depreciated in the same way as other assets owned by the Council. Services received under the contract are recorded under the relevant expenditure headings as operating expenses.

The amounts payable to the PFI operators each year are analysed into five elements, using appropriate estimation techniques where necessary:

- a) Payment for the fair value of services received, debited to the relevant service within the CIES,
- b) Payment for the finance cost, an interest charge on the outstanding balance sheet liability, debited to the financing and investment income and expenditure line in the CIES,

- c) 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 CIES,
- d) 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) and,
- e) lifecycle replacement costs – proportion of the amounts payable is posted to the Balance Sheet as a prepayment and then recognised as additions to property, plant and equipment when the relevant works are eventually carried out.

The waste contract PFI includes the operator's right to third party income from the authority-controlled asset for any spare capacity not required by the authority. The deferred income is recognised as a reduction to the total operating revenues and expenses, a proportion of the finance lease creditor is re-allocated to a deferred income balance based on the proportion of fixed payments (if any) from the Council and expected third party payments. The deferred income balance is amortised to the Comprehensive Income and Expenditure Statement on a straight line basis over the life of the PFI scheme.

### **Provisions**

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation which probably requires settlement by a transfer of economic benefits or service potential, and a reliable estimate can be made of the amount of the obligation. In these instances, services have been charged expenditure in anticipation of the liability having been met. 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 and where it becomes less than probable that a transfer of economic benefits will now be required, or a lower settlement than anticipated is made, the provision is reversed and credited back to the relevant service.

A specific bad debt provision is estimated by considering the probability of recovery of individual debtor invoices. The specific provision is based upon all known information about the debtor including financial position of the debtor, the age of the invoice and current credit control status of the invoice.

### **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 disclosed in a note to the accounts.

### **Reserves**

In addition to its general revenue balances, the Council has maintained specific reserves for future expenditure and to protect against unexpected events. These are created by transferring amounts out of the general fund balance. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service and included within the reported surplus or deficit on the provision of services in the Comprehensive Income & Expenditure Statement. The reserve is then transferred back into the general fund balance, through the movement in reserves statement, so that there is no net charge against council tax for the expenditure.

Certain reserves are kept to manage the accounting processes for non-current assets, financial instruments, local taxation, retirement and employee benefits. These reserves do not represent usable resources to the Council, and are explained further in the appropriate policies and notes to the accounts.

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

Expenditure incurred during the year which may be capitalised under statutory provisions but that does not result in the creation or enhancement of a non-current asset has been charged as expenditure to the relevant service in the Comprehensive Income and Expenditure Statement in the year. Where the Council has determined to meet the cost of this expenditure from existing capital resources or by borrowing, a transfer in the Movement in Reserves Statement from the General Fund Balance to the Capital Adjustment Account is made which reverses out the amounts charged so that there is no impact on the level of Council Tax.

### **Service Concessions**

Service concessions are agreements to receive services, where the responsibility for making available the property, plant and equipment needed to provide the services passes to the contractor. The recognition point is the same as for assets under construction, when it is probable that future economic benefits associated with the asset will flow to the organisation and the cost of the asset can be reliably measured.

### **VAT**

VAT payable is included as an expense only to the extent that it is not recoverable from Her Majesty's Revenue and Customs. VAT receivable is excluded from income.

## **42. Accounting Standards That Have Been Issued but Have Not Yet Been Adopted**

The Code requires consideration of the impact of standards that have been issued but not yet adopted. This is to enable users to evaluate the risk of these new standards on the Council's current financial position. Several standards have been issued but are not yet applied, and these are listed below.

- **IFRS 16 Leases**

CIPFA/LASAAC has again deferred the implementation of IFRS 16 for Local Government until 1<sup>st</sup> April 2024, however local authorities have a choice to adopt this standard before this date. The accounting standard requires that where Local



Authorities have lease arrangements where they are the lessee, to recognise these on their balance sheet as a right of use asset with corresponding lease liabilities. Exemption does exist for leases of small value and of short-term duration.

The Council has chosen not to adopt this standard in 2022-23 and are continuing to undertake a review to assess this further.

#### **43. Critical Judgements in applying Accounting Policies**

In applying the accounting policies set out, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are:

- The Council recognises school land and buildings for Community Schools, Voluntary Controlled, Voluntary Aided and Foundation Schools on its Balance Sheet, where it is probable that the future economic benefits or service flow to the Council, and costs can be measured reliably. The Council has not recognised assets relating to Academies, as it is of the opinion that these assets are not controlled by the Council. School assets are recognised as a disposal from the Council's Balance Sheet on the date on which a school converts to Academy status, not on the date of any related announcement, nor is any impairment recognised by the Council prior to conversion.
- Lender Option Borrower Option (LOBO). A LOBO is a type of loan instrument where borrowing is undertaken, initially at a fixed rate of interest. Periodically, at specific points, the lender has the option to alter the interest rate charged. Should the lender exercise the option to alter the interest rate, the borrower then has the option to continue with the loan instrument at the new rate or alternatively to terminate the agreement and pay back the sum borrowed with no other penalty. The Council currently have LOBO arrangements totalling £33.05 million and these provide the lender the option to amend the interest rates every 6 months. The Council has reviewed the classification of these arrangements and considered the current economic outlook, recent court rulings and the fact that a number of Banking institutions have amended their portfolio to remove such LOBO arrangements from their Balance Sheets. The Council therefore considers that sufficient doubt remains over the call of these options and to ensure sufficient liquidity is available, maintains that these loans should be classified as short-term loans within the financial statements.

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

In preparing the accounts there are areas where estimates are used. These include:

- Useful life and valuations of properties, which are estimated by qualified valuers.
- Fair values of financial assets and liabilities, which are estimated by our treasury advisors.
- Provisions, which are estimated using latest available information.

- Bad debt levels, which are estimated using past trends and experience.
- The liability for future pension payments, which are estimated by qualified actuaries.

The items for which there is significant risk of material adjustment in the forthcoming financial year are as follows:

- **Property, Plant and Equipment – (Funding Implications)**

Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it uncertain that the Council will be able to sustain its current spending on repairs and maintenance bringing into doubt the useful lives assigned to assets. If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. It is estimated that the annual depreciation charge for buildings would increase in these circumstances. A 20% increase in the annual depreciation charge for assets would currently equate to £4.93 million.

A variation of 5% in the value of the Council's Land & Building assets (Net Book Value at 31 March 2023 of £1,037 million) would be approximately £51.8 million.

A reduction in the estimated valuations would result in a reduction to the Revaluation reserve and/or a loss charged to the Comprehensive Income and Expenditure Statement.

An increase in estimated valuation would result in the reversal of any negative revaluation previously charged to the Comprehensive Income and Expenditure Statement and/or increase to the Revaluation reserve and/or gains charged to the Comprehensive Income and Expenditure Statement.

As part of the Council's programme of revaluations the schools on the balance sheet have been revalued on a desktop basis. This was undertaken to ensure that the carrying value of the assets does not materially differ from the fair value. The desktop valuation of these assets has been completed using indices but has not covered all of the assumptions that underpin this estimate. The school assets are due to be fully revalued in the 2023/24 financial year.

- **Pensions**

The estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rates 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. Details of the effect of any such changes are provided within Note 32.

A variation of 0.1% in Real Discount Rate would equate to a 2% movement to the Defined Benefit Obligation, or £23.8 million.

A 1-year increase in member life expectancy would increase the Defined Benefit Obligation by 4%, £57.5 million in monetary value.

# **Gloucestershire Pension Fund**

## **Statement of Accounts**

### **2022-23**

# Gloucestershire Pension Fund

Fund Account for the year ended 31<sup>st</sup> March 2023

2021/22		2022/23	Note
£'000		£'000	
<b>Contributions</b>			
-82,992	employer contributions	-88,045	N18
-21,119	member contributions	-22,895	N18
-104,111		-110,940	N7
<b>Transfers in from other pension funds</b>			
-6,928	individual transfers from other schemes or funds	-7,639	
-	group transfers from other schemes or funds	-	
-6,928		-7,639	
<b>Other income</b>			
-89	recoveries for services provided	-133	N20
<b>Benefits</b>			
77,261	pensions	81,628	N30
13,328	commutation of pensions and lump sum retirement benefits	14,195	
1,647	lump sum death benefits	2,991	
92,236		98,814	N7
<b>Payments to and on account of leavers</b>			
335	refunds to members leaving scheme or fund	278	
-2	payments for members joining state scheme or fund	-1	
6,867	individual transfers to other schemes or funds	9,941	
1,069	group transfers to other schemes or funds	-	N28
8,269		10,218	
-10,623	<b>Net (additions) / withdrawals from dealings with members</b>	<b>-9,680</b>	
18,530	<b>Management Expenses</b>	<b>27,656</b>	N20
7,907	<b>Net (additions) / withdrawals including fund management expenses</b>	<b>17,976</b>	
<b>Returns on investments</b>			
-18,776	Investment income	-14,965	N13
-	Taxes on income	-	N3 & N13
-197,484	Profit(-) and losses on disposal of investments and changes in market value of investments	50,862	N4
-216,260	<b>Net returns on investments</b>	<b>35,897</b>	
-208,353	<b>NET INCREASE (-) / DECREASE IN THE NET ASSETS AVAILABLE FOR BENEFITS DURING THE YEAR</b>	<b>53,873</b>	
2,902,490	<b>Opening net assets of the scheme</b>	<b>3,110,843</b>	
3,110,843	<b>Closing net assets of the scheme</b>	<b>3,056,970</b>	

# Gloucestershire Pension Fund

## Net Assets Statement as at 31<sup>st</sup> March 2023

2021/22		2022/23	Note
£'000		£'000	
	<b>Investment assets</b>		
2,773,831	Pooled investment vehicles	2,738,503	N10
246,138	Pooled property investments	262,294	
-	Derivative contracts	11,873	N2 & N15
3,853	Other investments - Venture Capital/Private Equity	3,428	
75,988	Cash held on behalf of the investment managers	29,982	N25
1,129	Other investment balances	926	
3,100,939		3,047,006	N12
	<b>Long term investment assets</b>		
71	Brunel Pension Partnership Ltd.	697	
71		697	
	<b>Investment liabilities</b>		
-	Derivative contracts	-3,747	N2 & N15
-	Other investment balances	-	
-		-3,747	N12
3,101,010	<b>Total net investments</b>	3,043,956	
	<b>Long term assets</b>		
181	Contributions due from employers	184	
181		184	N12 & N22
	<b>Current assets</b>		
5,256	Contributions due from employers	5,180	
1,382	Other current assets	1,561	
5	Payments in advance	3	
4,495	Cash balances	7,932	N2, N21, N25
11,138		14,676	N12 & N22
	<b>Current liabilities</b>		
-13	Unpaid benefits	-146	
-1,473	Other current liabilities	-1,700	
-1,486		-1,846	N12 & N23
3,110,843	<b>Net assets of the scheme available to fund benefits at the reporting period end</b>	3,056,970	N4, N5, N12 & N16

The Fund's financial statements do not take account of liabilities to pay pensions and other benefits after the period end but rather summarise the transactions and net assets of the scheme.

The actuarial present value of promised retirement benefits is disclosed at Note N24.

The notes on the following pages form part of these Financial Statements.

## **Index of the Notes to the Accounts**

- N1. Introduction
- N2. Summary of significant accounting policies
- N3. Taxation
- N4. Investment movements summary
- N5. Management of fund assets
- N6. Actuarial position of the Fund
- N7. Analysis of contributions receivable and benefits payable
- N8. Investment Strategy Statement
- N9. Related party transactions
- N10. Contingent liabilities and contractual commitments
- N11. Stock lending
- N12. Financial asset analysis
- N13. Investment income
- N14. Separately invested additional voluntary contributions (AVC's)
- N15. Derivatives
- N16. Investments exceeding 5% of Total Net Assets
- N17. Agency services
- N18. Contributions breakdown
- N19. Custody of investments
- N20. Management expenses
- N21. Cash
- N22. Current & long term assets
- N23. Current liabilities
- N24. Actuarial present value of promised retirement benefits
- N25. Nature and extent of risks arising from Financial Instruments
- N26. Fair value hierarchy
- N27. Financial instrument disclosure
- N28. Bulk transfers in and out of the Pension Fund
- N29. Accounting Standards that have been issued but have not yet been adopted
- N30. Taxation where lifetime or annual allowances are exceeded
- N31. Events after the reporting date

# Gloucestershire Pension Fund

## Notes to Pension Fund Accounts

### N1. Introduction

The County Council is the administering body for the Gloucestershire Pension Fund which is a contributory defined benefit scheme. This is not only for County Council employees but also for District Councils within the County and other local bodies providing public services. A full list of all employing bodies who are members of the Fund are shown in the Pension Fund's Annual Report alongside the detailed accounts of the Gloucestershire Pension Fund.

The Fund is governed by the Public Service Pensions Act 2013 and 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 (as amended)

The Fund exists to provide pensions and certain other benefits to former employees. The Pension Fund is not a Gloucestershire County Council fund and is subject to its own audit; therefore balances are not included in the Gloucestershire County Council Consolidated Balance Sheet. The Fund is administered by the Pension Committee, which is a committee of Gloucestershire County Council. The Pension Board was set up with effect from the 1st April 2015 to assist the Pensions Committee in securing compliance with the relevant laws and Regulations and to help the Pension Committee ensure the effective and efficient governance and administration of the Fund.

### Membership Breakdown

Membership of the Local Government Pension Scheme 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 Pension Fund include the following:

- 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.

Fire fighters, police and teachers have their own separate nationally administered schemes.

Membership details are set out below:

	31st March 2022	31st March 2023
Number of employers	217	222
<b>Number of employees in the scheme</b>		
County Council	9,762	10,084
Other employers	9,158	9,519
	18,920	19,603
<b>Number of pensioners</b>		
County Council	10,630	11,123
Other employers	7,498	7,889
	18,128	19,012
<b>Deferred pensioners</b>		
County Council	11,939	12,010
Other employers	8,875	9,086
	20,814	21,096
<b>Total number of members in pension scheme</b>	57,862	59,711

In addition, to the membership numbers above, there were 6,708 (5,389 2021/22) undecided or unprocessed leavers.

Undecided leavers are those members who are no longer accruing service and to whom a refund of contributions or transfer out may be due.

Unprocessed leavers are those members which represent cases where we are aware that a member has left, but that case has not yet been processed.

### Funding

Benefits are funded by contributions and investment earnings. Contributions are made by active members of the Fund in accordance with the Local Government Pension Scheme Regulations 2013 and range from 5.5% to 12.5% of pensionable pay for the financial year ending 31st March 2023. Employers' contributions are set based on triennial actuarial funding valuations. The last such valuation was at 31st March 2022, and will take effect from 1st April 2023. When setting contribution rates the Actuary takes into account the funding target, the time horizon over which the funding target is to be achieved and the strength of the employer covenant; further information can be found within the Fund's Funding Strategy Statement. During 2022/23 employer contribution rates ranged from 0% to 34.9% of pensionable pay.



### Benefits

Prior to 1st April 2014, pension benefits under the LGPS were based on final pensionable pay and length of pensionable service. From 1st 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, as explained on the LGPS website - see [www.lgpsmember.org](http://www.lgpsmember.org).

## N2. Summary of significant accounting policies

### Basis of preparation

The Statement of Accounts summarises the Fund's transactions for the 2022/23 financial year and its position at year end as at 31st March 2023. The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 which is based upon International Financial Reporting Standards (IFRS), as amended for the UK public sector. The accounts summarise the transactions of the Fund and reports on the net assets available to pay pension benefits. The accounts do not take account of obligations to pay pensions and benefits which fall due after the end of the financial year. The actuarial value of promised retirement benefits, valued on an International Accounting Standard (IAS19) basis, is disclosed at Note 24 of these accounts. The accounts are prepared on a going concern basis.

### Critical judgements in applying accounting policies

The net Pension Fund liability is recalculated every three years by the appointed actuary, with annual updates in the intervening years. The methodology used is in line with accepted guidelines.

The critical judgement is made by senior management of the Pension Fund, with advice from the Actuary, of the assumptions to be used in the Valuation but because they are assumptions, they could be a source of estimation uncertainty and are also covered in the following section. The Pension Fund Liability is subject to significant variances based on changes to the underlying assumptions and these have been summarised in Note N24.

These actuarial revaluations are used to set future contribution rates and underpin the Fund's most significant investment management policies.

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

The preparation of financial statements requires management to make judgements, estimates and assumptions that affect the amounts reported for assets and liabilities at the year-end-date and the amounts reported for the revenues and expenses during the year. Estimates and assumptions are made taking into account historical experience, current trends and other relevant factors. However, the nature of estimation means that the actual outcomes could differ from the assumptions and estimates. Income and expenditure have been accounted for on an accruals basis.

The items within the Financial Statements as at 31st March 2023, for which there is a significant risk of material adjustment in the forthcoming year, are highlighted below:

Item	Uncertainties	Effect if actual results differ from assumptions
Actuarial present value of promised retirement benefits (Note 24)	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, salary increases, changes in retirement ages, mortality rates and returns on fund assets. A firm of consulting actuaries is engaged to provide the fund with expert advice about the assumptions to be applied	The effects on the net pension liability of changes in the individual assumptions have been disclosed within Note 24.
Private Equity, Infrastructure and Private Debt Note 26	Private equity, Infrastructure and Private Debt are valued at fair value in accordance with International Private Equity and Venture Capital Valuation guidelines. Investments are not publicly listed and as such there is a degree of estimation involved in the valuation.	Those investments where at least one input that could have a significant effect on the valuation is not based on observable market data is classed at level 3 in the Fair Value Hierarchy. Private Equity, Infrastructure and Private Debt investments classed as level 3 total £289.8m. The Fund has determined that the valuation methods used are likely to be accurate to within the ranges set out in the Sensitivity of Assets valued at Level 3 table within Note 26. This table also sets out the consequent potential impact on the closing value of investments held at 31st March 2023.

Pooled Property Funds are valued in accordance with Royal Institution of Chartered Surveyor's standards and fair value processes driven by International Private Equity and Venture Capital Valuation guidelines. Some Property Pooled Funds are not publicly listed or have redemption restrictions and as such there is a degree of estimation involved in the valuation.

Those investments where at least one input that could have a significant effect on the valuation is not based on observable market data is classed at level 3 in the Fair Value Hierarchy. Pooled Property Funds classed as level 3 total £160.8m. The Fund has determined that the valuation methods used are likely to be accurate to within the ranges set out in the Sensitivity of Assets valued at Level 3 table within Note 26. This table also sets out the consequent potential impact on the closing value of investments held at 31st March 2023.

## Revenue and expense recognition

### Contribution income

Contributions have been accounted for on an accruals basis where amounts due have been determined in time for inclusion in the accounts. Additional employer's contributions in respect of ill-health and early retirements are accounted for in the year the event arose. Employer deficit contribution lump sum payments are accounted for in the year the payment is made. Any amount due in year but unpaid will be classed as a current financial asset. Amounts not due until future years are classed as long-term financial assets.

### Benefits payable and refunds of contributions

Benefits payable and refunds of contributions have been brought into the accounts on the basis of all valid claims approved during the year.

### Transfers to and from other schemes

Individual transfer values are accounted for when they are paid or received. Bulk transfer value calculations are made towards the end of the bulk transfer process and based on payment being made on a specific day. Bulk transfer values are accrued when the value has been determined.

### Management expenses

Pension Fund expenses have been accounted for in accordance with the CIPFA guidance *Accounting for Local Government Pension Scheme Management Costs*. A more detailed breakdown of management expenses can be found in Note 20.

#### a) Investment management expenses

Investment Management Expenses is comprised of expenses which are incurred in relation to the management of pension fund assets. Broadly, these are based on the market value of the investments in the investment manager's portfolio and therefore increase or reduce as the value of these investments change. Where an investment manager's fee has not been received by the reporting period end date, an estimate based upon the market value of the mandate at the end of the reporting period has been used. Where fees are netted off investment market values by investment managers, these expenses are grossed up to increase the change in value of investments. Identification of management fees is undertaken within the Cost Transparency Initiative reporting framework.

Federated Hermes deducts its fees from a combination of assets held and income distributions and is included within Investment Management Expenses. Fees due under the Blackrock Currency Hedge Fund are paid quarterly based on the valuation of assets held, and have been accrued. Technology Venture Partners (TVP) and Yorkshire Fund Managers Ltd. (YFM) deduct their fees from the value of the assets under their management. Fees for TVP and YFM have not been included as they are the legal responsibility of the managers and not the Fund. Management costs for Arcmont are deducted from distributions. Brunel's investment managers and Golub deduct their fees from the value of the pooled funds under their management. The investment manager for Brunel's passive global equity pooled funds encashes units to cover their fees and all these fees have also been included within Investment Management Expenses.

#### b) Acquisition and transaction costs of investments

Acquisition costs of investments (e.g. stamp duty) and transaction costs are included within Investment Management Expenses with a corresponding offset against Profit on Disposal of Investments. In addition to the transaction costs disclosed, indirect costs are incurred through the bid/offer spread on investments within pooled investment vehicles. A more detailed breakdown of management expenses, including transaction costs, can be found in Note 20.

#### c) Administration expenses

All administrative expenses are accounted for on an accrual basis. All staff costs associated with administration is charged to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund. Further information on administrative expenses can be found in Note 20.

#### d) Oversight & governance expenses

All Oversight and Governance expenses are accounted for on an accrual basis. All staff costs associated with Oversight and Governance is charged to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund. The cost of investment advice from external consultants is included in Oversight & Governance. Further information on Oversight and Governance expenses can be found in Note 20.

### Investment Income

Dividends are accounted for when the holding is declared ex-dividend. Any amount not received by the end of the reporting period is recognised as a current financial asset. Investment income arising from the underlying investments of Pooled Investment Vehicles is reinvested within the Pooled Investment Vehicle and reflected in the unit price.

### Cash and cash equivalents

Cash comprises cash in hand (bank) and demand deposits (money market funds) which also includes amounts held by the Fund's custodian on behalf of its investment managers.

Cash equivalents are short-term, highly liquid investments that are readily convertible to known amounts of cash and are subject to minimal risk of changes in value.

Cash balances held in accordance with the County Councils' Treasury Management Strategy and those held with the Fund's custodian, State Street Bank & Trust Company, on behalf of investment managers, are in instant access accounts.

### The Actuarial Present Value of Promised Retirement Benefits

The actuarial present value of promised retirement benefits is assessed on a triennial basis by the scheme actuary in accordance with the requirements of IAS 19 Post-Employment Benefits and relevant actuarial standards. As permitted under the Code, the Fund has included a note disclosing the actuarial present value of promised retirement benefits by way of a note to the Net Asset Statement in Note 24.

### Contingent assets and contingent liabilities

A contingent asset arises where an event has taken place giving rise to a possible asset whose existence will only be confirmed or otherwise by the occurrence of future events.

A contingent liability arises where an event has taken place prior to the year-end giving rise to a possible financial obligation whose existence will only be confirmed or otherwise by the occurrence of future events. Contingent liabilities can also arise in circumstances where a provision would be made, except that it is not possible at the balance sheet date to measure the value of the financial obligation reliably.

Contingent assets and liabilities are not recognised in the Net Asset Statement but are disclosed by way of narrative in the notes.

### Valuation of assets

The SORP requires securities to be valued on a Fair Value Basis therefore assets and liabilities, where there is an active and readily available market price, are valued at the bid price. Where assets do not actively trade through established exchange mechanisms, a price is obtained from the manager of the investment asset through their quarterly reports. Further details of their approach to establishing fair value can be found within Note 26, Basis of Valuation table. Any amounts due or payable in respect of trades entered into but not yet completed at 31st March each year, accrued dividend income, Fund debtors and creditors and cash and cash instruments are accounted for as financial instruments held at amortised cost. Investments held in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2023. Purchases and sales during the year which require settlement in a foreign currency are converted from/to sterling at the exchange rate prevailing on the trade date. Pooled investment vehicles are valued at closing bid price if both bid and offer prices are published; or if single priced, at the closing single price. In the case of pooled investment vehicles that are accumulation funds, change in market value also includes income which is re-invested in the fund, net of applicable withholding tax. The Pooled Property Investments are independently valued either in accordance with the Royal Institute of Chartered Surveyors valuation standards or by a fair value process driven by International Private Equity and Venture Capital Valuation guidelines. Private Equity and Infrastructure funds are valued using the latest financial statements published by the respective fund managers and in accordance with the International Private Equity and Venture Capital Guidelines. The valuation standards followed by the managers are in accordance with the industry guidelines and the constituent management agreements. Such investments may not always be valued on year end valuation as information may not be available, and therefore will be valued based on the latest valuation provided by the managers adjusted for movements to the year end. A detailed breakdown of investments can be found under Note 12.

Financial assets are included in the financial statements on a fair value basis 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 the 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 IFRS 13 (see Note 26). For the purposes of disclosing levels of fair value hierarchy, the Fund has adopted the classification guidelines recommended in Practical Guidance on Investment Disclosures (PRAG/Investment Association).

Gloucestershire Pension Fund together with nine other shareholders each hold a 10% share in Brunel Pension Partnership Ltd (company number 10429110). As such, no fund is deemed to have a significant influence and this long term investment is accounted for at fair value. The asset was initially measured at cost and is subsequently revalued for any impairment.

The accounts for the year ended 31st March 2023 use the valuations for the Fund's assets based on the figures provided by the Fund's custodian, State Street Bank & Trust Company.

### Derivatives

Derivative contracts are valued at fair value and are determined using exchange prices at the reporting date. The fair value is the unrealised profit or loss at the current bid or offer market quoted price of the contract. Derivative contract assets, those with a positive value, are valued at bid price and derivative contract liabilities, those with a negative value, are valued at the offer price. The amounts included in change in market value are the realised gains and losses on closed derivatives contracts and the unrealised gains and losses on open derivatives contracts.

### N3. Taxation

The Fund is a registered public service scheme under Section 1(1) of Schedule 36 of the Finance Act 2004 and is exempt from UK capital gains tax on the proceeds of investments sold and UK income tax on interest received. Corporation Tax is deducted from UK equity dividends; tax deducted from property unit trusts can be reclaimed. Withholding tax is payable on income from overseas investments. This tax is recovered wherever local tax laws permit.

#### N4. Investment movements summary

2022/23

Asset Class	Market Value at 31 <sup>st</sup> March 2022	Purchases during the year at cost and derivative payments	Sales proceeds during the year and derivative receipts	Change in market value during the year	Market Value at 31 <sup>st</sup> March 2023
	£'000	£'000	£'000	£'000	£'000
Bonds	-		73	-73	-
Pooled Investments	2,773,831	521,365	-527,051	-29,642	2,738,503
Pooled Property Funds	246,138	77,284	-31,535	-29,593	262,294
Private Equity/Venture Capital	3,853	-	-11	-414	3,428
	3,023,822	598,649	-558,524	-59,722	3,004,225
Derivative contracts:					
Futures	-	-	-	-	-
Forward currency contracts	-	-	-	8,126	8,126
	-	-	-	8,126	8,126
<b>Long term investment assets</b>					
Brunel Pension Partnership Ltd.	71	-	-	626	697
	71	-	-	626	697
Net Investment Assets	3,023,893	598,649	-558,524	-50,970	3,013,048

In addition to the investments there was £43,922k (£86,950k 2021/22) in cash, cash equivalents and accruals. Cash movements, currency adjustments and other end of year settlements totalled £108k (-£511k 2021/22). As a result the total profit (-) and losses on disposal of investments and changes in market value of investments was £50.9m (-£197.5m 2021/22).

2021/22

Asset Class	Market Value at 31 <sup>st</sup> March 2021	Purchases during the year at cost and derivative payments	Sales proceeds during the year and derivative receipts	Change in market value during the year	Market Value at 31 <sup>st</sup> March 2022
	£'000	£'000	£'000	£'000	£'000
Bonds	360,751	775,844	-1,143,493	6,898	-
Pooled Investments	2,257,529	1,298,998	-934,775	152,079	2,773,831
Pooled Property Funds	202,134	53,600	-48,439	38,843	246,138
Private Equity/Venture Capital	4,856	-	-1,516	513	3,853
	2,825,270	2,128,442	-2,128,223	198,333	3,023,822
Derivative contracts:					
Futures	-206	387	-383	202	-
Forward currency contracts	499	-	-	-499	-
	293	387	-383	-297	-
<b>Long term investment assets</b>					
Brunel Pension Partnership Ltd.	112	-	-	-41	71
	112	-	-	-41	71
Net Investment Assets	2,825,675	2,128,829	-2,128,606	197,995	3,023,893

In addition to the investments there was £86,950k (£76,815k 2020/21) in cash, cash equivalents and accruals. Cash movements, currency adjustments and other end of year settlements totalled -£511k (-£359k 2020/21). As a result the total profit (-) and losses on disposal of investments and changes in market value of investments was -£197.5m (-£590.6m 2020/21).

The change in market value of investments comprises all increases and decreases in the market value of investments held at any time during the year, including profits and losses realised on sales of investments during the year.

The closing market value of the derivatives in the previous tables represents fair value as at the year end date. In the case of derivative contracts, which are traded on exchanges, this value is determined using exchange prices at the reporting date. Forward foreign exchange contracts are over the counter contracts and are valued by determining the gain or loss that would arise from closing out the contract at the reporting date and entering into an equal and opposite contract as at that date. The profit or loss arising is included within the cash and accruals figure.

All derivative contracts settled during the period are reported within the table as purchases and sales.

## N5. Management of fund assets

The market value of investments managed by each external manager at the end of the financial year was:

	2021/22		2022/23	
	£'000	%	£'000	%
<b>Investments managed by the Brunel regional asset pool</b>				
Brunel Global High Alpha Fund	408,878	13.1	410,614	13.5
Brunel Global Sustainable Fund	362,852	11.7	398,646	13.0
Brunel ACS UK Equity Fund	405,123	13.0	356,985	11.7
Brunel Sterling Corporate Bonds Portfolio	365,269	11.7	326,278	10.7
Legal & General Investment Management	443,916	14.3	309,790	10.1
Brunel Property Fund	246,138	7.9	262,294	8.6
Brunel Diversifying Returns Fund	233,716	7.5	241,939	7.9
Brunel Multi Asset Credit Portfolio	200,543	6.4	218,537	7.1
Brunel Emerging Equity Fund	179,114	5.8	189,321	6.2
Brunel Private Equity and Infrastructure Portfolio	97,394	3.1	171,720	5.6
Brunel Private Debt Fund	20,921	0.7	59,190	1.9
Cash, cash instruments and accruals with Brunel	76,181	2.5	30,817	1.0
Brunel Pension Partnership Ltd. (Shareholding)	71	0.0	697	0.0
	3,040,116	97.7	2,976,828	97.3
<b>Investments managed outside of the Brunel regional asset pool</b>				
Golub Capital Partners International	33,228	1.1	35,383	1.2
Arcmont Asset Management Ltd.	23,602	0.8	20,100	0.7
BlackRock Investment Management (UK) Ltd.	-	-	8,126	0.3
Technology Venture Partners	3,842	0.1	3,428	0.1
Yorkshire Fund Managers Ltd.	11	0.0	-	-
	60,683	2.0	67,037	2.3
<b>Total - External Managers</b>	<b>3,100,799</b>	<b>99.7</b>	<b>3,043,865</b>	<b>99.6</b>
In-house cash and accruals	9,833	0.3	13,014	0.4
Cash instruments with Custodian	211	0.0	91	0.0
	<b>3,110,843</b>	<b>100.0</b>	<b>3,056,970</b>	<b>100.0</b>

Where the value of an investment exceeds 5% of the total value of net assets, details have been disclosed in Note 16.

## N6. Actuarial position of the Fund

- In line with the Local Government Pension Scheme Regulations, actuarial valuations of the Fund are required to be undertaken every three years for the purpose of setting employer contribution rates for the forthcoming triennial period. The latest valuation undertaken by Hymans Robertson LLP, the Funds actuary, as at 31st March 2022 and established the minimum contribution payments for the three years until 31st March 2026. The next valuation will take place as at March 2025.

The key elements of the actuarial valuation 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 is 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 not exceeding 20 years depending on the type of employer and to provide stability in employer contribution rates by spreading any increases in rates over a period of time. Solvency is achieved when the funds held, plus future expected investment returns and future contributions, are sufficient to meet expected future pension benefits payable.

- The market value of the Fund's assets at the March 2022 triennial valuation date was £3,111m (£2,379m March 2019) and represented 110% (102% March 2019) of the Fund's accrued liabilities.
- The table below summarises the whole fund Primary and Secondary Contribution rates at the 2022 valuation. The 2019 valuation results of the Fund are shown for comparison.

	Last Valuation 31st March 2019		This Valuation 31st March 2022	
Primary Rate (% of pay)	20.9%		21.8%	
Secondary Rate (£)	2020/21	30,652,000	2023/24	20,698,000
	2021/22	26,850,000	2024/25	20,082,000
	2022/23	24,353,000	2025/26	19,463,000

- Individual employers' rates will vary depending on the demographic and actuarial factors particular to each employer. Full details of the contribution rates payable can be found in the 2022 actuarial valuation report on the Fund's website. The Actuary has made an assessment of the contributions that should be paid into the Fund by participating employers for the period 1st April 2023 to 31st March 2026 in order to maintain the solvency of the Fund.
- The contribution rate has been calculated using the projected evolution of each employers' assets and benefit payments and the main actuarial assumptions used are as follows:

	Funding Basis	
	2019	2022
Rate of return on investments (Discount Rate)	4.2% pa	4.2% pa
Rate of general pay increases	2.6% pa	3.2% pa
Rate of increase to pensions	2.3% pa	2.7% pa

- The estimate of the pension fund liability is subject to significant variations, based on changes to the underlying assumptions used - please see table above.
- Full actuarial valuation reports are published on the Pension pages of the County Council's website
- See Note 24 for details of the Actuarial Present Value of Promised Retirement Benefits.

## N7. Analysis of contributions receivable and benefits payable

	2021/22		2022/23	
	Contributions receivable £'000	Benefits payable £'000	Contributions receivable £'000	Benefits payable £'000
Gloucestershire County Council <i>[Administering authority]</i>	49,440	47,761	52,377	51,724
Scheduled bodies (185 22/23) (177 21/22)* <i>[Bodies admitted by right]</i>	49,768	37,377	53,475	40,254
Admitted bodies (36 22/23) (39 21/22)* <i>[Bodies admitted by agreement]</i>	**4,903	7,098	**5,088	6,836
	104,111	92,236	110,940	98,814

Scheduled bodies now include 118 (109 21/22) schools who have converted to academy status.

\* These numbers relate to active employers with active members

\*\* Contributions Receivable for Admitted Bodies for 2022/23 contained £412k deficit payments (£9k deficit credit 21/22) in relation to employers who left the scheme.

## N8. Investment Strategy Statement

The Fund's Investment Strategy Statement (ISS) as required by the Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016 can be found on the Fund's website <https://www.gloucestershire.gov.uk/pensions/investments>. It includes a statement on the Fund's approach to pooling its investment assets as required under the Regulations.

## N9. Related party transactions

Gloucestershire County Council, as Administering Authority for the Fund, incurred the following costs in relation to the administration of the Fund and was subsequently reimbursed by the Fund for these expenses. The Council is also the single largest employer of members of the Pension Fund. All monies owing to and due from the Fund were paid or accrued for in the year.

	2021/22 £'000	2022/23 £'000
<b>Administrative expenses</b>	2,299	2,727

Part of the Pension Fund's cash holdings are invested on the money markets by the Treasury Management team of Gloucestershire County Council, see notes N2, N21 and N25.

Of the County Council's key management personnel, some of the Deputy Chief Executive & Executive Director of Corporate Resources and the Director of Finance remuneration costs were charged to the Fund to reflect time spent supporting the Fund. These consisted of salary, fees and allowances of £13,914 (£12,781 2021/22), employers' pension contributions of £3,882 (£2,594 2021/22) and employers' national insurance contributions of £1,769 (£1,617 2021/22).

The Deputy Chief Executive & Executive Director and Director are members of the Fund as contributing Gloucestershire County Council employees. This does not impact on their role as Finance Director and S151 officer, which is clearly defined.

The Pensions Committee is the decision making body for the Fund and Gloucestershire County Council nominates 7 voting committee members. Councillor Gray is also a County Councillor but is the District Council's representative on the Pension Committee.

Each member of the Pension Committee is required to declare their interests at each meeting.

Mr. P. Clark, the Scheme Member Representative, is a non-voting member of the Pension Committee. Mr. Clark is a contributing member of the Pension Fund and this does not impact on his Pension Committee role. Ms. J. Atkinson is a non-voting member of the Pension Committee. She is employed by a Pension Fund employer, Severn Vale School, and is also a contributing member of the Pension Fund. This does not impact on her Pension Committee role.

Three members of the Pension Committee were also District Council members as at 31st March 2023 and these are detailed below:

Member	District Council
Cllr. M. Babbage	Cheltenham Borough Council
Cllr. D. Brown	Gloucester City Council
Cllr. D. Gray	Tewkesbury Borough Council

Cllr L. Stowe represents the Gloucestershire Pension Fund on the Brunel Oversight Board and is corporate shareholder representative for Gloucestershire County Council for UBICO Limited which is an employer in the Fund. A family member of Cllr. Stowe is a Councillor at Cotswold District Council which is also an employer in the Fund

A member of Cllr. C. Hay's family is leader of Cheltenham Borough Council which is an employer in the Pension Fund.

The Pension Board was created on the 1st April 2015. Some of the Board are members of the Fund as contributing employees and Cllr. S. Hirst represents Gloucestershire County Council, Cotswold District Council and Tetbury Town Council who are all employers in the Pension Fund. This does not impact on their roles as members of the Pension Board given the nature of the Board's functions.

Mr. J. Topping (Employee Representative ) and Mr. C. Williams ( Employer Representative) have recently resigned from the Board.

Transactions between employers and the Fund are disclosed in note N7.

#### **Brunel Pension Partnership Ltd. (Company Number 10429110)**

Brunel was formed on the 14th October 2016 and oversees the investment of pension fund assets for Avon, Buckinghamshire, Cornwall, Devon, Dorset, Environment Agency, Gloucestershire, Oxfordshire, Somerset and Wiltshire Funds.

Each of the ten local authorities, including Gloucestershire County Council own 10% of Brunel. As part of Gloucestershire's investment in Brunel the Fund provided regulatory capital. This is subject to regular review by the regulator which could result in additional calls for capital.

Pension Fund transactions with Brunel are as follows:

	2021/22	2022/23
	£'000	£'000
Income	46	4
Expenditure	1,014	1,141
Debtors	-	-
Payments in Advance	-	-

In addition to his role as Pension Committee member, Cllr. L. Stowe represents the Fund on the Brunel Oversight Board.

In 2020/21 the Pension Fund, together with the other nine Funds in Brunel, entered into a Pension Cost Recharge Agreement whereby each Fund agreed to reimburse Brunel with its share of regular ongoing pension related cashflows via its Annual Operating Charge. As part of this arrangement the Fund also agreed to pay or receive its share of any exit payment or credit should Brunel cease to be a member of the Local Government Pension Scheme. At the end of September 2022 the Fund's share of the possible charge was £10k.

#### **N9a Key management personnel**

The key management personnel of the Fund are the Section 151 Officer and the Head of Pensions. A proportion of the Section 151 Officer's costs have been charged to the Fund to reflect time spent supporting the Fund and those costs are included with those of the Head of Pensions in the table below.

	2021/22	2022/23
	£'000	£'000
Short-term benefits	92	95
Post-employment benefits	-	-
Other long-term benefits	24	24
Termination benefits	-	-
Share-based payments	-	-
	<b>116</b>	<b>119</b>



## N10. Contingent liabilities and contractual commitments

### Investment commitments

The Fund has investment commitments with three managers (Arcmont, Golub and Brunel Pension Partnership) where the investment manager has not yet drawn down all monies due. These commitments relate to investments in private debt, private equity and infrastructure and are requested as and when the respective investment manager identifies an investment opportunity. The amounts requested can therefore be irregular in both size and timing.

The Fund made no amendments to its existing commitments during 2022/23.

Brunel anticipates that commitments in Private Equity and Infrastructure Cycle 1 should be drawn down by 2026, Cycle 2 by 2028 and Cycle 3 by 2029. Commitments in Private Debt Cycle 2 should be drawn down by 2025 and Cycle 3 by 2027.

Of the Golub Capital Partners commitment, 87.5% has been drawn down. Golub do not anticipate any further draw downs but reserve the right to still do so. The commitment draw down period will end on the 1st July 2023 and Golub should return monies as investments mature by 2026/27.

In relation to the Fund's private debt fund managed by Arcmont, 81% of the Fund's total commitment has been drawn down. The Arcmont fund's investment period ended in July 2020, however Arcmont may still need to complete follow-on transactions on existing assets and draw down further funds. The fund had been due to expire in July 23 but Arcmont anticipates it may exercise its discretion to extend the life of the fund for a further year.

The following table shows the Fund's total commitment and the remaining liability, following drawdowns, at the year end.

	<b>Original Commitment</b>	<b>Outstanding liability 2021/22</b>	<b>Outstanding liability 2022/23</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Arcmont Asset Management Ltd. (private debt)	50,000	12,018	9,665
Golub Capital Partners International (private debt)	40,000	5,038	5,063
Brunel Pension Partnership Ltd. (private equity) Cycle 1	43,000	23,596	16,720
Brunel Pension Partnership Ltd. (private equity) Cycle 2	70,000	58,139	47,520
Brunel Pension Partnership Ltd. (private equity) Cycle 3	16,000	16,000	16,000
Brunel Pension Partnership Ltd. (infrastructure) Cycle 1	43,000	17,503	10,270
Brunel Pension Partnership Ltd. (infrastructure) Cycle 2	130,000	95,276	57,280
Brunel Pension Partnership Ltd. (infrastructure) Cycle 3	20,000	20,000	17,180
Brunel Pension Partnership Ltd. (private debt) Cycle 2	120,000	99,104	64,090
Brunel Pension Partnership Ltd. (private debt) Cycle 3	38,000	38,000	34,660
	<b>570,000</b>	<b>384,674</b>	<b>278,448</b>

### Pension bonds

During 2022/23, nine (eleven 2021/22) admitted body employers in the Pension Fund held insurance 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. No such defaults have occurred in 2022/23 (2021/22 nil).

### Contingent liability

In 2021/22 the Pension Fund, together with the nine other Funds in Brunel, entered into a Pension Cost Recharge Agreement whereby each Fund agreed to reimburse Brunel with its share of regular ongoing pension related cashflows via its Annual Operating Charge. As part of this arrangement the Fund also agreed to pay or receive its share of any exit payment or credit should Brunel cease to be a member of the Local Government Pension Scheme. At the end of September 2022 the Fund's share of the possible charge was £10k (2021/22 £768k).

## **N11. Stock lending**

Brunel operates a stock lending programme in relation to the underlying assets in three of the Fund's pooled funds. At 31st March 2023 the market value of shares out on loan was £16.5m (2021/22 £22.2m) and the value of collateral held £17.4m (2021/22 £24.3m) equal to 105.6% (2021/22 109.3%) of stock out on loan. Income of £102.6k (2021/22 £68k) was reinvested into the pooled funds.

These investments continue to be recognised in the Fund's financial statements. During the period the stock is on loan, the voting rights of the loaned stocks pass to the borrower

**N12. Financial asset analysis**

	2021/22	2022/23	Note
	£'000	£'000	
<b>Investment Assets</b>			
Pooled investment vehicles			
Equities	1,799,883	1,665,355	
Bonds	565,811	544,815	
Diversified Growth	233,716	241,939	
Private Equity	37,290	55,714	
Infrastructure	60,104	116,006	
Private Debt	77,027	114,674	
	2,773,831	2,738,503	N10
Other investments			
Pooled Property Investments	246,138	262,294	
Venture Capital/Private Equity	3,853	3,428	
	249,991	265,722	
Derivative Contracts			
Forward Foreign Exchange Contracts	-	11,873	
	-	11,873	N15
Cash (Managers)			
Cash instruments	35,969	4,489	
Cash deposits	40,019	25,493	
	75,988	29,982	
Other investment balances			
Debtors			
Outstanding settlement of investment sales	51	11	
Accrued dividend income and tax reclaims due on dividend income	1,078	915	
	1,129	926	
<b>Long term financial assets</b>			
Brunel Pension Partnership Ltd.	71	697	
	71	697	
<b>Total Investment Assets</b>	3,101,010	3,047,703	
	2021/22	2022/23	Note
<b>Investment Liabilities</b>	£'000	£'000	
Derivative Contracts			
Forward Foreign Exchange Contracts	-	-3,747	
	-	-3,747	N15
<b>Total Investment Liabilities</b>	-	-3,747	
<b>Long Term Assets</b>			
Contributions due from employers	181	184	
	181	184	N22
<b>Current Assets</b>			
Contributions due from employers	5,256	5,180	
Other current assets (debtors)	1,382	1,561	
Payments in advance	5	3	
Cash balances	4,495	7,932	N21
	11,138	14,676	N22
<b>Current Liabilities</b>			
Unpaid benefits	-13	-146	
Other liabilities (creditors)	-1,473	-1,700	
	-1,486	-1,846	N23
<b>TOTAL</b>	3,110,843	3,056,970	

### N13. Investment income

Investment income arises from the following investment categories:

	2021/22 £'000	2022/23 £'000
Bonds	3,440	-225
Pooled investment vehicles	7,355	7,709
Pooled property investments	7,672	7,153
Interest on cash deposits	107	303
Other income from stock lending, underwriting and class actions	202	25
	18,776	14,965
Withholding tax	-	-
	18,776	14,965

### N14. Separately invested additional voluntary contributions (AVC's)

Gloucestershire Pension Fund provides additional voluntary contribution (AVC) schemes for its members with The Prudential Assurance Company Limited and Phoenix Life Limited. The AVC's are invested separately in funds managed by them. These are in the form of with-profits, unit-linked and deposit accounts and secure additional benefits on a money purchase basis for those members electing to pay additional voluntary contributions. Members participating in this arrangement receive an annual statement confirming amounts held to their account and movements in the year. These amounts are not included in the Pension Fund Accounts in accordance with Regulation 4 (1) (b) of the Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016 (as amended).

Value of separately invested additional voluntary contributions

	31st March 2022 £'000	31st March 2023 £'000
The Prudential Assurance Company Limited	6,587	6,335
Phoenix Life Limited	19	19
	6,606	6,354

\* Contributions paid by members in the Prudential scheme during 2022/2023 totalled £636,158 (2021/2022 £597,142) which included additional death in service premiums totalling £746 (2021/2022 £753).

**N15. Derivatives**

The Fund uses derivatives to reduce currency risk within the pooled equity funds by way of forward currency contracts managed by BlackRock Investment Management (UK) Ltd. which commenced in February 2023. In addition, the Sterling Corporate Bonds and Multi-asset Credit pooled funds are allowed the modest use of derivatives primarily for currency and interest rate hedging purposes. Due to the nature of pooled funds where units are purchased in the fund itself rather than the underlying assets, details of derivative contracts are at fund level and not disclosed.

A derivative is a generic term for financial instruments used in the management of portfolios and is a financial contract between two parties, the value of which is determined by the underlying asset. Derivatives include futures, forwards, swaps and options.

**Derivative Contract Analysis**

	<b>Contract type*</b>	<b>2021/22 Economic Exposure £'000</b>	<b>2022/23 Economic Exposure £'000</b>	<b>Expiration</b>	<b>2021/22 Market Value £'000</b>	<b>2022/23 Market Value £'000</b>
<b>INVESTMENT ASSETS</b>						
Forward foreign exchange contracts	OTC	-	<b>963,814</b>	Less than 3 months	-	<b>11,873</b>
<b>Total Derivative Assets</b>		-	<b>963,814</b>		-	<b>11,873</b>
<b>INVESTMENT LIABILITIES</b>						
Forward foreign exchange contracts	OTC	-	<b>495,643</b>	Less than 3 months	-	<b>-3,747</b>
<b>Total Derivative Liabilities</b>		-	<b>495,643</b>		-	<b>-3,747</b>
<b>Net Futures</b>					-	<b>8,126</b>

\* Contract type OTC (over the counter)

A breakdown of the open forward foreign exchange contracts at 31st March 2023 is given below:-

**Open Forward Currency Contracts at 31st March 2023**

Settlement	Currency bought	Local Value 000	Currency sold	Local Value 000	Asset Value £000	Liability Value £000
Up to three months	GBP	342,054	USD	416,730	5,016	
Up to three months	GBP	339,634	USD	416,730	2,791	
Up to three months	GBP	30,899	JPY	4,894,826	1,154	
Up to three months	GBP	30,483	JPY	4,894,826	636	
Up to three months	GBP	11,506	AUD	20,072	634	
Up to three months	GBP	17,187	CAD	28,083	404	
Up to three months	GBP	47,280	EUR	53,363	391	
Up to three months	GBP	14,212	CHF	15,830	197	
Up to three months	GBP	4,939	SEK	61,858	114	
Up to three months	GBP	14,142	CHF	15,830	94	
Up to one month	CAD	28,083	GBP	16,692	90	
Up to three months	GBP	3,889	HKD	37,087	68	
Up to three months	GBP	986	NOK	12,121	50	
Up to three months	GBP	4,052	DKK	34,020	40	
Up to three months	GBP	1,873	SGD	3,015	39	
Up to three months	GBP	3,856	HKD	37,087	32	
Up to three months	GBP	643	ILS	2,733	29	
Up to three months	GBP	4,846	SEK	61,858	17	
Up to three months	GBP	10,892	AUD	20,072	15	
Up to three months	GBP	627	ILS	2,733	13	
Up to three months	GBP	1,846	SGD	3,015	11	
Up to three months	GBP	275	NZD	527	8	
Up to three months	GBP	4,771	EUR	5,416	8	
Up to one month	EUR	53,363	GBP	46,883	7	
Up to one month	DKK	34,020	GBP	4,009	4	
Up to three months	GBP	941	NOK	12,121	4	
Up to three months	GBP	2,791	JPY	457,089	4	
Up to three months	GBP	500	DKK	4,230	1	
Up to one month	NZD	527	GBP	266	1	
Up to three months	GBP	124	NOK	1,599	1	
Up to three months	GBP	716	AUD	1,322	-	
Up to three months	GBP	72	NZD	142	-	
Up to three months	GBP	118	SGD	194	-	
Up to three months	GBP	73	ILS	327	-	
Up to three months	GBP	180	HKD	1,748	-	
Up to three months	GBP	437	SEK	5,604	-1	
Up to three months	GBP	266	NZD	527	-1	
Up to three months	GBP	1,204	CAD	2,018	-1	
Up to three months	GBP	1,138	CHF	1,285	-3	
Up to three months	GBP	46,932	EUR	53,363	-4	
Up to one month	NOK	12,121	GBP	940	-4	
Up to three months	GBP	4,014	DKK	34,020	-4	
Up to one month	SGD	3,015	GBP	1,845	-11	
Up to one month	ILS	2,733	GBP	627	-13	
Up to one month	AUD	20,072	GBP	10,887	-14	
Up to one month	SEK	61,858	GBP	4,841	-17	
Up to one month	HKD	37,087	GBP	3,853	-31	
Up to three months	GBP	17,214	USD	21,341	-36	
Up to three months	GBP	16,690	CAD	28,083	-90	
Up to one month	CHF	15,830	GBP	14,108	-94	
Up to one month	JPY	4,894,826	GBP	30,377	-633	
Up to one month	USD	416,730	GBP	339,827	-2,790	

**Open forward currency contracts at 31st March 2023**

11,873 -3,747

**Net forward currency contracts at 31st March 2023**

8,126

**Prior year comparative**

Open forward currency contracts at 31st March 2022

- -

Net forward currency contracts at 31st March 2022

- -

## N16. Investments exceeding 5% of Total Net Assets

At 31<sup>st</sup> March 2023 the Pension Fund held seven (2021/22, seven) investments that each exceeded 5% of the total value of the net assets of the scheme. These seven investments totalled £2,233,573k out of a total market value for the Fund of £3,056,970k . These are detailed as follows:

<b><u>Investments exceeding 5% of Total Net Assets</u></b>	<b>2021/22</b>		<b>2022/23</b>	
	£'000	%	£'000	%
Brunel Global High Alpha Equity Fund	408,878	13.1	<b>410,614</b>	<b>13.4</b>
Brunel Global Sustainable Fund	362,852	11.7	<b>398,646</b>	<b>13.0</b>
Brunel UK Equity Fund	405,122	13.0	<b>356,985</b>	<b>11.7</b>
Royal London Pooled Pension Company - Brunel Sterling Corporate Bond Fund	365,269	11.7	<b>326,278</b>	<b>10.7</b>
Legal & General FTSE Paris Aligned Developed Equities Index Fund	307,747	9.9	<b>309,790</b>	<b>10.1</b>
Brunel Diversifying Returns Fund	233,716	7.5	<b>241,939</b>	<b>7.9</b>
Brunel Emerging Markets Equity Fund	179,114	5.8	<b>189,321</b>	<b>6.2</b>
	<b>2,262,698</b>	<b>72.7</b>	<b>2,233,573</b>	<b>73.0</b>

*The Brunel Funds are Unit Trusts.*

*The Legal & General Fund is a passively managed Unitised Insurance Policy.*

*The Royal London Pooled Pension Company Fund is an Unitised Insurance Policy investing in sterling corporate bonds.*

## N17. Agency services

The Pension Fund pays discretionary pension awards to former employees on behalf of some Pension Fund employers. The amounts paid are not included within the Fund Account but are provided as a service and fully reclaimed from the employer bodies. The sums are disclosed below.

	2021/22 £'000	2022/23 £'000
Discretionary Payments	1,091	1,094

## N18. Contributions breakdown

	2021/22 £'000	2022/23 £'000
From Employers:		
Normal contributions	67,026	72,002
Augmentation contributions	-	-
Deficit recovery contributions	15,063	13,745
Section 75 debt (cessation of employer)	-9	412
Other	912	1,886
	82,992	88,045
From Members:		
Normal contributions	20,923	22,735
Additional voluntary contributions	196	160
	21,119	22,895

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 primary contribution rate, the rate which all employers in the Fund pay was set at 20.9%, in addition most employers will also pay a secondary contribution rate depending on their own particular circumstances. Full details of the contribution rates payable for 2020/21, 2021/22 and 2022/23 can be found in the 2019 Actuarial Valuation Report and the Pension Fund's Annual Report. The Actuary undertook a funding valuation in 2022 setting out the contribution rates payable for the next three years from 1st April 2023, a copy of which can be found at <https://www.gloucestershire.gov.uk/pensions/investments>.

The employers' monthly contributions are expressed as a percentage of pensionable pay. Deficit recovery payments are either based on a percentage of pensionable pay or paid as a lump sum. Both monthly contributions and deficit funding payments have been identified above. The deficit recovery contributions relate to past service benefit accrual and are payable over an agreed recovery period, not exceeding 17 years.

Employers who leave the scheme may need to pay outstanding deficit payments and this is included under Section 75 debt. A revision to the Regulations in May 2018 and a further, more recent revision permits, at the discretion of the Pension Fund, the payment of an exit credit to an employer. Exit credit payments are also included within Section 75 debt.

Other contributions are those contributions paid by an employer to compensate the Pension Fund for early retirement or the recovery of ill health retirement costs.

These payments follow the principles outlined in the Funding Strategy Statement. Early retirement costs are usually paid in one lump sum or were historically paid over several years dependent on the status of the employer. When a payment is spread there is an extra cost to reflect the delay in total payment. There are currently no early retirement costs being spread. At 31<sup>st</sup> March 2023, £31k (2021/22 £34k) was due to the Pension Fund for early retirements and has been accrued.

The majority of employers are covered by an ill health insurance policy and claims are made as they arise. Excess ill health retirement costs, not covered by the insurance policy, are invoiced for where necessary. At 31<sup>st</sup> March 2023, £305k (2021/22 £50k) was due to the Pension fund for ill health retirement costs and has been accrued.

It had been agreed previously that an employer who left the Fund in 2008/09 could spread the payment of their deficit over a number of years. The total amount was credited to the Pension Fund and an accrual made for the outstanding amount. The accrual is rolled forward each year and adjusted for deficit payments made.



## N19. Custody of investments

The accounts for the year ended 31st March 2023 use the valuations for the Fund's assets provided by our custodian, State Street Bank & Trust Company. This reflects the position of the custodian who is ultimately the master book of record. Custodian records are regularly reconciled with the Fund Managers' records. Using the custodian's valuations ensures that the various portfolios are priced consistently, so that the same stocks, in different portfolios, are valued on the same basis. Investments held in custody by State Street Bank & Trust Company on behalf of the Pension Fund, are ring-fenced from the assets of the Bank and segregated within its books as belonging to the Gloucestershire Pension Fund.

## N20. Management expenses

Pension Fund expenses have been accounted for in accordance with the *CIPFA guidance Accounting for Local Government Pension Scheme Management Costs*.

<u>Management expenses</u>	2021/22 £'000	2022/23 £'000
Investment management expenses *	16,306	24,991
Administration expenses	1,553	1,845
Oversight & governance	671	820
	18,530	27,656

\* Please see a more detailed breakdown of the investment management expenses below.

### Investment management expenses

#### 2022/23

	Management Fees	Performance fees	Transaction Costs	Total
	£'000	£'000	£'000	£'000
Bonds	-	-	-	-
Pooled Investment Vehicles	11,789	641	6,097	18,527
Pooled Property Investments	4,119	65	1,066	5,250
Derivative Contracts	17	-	-	17
Brunel Pension Partnership Ltd.	1,136	-	-	1,136
	17,061	706	7,163	24,930
Custody Fees				53
Tax and Legal Costs				8
				24,991

### Investment management expenses

#### 2021/22

	Management Fees	Performance fees	Transaction Costs	Total
	£'000	£'000	£'000	£'000
Bonds	74	-	-	74
Pooled Investment Vehicles	9,331	1,160	3,243	13,734
Pooled Property Investments	1,038	165	245	1,448
Derivative Contracts	-	-	7	7
Brunel Pension Partnership Ltd.	969	-	-	969
	11,412	1,325	3,495	16,232
Custody Fees				71
Tax and Legal Costs				3
				16,306

Investment management expenses are generally set on a fixed fee basis, calculated using the market value of each portfolio. The cost of investment management expenses varies with the value of assets under management.

The increase on investment management expenses during the period of £8.7m have increased from those reported in 2021-22 largely because of the full adoption of the Cost Transparency Initiative (CTI) reporting template to account for all management expenses incurred on funds invested during the year. This has a zero net effect overall, with an offsetting increase in reported profit in year. In addition an increase in amounts invested in property, private equity and infrastructure resulted in increases in management fees.

### Transaction costs

When an asset is purchased or sold a cost is incurred for broker commission and stamp duty, when appropriate, based on a small percentage of the value of assets being transacted. When an asset is directly held these costs are easily identified, when a pooled fund is held these indirect costs are less transparent as details of the underlying investments and transactions are not generally disclosed. The Cost Transparency Initiative has been introduced to increase transparency of all related costs (direct, indirect and implicit). Transaction costs have increased by £3.67m from 2021-22 largely as a result of the full adoption of CTI reporting,

### Administration expenses and Oversight & Governance expenses

Administration Expenses increased due to additional staff and higher computer costs. Whilst the increase in Oversight & Governance was due to increased actuarial fees arising from the triennial valuation, increased staff costs and external audit costs which were offset to a certain extent by a decrease in professional fees.

Within Oversight and Governance costs there were actuarial expenses of £95,855 (£61,330 2021/22) generated by specific employer requirements, these were recharged back to the employer. The corresponding income is included within Recoveries for Services Provided in the Fund Account.

In addition to the recharged actuarial expenses, recoveries for services provided includes £37,318 (£27,977 2021/22) for pension and fee reimbursements.

### Audit fees

Audit fees of £56,480 for 2022-23 were payable with a further £24,845 paid for prior year invoices, totalling £81,325 (£38,550 for 2021/22 with a further £6,656 paid for prior year invoices, totalling £45,206) were incurred in relation to Grant Thornton UK LLP, the auditors appointed by Public Sector Audit Appointments Ltd. for external audit services.

### N21. Cash

From the 1<sup>st</sup> April 2010 the Pension Fund has had its own bank account. At 31<sup>st</sup> March 2023 in-house cash of £7.9m (£4.5m in 2021/22) was invested through the County Council's short-term investment procedures. During the year the average investment balance was £9.3m (£27.76m 2021/22) earning interest of £211k (£7k 2021/22).

### N22. Current & long term assets

	2021/22 £'000	2022/23 £'000
<b>Current assets</b>		
Contributions due - Employees	1,100	991
Contributions due - Employers	4,156	4,189
Sundry debtors	1,382	1,561
Payment in advance	5	3
	6,643	6,744
Cash balances	4,495	7,932
	11,138	14,676
	2021/22 £'000	2022/23 £'000
<b>Long term assets</b>		
Long term debtors	181	184

It had been agreed that an employer who left the Fund could spread the payment of their deficit over a number of years. The total amount was credited to the Pension Fund and an accrual made for the outstanding amount. The accrual is rolled forward each year and adjusted for deficit payments made. A payment of £7,200 is due to the Pension Fund within the next twelve months and is included in Current Assets.

### N23. Current liabilities

	2021/22 £'000	2022/23 £'000
Benefits payable	-13	-146
Sundry creditors	-1,473	-1,700
	-1,486	-1,846

## N24. Actuarial present value of promised retirement benefits

In addition to the triennial funding valuation (See Note 6), the Fund's Actuary Hymans Robertson LLP also undertakes a valuation of the Pension Fund liabilities on an IAS19 basis each year. The promised retirement benefits at 31st March 2023 have been projected using a roll forward approximation from the latest formal funding valuation as at 31st March 2022. The approximation involved in the roll forward model means that the split of benefits between the three classes of member may not be reliable. However the Actuary is satisfied that the total figure is a reasonable estimate of the actuarial present value of benefit promises.

### Present Value of Promised Retirement Benefits:

Year Ended	31 <sup>st</sup> March 2022	31 <sup>st</sup> March 2023
	£m	£m
Active members	1,900	1,067
Deferred members	922	622
Pensioners	1,184	1,236
<b>Total</b>	<b>4,006</b>	<b>2,925</b>

It should be noted that the above figures are appropriate only for the preparation of the Fund's accounts. They should not be used for any other purpose (i.e. comparing against liability measures on a funding basis or a cessation basis).

### Assumptions

The assumptions used are those adopted for the Administering Authority's IAS19 report and are different as at 31st March 2023 and 31st March 2022. It is estimated that the impact of the change in financial assumptions to 31st March 2023 is to decrease the actuarial present value by £1,542m (21/21 decrease of £309m). It is estimated that the impact of the change in demographic assumptions is to decrease the actuarial present value by £35m (21/22 decrease by £20m).

### Significant Actuarial Assumptions Used

#### Financial assumptions:

Year Ended	31 <sup>st</sup> March 2022	31 <sup>st</sup> March 2023
	% pa	% pa
Pension Increase Rate (CPI)	3.20	2.95
Salary Increase Rate	3.50	3.45
Discount Rate	2.70	4.75

#### Demographic assumptions:

The longevity assumptions have changed since the previous IAS26 disclosure for the Fund.

Life expectancy is based on the Fund's VitaCurves with improvements in line with the CMI 2021 model, with a 10% weighting of 2021 (and 2020) data, standard smoothing (Sk7), initial adjustment of 0.25% and a long term rate of improvement of 1.50% p.a. Based on these assumptions, the average future life expectancies at age 65 are summarised below.

Longevity assumptions as at 31st March 2023	Males	Females
	Years	
Current Pensioners	21.6	24.4
Future Pensioners **	22.2	25.8

Longevity assumptions as at 31st March 2022	Males	Females
	Years	
Current Pensioners	21.7	24.1
Future Pensioners **	22.6	25.8

\*\* Future pensioners are assumed to be aged 45 at the latest formal valuation as at 31st March 2022.

All other demographic assumptions have been updated since last year and as per the latest funding valuation of the Fund.

### Sensitivity Analysis

CIPFA guidance requires the disclosure of the sensitivity of the results to the methods and assumptions used. The sensitivities regarding the principal assumptions used to measure the obligations are set out below:

Change in assumption at 31st March 2023	Approximate increase to promised retirement benefits	Approximate monetary amount
	%	£m
0.1% p.a. decrease in the Discount Rate	2	52
0.1% p.a. increase in the Salary Increase Rate	0	5
0.1% p.a. increase in the Pension Increase Rate (CPI)	2	48
1 year increase in member life expectancy	4	117

Change in assumption at 31st March 2022	Approximate increase to promised retirement benefits	Approximate monetary amount
	%	£m
0.1% p.a. decrease in the Discount Rate	2	79
0.1% p.a. increase in the Salary Increase Rate	0	7
0.1% p.a. increase in the Pension Increase Rate (CPI)	2	72
1 year increase in member life expectancy	4	160

## **N25. Nature and extent of risks arising from Financial Instruments**

The Gloucestershire Pension Fund's ("The Fund") objective is to generate positive investment returns for a given level of risk. Therefore the Fund holds financial instruments such as collective investment schemes (or pooled funds), cash and cash equivalents and debtors and creditors (which arise as a result of its operations). The value of all these financial instruments in the financial statements approximates to their fair value.

The Fund's primary long-term risk is that the Fund's assets will fall short of its liabilities i.e. promised benefits payable to members. Therefore the aim of investment risk management is to minimise the risk of an overall reduction on 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 risk, currency risk 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's investments are managed on behalf of the Fund via Brunel and its appointed Investment Managers. In addition the Fund also has a small number of directly appointed pooled funds. Each Investment Manager is required to invest the assets managed by them in accordance with the terms of their investment guidelines or pooled fund prospectus. The Gloucestershire Pension Fund Committee ("Committee") has determined that the investment management structure is appropriate and is in accordance with its investment strategy. The Committee regularly monitors each investment mandate and considers and takes advice on the nature of the investments made and associated risks.

The Fund's investments are held by State Street Bank & Trust Company, who act as custodian on behalf of the Fund.

Because the Fund adopts a long term investment strategy, the high level risks described below will not alter significantly during the year unless there are significant strategic or tactical changes in the portfolio.

### **Market Risk**

Market risk represents the risk that the fair value of a financial instrument will fluctuate because of changes in market prices, interest rates or currencies. The Fund is exposed through its investments in equities, bonds and investment funds, to all these market risks. The aim of the investment strategy is to manage and control market risk within acceptable parameters, while optimising the return from the investment portfolio.

In general, excessive volatility in market risk is managed through the diversification of the portfolio in terms of geographical, industry sectors, individual securities, investment mandate guidelines and Investment Managers. The risk arising from exposure to specific markets is limited by the strategic asset allocation, which is regularly monitored by the Committee as well as appropriate monitoring of market conditions and benchmark analysis.

### **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, caused by factors other than interest rate or foreign currency movements, whether those changes are caused by factors specific to the individual instrument, its issuer or factors affecting all such instruments in the market.

Market price risk arises from uncertainty about the future value of the financial instruments that the Fund holds. All securities investments present a risk of loss of capital. Except for shares sold short, the maximum risk resulting from financial instruments is determined by the fair value of the financial instruments. Possible losses from shares sold short are unlimited. The Investment Managers mitigate this price risk through diversification in line with their own investment strategies and mandate guidelines.

#### Other Price Risk - Sensitivity Analysis

The sensitivity of the Fund's investments to changes in market prices has been analysed using the volatility of return experienced by each investment portfolio during the year to 31<sup>st</sup> March 2023. The volatility data is broadly consistent with a one-standard deviation movement in the value of the assets. The analysis assumes that all other variables remain constant.

Movements in market prices would have increased or decreased the assets, as held by the Fund's custodian, at 31<sup>st</sup> March 2023 by the amounts shown below:

As at 31st March 2023	Value £'000	Volatility of return %	Value on Increase £'000	Value on Decrease £'000
UK Bonds	326,278	7.5	350,749	301,807
Overseas Bonds	218,537	7.5	234,927	202,147
UK Equities	356,985	18.2	421,956	292,014
Multi National Equities	1,550,309	17.4	1,820,063	1,280,555
UK Property	201,450	15.5	232,675	170,225
Overseas Property	60,844	15.5	70,275	51,413
Venture Capital/Private Equity/Infrastructure	175,148	31.2	229,794	120,502
Private Debt	114,674	9.6	125,683	103,665
	<b>3,004,225</b>		<b>3,486,122</b>	<b>2,522,328</b>
<b>Total Gloucestershire Fund</b>	<b>3,004,225</b>	<b>12.3%</b>	<b>3,373,745</b>	<b>2,634,705</b>

Cash equivalents of £8,157k have been included in UK Bonds and £16,543k in Overseas Bonds. Both of these asset classes are invested in pooled funds.

The above table does not include investment manager cash, cash instruments and debtors or the Brunel Pension Partnership shareholding, derivative contracts, long term and current assets and current liabilities of £52,745k as these are not subject to price risk.

As at 31st March 2022	Value £'000	Volatility of return %	Value on Increase £'000	Value on Decrease £'000
UK Bonds	365,269	8.1	394,856	335,682
Overseas Bonds	200,543	8.1	216,787	184,299
UK Equities	405,122	19.9	485,742	324,503
Multi National Equities	1,628,477	18.5	1,929,745	1,327,208
UK Property	220,656	15.0	253,754	187,557
Overseas Property	25,483	15.0	29,306	21,660
Venture Capital/Private Equity/Infrastructure	101,247	31.2	132,836	69,658
Private Debt	77,027	9.0	83,959	70,095
	<b>3,023,824</b>		<b>3,526,985</b>	<b>2,520,662</b>
<b>Total Gloucestershire Fund</b>	<b>3,023,824</b>	<b>13.0%</b>	<b>3,416,921</b>	<b>2,630,727</b>

Cash equivalents of £5,296k have been included in UK Bonds and £1,021k in Overseas Bonds. Both of these asset classes are invested in pooled funds.

The above table does not include investment manager cash, cash instruments and debtors or the Brunel Pension Partnership shareholding, long term and current assets and current liabilities of £87,019k as these are not subject to price risk.

#### 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 risk, which represents the risk that the fair value or future cash flows of a financial instrument will fluctuate due to changes in market interest rates. This risk will affect the value of both fixed interest and index linked securities. The amount of income receivable from cash balances will also be affected by fluctuations in interest rates.

The Funds exposure to interest rate movements, as a result of its investments in fixed interest pooled funds, as at the 31st March 2023 is set out below along with the interest rate sensitivity analysis data.

#### Interest Rate Risk Sensitivity Analysis

The Council recognises that interest rates can vary and can affect both income to the Fund and the value of the net assets available to pay benefits. The UK gilt market delivered a 2.05% return (FTSE Actuaries) over the first quarter with the benchmark 10-year gilt yield slipping 18 basis points to 3.49% from 3.67% at the start of the quarter. Longer-dated bonds outperformed shorter maturities. In the US, 10-year treasury yields fell to 3.47% from 3.87%, while in Germany the 10-year bund yield dropped to 2.29% from 2.57%. Notwithstanding recent and likely ongoing spikes in prices in relation to individual goods and services areas, the general market view is that inflation has peaked. This is driven by the facts that energy prices will moderate, and that weaker GDP growth will reduce the tightness of the labour market. Nonetheless, UK interest rates are likely to rise a bit further as the Bank of England continues to focus on bringing inflation under control. Brunel's Bond portfolios have credit risk through underlying investments. This risk is managed through diversification of credit quality and maturity which the corresponding market price reflects providing an indication of likely default.

Changes in interest rates do not impact on the value of cash and cash equivalents but they will affect the interest income received on those balances.

The analysis that follows assumes that all other variables, in particular, exchange rates, remain constant and shows the effect in the year on the values of a +/- 100bps (1%) change in interest rates on a time-weighted basis.

Assets exposed to interest rate risk	Carrying amount as at 31st March 2023	Change in the year in the net assets available to pay benefits	
		+100BPS (1% increase)	-100BPS (1% decrease)
	£'000	£'000	£'000
2022/23			
Cash held directly by the Fund	7,932	-	-
Cash and cash equivalents held on behalf of the Fund	29,982	-	-
Bond Portfolio - Fixed Interest Securities	544,815	-23,499	23,499
	582,729	-23,499	23,499

In the above table, cash equivalents of £24,700k are included in the Bond Portfolio - Fixed Interest Securities, which are held in pooled funds.

Assets exposed to interest rate risk	Carrying amount as at 31st March 2022	Change in the year in the net assets available to pay benefits	
		+100BPS (1% increase)	-100BPS (1% decrease)
	£'000	£'000	£'000
2021/22			
Cash held directly by the Fund	4,495	-	-
Cash and cash equivalents held on behalf of the Fund	75,988	-	-
Bond Portfolio - Fixed Interest Securities	565,812	-32,423	32,423
	646,295	-32,423	32,423

In the above table, cash equivalents of £6,317k are included in the Bond Portfolio - Fixed Interest Securities, which are held in pooled funds.

#### **Foreign Currency Risk**

Foreign currency risk represents the risk that the fair value of future cash flows of a financial instrument will fluctuate because of changes in foreign exchange rates. The Fund is exposed to currency risk on both monetary and non-monetary investments denominated in a currency other than Sterling. For a Sterling based investor, when Sterling weakens, the Sterling value of foreign currency denominated investments rises. As Sterling strengthens, the Sterling value of foreign currency denominated investment falls. The Fund uses derivatives to reduce currency risk within the pooled equity funds by way of forward currency contracts managed by BlackRock Investment Management (UK) Ltd. which commenced in February 2023.

### Currency Risk Sensitivity Analysis

Following analysis of historical data, by the Fund's performance measurement service, the likely volatility associated with foreign exchange rate movements is considered to be 6.3% (as measured by one standard deviation).

This analysis assumes that all other variables, in particular interest rates, remain constant.

A 6.3% strengthening/weakening of the Pound against the various countries in which the Fund holds investments would increase/decrease the net assets available to pay benefits as follows:

2022/23 Currency exposure - Asset type	Asset value as at 31st March 2023 £'000	Change to net assets available to pay benefits	
		£'000 +6.3%	£'000 -6.3%
UK Equities*	1,111	1,181	1,041
Global Equities	1,248,678	1,327,345	1,170,011
Global Bonds	-	-	-
Overseas Private Debt	35,391	37,621	33,161
Overseas Property	60,844	64,677	57,011
Venture Capital /Private Equity/ Infrastructure	149,596	159,021	140,171
Diversified Growth	21,079	22,407	19,751
Cash/Cash equivalents	701	745	657
	1,517,400	1,612,997	1,421,803

\* Amount of overseas currency within the Brunel UK Equity Pooled Fund

2021/22 Currency exposure - Asset type	Asset value as at 31st March 2022 £'000	Change to net assets available to pay benefits	
		£'000 +7.0%	£'000 7.0%
UK Equities*	1,470	1,573	1,377
Global Equities	1,194,914	1,270,194	1,119,634
Global Bonds	34,221	36,377	32,065
Overseas Private Debt	33,235	35,329	31,141
Overseas Property	25,483	27,088	23,878
Venture Capital /Private Equity/ Infrastructure	43,284	46,011	40,557
Diversified Growth	16,754	17,810	15,698
Cash/Cash equivalents	5,868	6,238	5,498
	1,355,229	1,440,620	1,269,848

\* Amount of overseas currency within the Brunel UK Equity Pooled Fund

### Credit Risk

Credit risk represents the risk that the counterparty to a transaction or financial instrument will fail to discharge an obligation and cause the Fund to incur a financial loss. This is often referred to as counterparty risk.

In essence the Fund's entire investment portfolio is exposed to some form of credit risk, with the exception of the derivatives positions, where the risk equates to the net market value of a positive derivative position. However, the careful selection and monitoring of counterparties including brokers, custodian and investment managers minimises any credit risk that may occur through the failure to settle transactions in a timely manner. The Fund's contractual exposure to credit risk is represented by the net payment or receipt that remains outstanding, and the cost of replacing the derivative position in the event of a counterparty default. The residual risk is minimal due to the various insurance policies held by the exchanges to cover defaulting counterparties.

Bankruptcy or insolvency of the custodian may affect the Fund's access to its assets. However, all assets held by the custodian are ring-fenced as "client assets" and therefore cannot be claimed by creditors of the custodian. Brunel, on behalf of the Fund, manages the risk by monitoring the credit quality and financial position of the custodian.

Credit risk on over the counter derivative contracts is minimised as counterparties are recognised financial intermediaries with acceptable credit ratings determined by a recognised rating agency.

The Fund's bond pooled funds have significant credit risk through their underlying investments. This risk is managed through diversification across sovereign and corporate entities, credit quality and maturity of bonds. The market prices of bonds incorporate an assessment of credit quality in their valuation which reflects the probability of default (the yield of a bond will include a premium that will compensate for the risk of default).

The Fund believes it has managed its exposure to credit risk within an acceptable level and its default experience over the last five financial years is not significantly out of line with the industry.



Another source of credit risk is the cash balances held to meet operational requirements or by the managers at their discretion. Internally held cash is managed on the Fund's behalf by the Council's Treasury Management Team in line with the Fund's Treasury Management Policy which sets out the permitted counterparties and limits. The Fund invests surplus cash held with the custodian in diversified money market funds.

Through its securities lending activities, the Fund is exposed to the counterparty risk of the collateral provided by borrowers against the securities lent. This risk is managed by restricting the collateral permitted.

Foreign exchange contracts are subject to credit risk in relation to the counterparties of the contracts which are primarily banks. The maximum credit exposure on foreign currency contracts is any net profit on forward contracts, should the counterparty fail to meet its obligations to the Fund when it falls due.

The credit risk within the bond pooled funds can be analysed using standard industry credit ratings and the analysis as at 31<sup>st</sup> March 2023 is set out below with comparatives from the position as at 31 March 2022.

#### Credit Analysis

<b>31<sup>st</sup> March 2023</b>	AAA £'000	AA+ to AA- £'000	A+ to A- £'000	BBB+ to BBB- £'000	BB+ to BB- £'000	B+ to B- £'000	CCC+ to C- £'000	Unrated £'000
UK Corporate Bonds	7,031	19,914	73,645	169,431	18,260	9,894	-	19,946
Global Bonds	13,311	222	6,363	31,875	46,782	75,404	20,280	7,757
	<b>20,342</b>	<b>20,136</b>	<b>80,008</b>	<b>201,306</b>	<b>65,042</b>	<b>85,298</b>	<b>20,280</b>	<b>27,703</b>
% of Fixed Interest Pooled Funds	3.9	3.9	15.4	38.7	12.5	16.4	3.9	5.3

Cash equivalents held in the Bond Portfolio pooled funds of £24,700k have not been included in the credit analysis table above but are included in the market value of the Bond Portfolio pooled funds in Note 12.

<b>31<sup>st</sup> March 2022</b>	AAA £'000	AA+ to AA- £'000	A+ to A- £'000	BBB+ to BBB- £'000	BB+ to BB- £'000	B+ to B- £'000	CCC+ to C- £'000	Unrated £'000
UK Corporate Bonds	19,511	20,231	79,446	203,133	15,047	9,359	-	13,247
Global Bonds	2,451	159	3,607	18,472	36,048	90,031	40,831	7,672
	<b>21,962</b>	<b>20,390</b>	<b>83,053</b>	<b>221,605</b>	<b>51,095</b>	<b>99,390</b>	<b>40,831</b>	<b>20,919</b>
% of Fixed Interest Pooled Funds	3.9	3.6	14.9	39.6	9.1	17.8	7.3	3.7

Cash equivalents held in the Bond Portfolio pooled funds of £6,317k have not been included in the credit analysis table above but are included in the market value of the Bond Portfolio pooled funds in Note 12.

## **Cash Balances**

The management of Pension Fund cash balances not held by the Custodian is delegated to Gloucestershire County Council's Treasury Management team to manage in accordance with their Treasury Management Strategy, which reflects the CIPFA Code of Practice on Treasury Management in Public Services. Pension Fund cash is invested separately from Gloucestershire County Council monies.

The Fund's cash holding under both its treasury management arrangements and Custodian arrangements at 31st March 2023 is shown below:

Account Name	Rating*	Balances as at 31st March 2022	Rating*	Balances as at 31st March 2023
		£'000		£'000
Aberdeen Standard Liquidity Fund	AAAm	2,636	AAAm	2,636
Federated Short Term Sterling Prime Fund	AAAm	1,274	AAAm	1,274
Lloyds Instant Access	A-1	545	A-1	-
HSBC Current Account	A-1	20	A-1	-
Lloyds Current Account	A-1	20	A-1	4,022
<b>Total Balances managed in house</b>		<b>4,495</b>		<b>7,932</b>
State Street SSGA Global Asset MMF	AAAm	5,990	AAAm	352
State Street Liquidity Funds	AAAm	29,979	AAAm	4,137
State Street Bank & Trust Company	AA-	40,019	AA-	25,493
<b>Total Balances held by Custodian</b>		<b>75,988</b>		<b>29,982</b>

\* Ratings quoted are all Standard and Poors as at 31st March 2023 and 2022

The overall decrease in cash balances was as a result of timings on investments calls. The position at 31st March 2022 included cash being held pending a number of capital investments which were subsequently drawdown during 2022/23.

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 in the past the Fund has obtained a guarantee before admitting new employers so that all pension obligations are covered in the event of that employer facing financial difficulties. More recently the Fund has also admitted certain employers on a pass-through basis where the risks inherent in participating in the LGPS are shared between the new employer and the letting employer who is supported by central government. Contributions due as at 31st March 2023 was £5,180k (2021/22 £5,256k) and as at 25th May 2023 £518k remained outstanding.

## **Liquidity Risk**

Liquidity risk represents the risk that the Fund will not be able to meet its financial obligations as they fall due. The Council therefore takes steps to ensure that the Pension Fund has adequate cash resources to meet its commitments. A substantial portion of the Fund's investments consist of readily realisable securities, in particular equities and fixed income investments, even though they are held in pooled funds. However, the main liability of the Fund are the benefits payable, which fall due over a long period and the investment strategy reflects the long term nature of these liabilities. Therefore the Fund is able to manage the liquidity risk that arises from its investments in less liquid asset classes such as property which are subject to longer redemption periods and cannot be considered as liquid as the other investments. The Fund maintains a cash balance to meet working requirements and has immediate access to its cash holdings.

## **Refinancing risk**

Refinancing risk relates to the Fund being required to replenish a significant proportion of its financial instruments at a time of unfavourable interest rates. Refinancing risk within the Pooled Bond Funds is mitigated through credit and liquidity analysis of all investments and diversification by issuer and maturity. The Brunel property portfolio managed on behalf of the Pension Fund is not leveraged or subject to refinancing risk. However, the underlying investments within this portfolio are leveraged and so may be subject to refinancing risk. This risk is mitigated by covenants written into the Fund documentation. There are no other financial instruments that have refinancing risk as part of its treasury management and investment strategies.

## N26. Fair value hierarchy

### Basis of valuation

The basis of the valuation of each class of investment asset is set out below. There has been no change in the valuation techniques used during the year. All assets have been valued using fair value techniques.

Description of asset	Valuation hierarchy	Value at 31st March 2023 £'000	Basis of valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Cash instruments held on behalf of the investment managers	Level 1	4,489	Net Asset Value	Interest rates	Not required
Cash Deposits	Level 1	33,426	Cash held in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2023	Not required	Not required
Investment income and tax reclaims due	Level 1	915	Investment income is accounted for when a holding is declared ex-dividend and tax reclaims accounted for when tax is deducted from investment income. Income and tax reclaims due in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2023	Not required	Not required
Amounts receivable for investment sales	Level 1	11	Amounts receivable due in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2023	Not required	Not required
Derivative Contracts - Forward foreign exchange contracts - Net	Level 2	8,126	Market forward exchange rates at the year-end	Exchange rate risks	Not required
Pooled investment vehicles	Level 2	2,452,109	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 and prices published frequently.	Not required
Pooled Property investments	Level 2	101,537	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. Ease of redemption	Not required
Pooled Property investments	Level 3	160,757	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. Ease of redemption	Valuations could be affected by changes in the structure of the holdings such as changing from a closed ended fund to an open ended fund.

Description of asset	Valuation hierarchy	Value at 31st March 2023 £'000	Basis of valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Private equity	Level 3	59,142	Fair value basis applied in accordance with International Financial Reporting Standards and International Private Equity Valuation guidelines.	EBITDA multiple, Revenue multiple, Discount for lack of marketability, Control premium	Valuations could be affected by material events occurring between the date of the financial statements provided and the Pension Fund's own reporting date, by changes to expected cash flows, and by any differences between audited and unaudited accounts
Private Debt	Level 3	114,674	The fair value of funds managed by Arcmont and Golub is determined by the enterprise value of a portfolio company, the nature and realisable value of any collateral, its ability to make payments and its earnings, discounted cash flows, market environment and changes in the interest rate environment. For the Private Debt fund managed by Brunel, a fair value basis is applied in accordance with International Financial Reporting Standards and International Private Equity Valuation guidelines.	Initial recognition cost, principal repayments, effective interest method, Impairment reductions	Valuations could be affected by material events occurring between the date of the financial statements provided and the Pension Fund's own reporting date, by changes to expected cash flows, and by any differences between audited and unaudited accounts
Infrastructure	Level 3	116,006	Fair value basis applied in accordance with International Financial Reporting Standards and International Private Equity Valuation guidelines.	Future free cash flows from underlying investments. Cost of capital of underlying investments	Valuations could be affected by material events occurring after the preparation of the independent reports, and by changes to expected cash flows

## Fair Value Hierarchy

The Fund is required to classify its investments using a fair value hierarchy that reflects the subjectivity of the inputs used in making an assessment of fair value. Fair value is the value at which the investments could be realised within a reasonable timeframe. This hierarchy is not a measure of investment risk but a reflection of the ability to value the investments at fair value. Asset and liability valuations have been classified into three levels, according to the quality and reliability of information used to determine fair values. Transfers between levels are recognised in the year in which they occur. The fair value hierarchy has the following levels:

- Level 1 – Unadjusted quoted prices in an active market for identical assets or liabilities that the reporting entity has the ability to access at the measurement date. Products classified as Level 1 comprise quoted equities, quoted fixed interest securities and quoted index linked securities.
- Level 2 – Inputs other than quoted market prices under Level 1, for example, when an instrument is traded in a market that is not considered to be active, or where valuation techniques are used to determine fair value.
- Level 3 – At least one input that could have a significant effect on the instrument's valuation is not based on observable market data.

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

	Quoted market price	Using observable inputs	With significant unobservable inputs	Total
	Level 1	Level 2	Level 3	
Values at 31st March 2023	£'000	£'000	£'000	£'000
<b>Financial assets at fair value through profit and loss</b>				
Pooled investment vehicles	-	2,452,109	-	2,452,109
Pooled property investments	-	101,537	160,757	262,294
Private Equity	-	-	59,142	59,142
Infrastructure	-	-	116,006	116,006
Private Debt	-	-	114,674	114,674
Derivative contracts	-	11,873	-	11,873
Cash instruments held on behalf of the investment managers	4,489	-	-	4,489
Cash deposits	33,425	-	-	33,425
Investment income and tax reclaims due	915	-	-	915
Amounts receivable for investment sales	11	-	-	11
	38,840	2,565,519	450,579	3,054,938
Non-financial assets at fair value through profit and loss	-	-	-	-
Financial liabilities at fair value through profit and loss	-	-3,747	-	-3,747
Amounts payable for investment purchases	-	-	-	-
<b>Net Investment Assets</b>	38,840	2,561,772	450,579	3,051,191
Brunel Pension Partnership Ltd.				697
Debtors/Creditors*				5,082
<b>Total Net Investment Assets</b>	38,840	2,561,772	450,579	3,056,970

	Quoted market price	Using observable inputs	With significant unobservable inputs	Total
	Level 1	Level 2	Level 3	
Values at 31st March 2022	£'000	£'000	£'000	£'000
<b>Financial assets at fair value through profit and loss</b>				
Pooled investment vehicles	-	2,599,410	-	2,599,410
Pooled property investments	-	221,682	24,456	246,138
Private Equity	-	-	41,143	41,143
Infrastructure	-	-	60,104	60,104
Private Debt	-	-	77,027	77,027
Derivative contracts	-	-	-	-
Cash instruments held on behalf of the investment managers	-	35,969	-	35,969
Cash deposits	44,514	-	-	44,514
Investment income and tax reclaims due	1,078	-	-	1,078
Amounts receivable for investment sales	51	-	-	51
	45,643	2,857,061	202,730	3,105,434
Non-financial assets at fair value through profit and loss	-	-	-	-
Financial liabilities at fair value through profit and loss	-	-	-	-
Amounts payable for investment purchases	-	-	-	-
<b>Net Investment Assets</b>	45,643	2,857,061	202,730	3,105,434
Brunel Pension Partnership Ltd.				71
Debtors/Creditors*				5,338
<b>Total Net Investment Assets</b>	45,643	2,857,061	202,730	3,110,843

\* Debtors and creditors have been added to this table to reflect the total net assets of the Fund.

### Transfers between Levels 1 and 2

There has been one movement between levels 1 and 2 which relate to the classification of the Money Market Funds held on behalf of Investment Fund Managers, previously shown as level 2 now moved to level 1 for consistency.

### Sensitivity of assets valued at level 3

Having consulted with independent advisors, who model 5,000 possible outcomes of future behaviours of each economic variable and asset return, the Fund has determined that the valuation methods described above are likely to be accurate to within the following ranges, and has set out below the consequent potential impact on the closing value of investments held at 31st March 2023.

2022/23	Assessed valuation range (+/-)	Value at 31st March 2023 £'000	Value on increase £'000	Value on decrease £'000
UK Pooled Property Investments	15.5%	116,232	134,248	98,216
Overseas Pooled Property Investments	15.5%	44,525	51,426	37,624
Private Equity/Infrastructure	31.2%	175,148	229,794	120,502
UK Private Debt	9.6%	75,977	83,271	68,683
Overseas Private Debt	9.6%	38,697	42,412	34,982
<b>Total</b>		<b>450,579</b>	<b>541,151</b>	<b>360,007</b>
2021/22	Assessed valuation range (+/-)	Value at 31st March 2022 £'000	Value on increase £'000	Value on decrease £'000
UK Pooled Property Investments	15.0%	14,425	16,589	12,261
Overseas Pooled Property Investments	15.0%	10,031	11,535	8,526
Private Equity/Infrastructure	31.2%	101,247	132,836	69,658
UK Private Debt	9.0%	43,799	47,740	39,857
Overseas Private Debt	9.0%	33,228	36,219	30,237
<b>Total</b>		<b>202,730</b>	<b>244,919</b>	<b>160,539</b>

All movements in the assessed valuation range of the above investments derive from changes in the underlying profitability of component companies, the range of the potential movement quoted is caused by how this profitability is measured and the economic circumstances in which the component company operates.

# Reconciliation of Fair Value Measurements within Level 3

2022/23

	UK Pooled Property Investments	Overseas Pooled Property Investments	Private Equity/Infra- structure	Overseas Private Debt	UK Private Debt	UK Bonds	Total
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Market Value 31st March 2022	14,425	10,031	101,247	33,228	43,799	-	202,730
Transfers into Level 3*	118,394	-	-	-	-	-	118,394
Transfers out of Level 3*	-	-	-	-	-	-	-
Purchases during the year and derivative payments	14,453	32,154	61,223	-	-	-	107,830
Sales during the year and derivative receipts	-9,323	-72	-6,447	-	-	-	-15,842
Unrealised gains/(losses)	-22,922	2,388	19,035	5,469	32,178	-	36,148
Realised gains/(losses)	1,205	24	90	-	-	-	1,319
<b>Market Value 31st March 2023</b>	<b>116,232</b>	<b>44,525</b>	<b>175,148</b>	<b>38,697</b>	<b>75,977</b>	<b>-</b>	<b>450,579</b>

2021/22

	UK Pooled Property Investments	Overseas Pooled Property Investments	Private Equity/Infra- structure	Overseas Private Debt	UK Private Debt	UK Bonds	Total
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Market Value 31st March 2021	145,184	-	32,404	31,710	33,360	3,395	246,053
Transfers into Level 3	7,509	-	-	-	-	-	7,509
Transfers out of Level 3	-137,838	-	-	-	-	-	-137,838
Purchases during the year and derivative payments	1,863	9,339	62,177	-	23,787	1,931	99,097
Sales during the year and derivative receipts	-3,183	-	-3,516	-	14,496	-5,824	1,973
Unrealised gains/(losses)	670	691	10,257	-2,468	-28,071	-	-18,921
Realised gains/(losses)	220	1	-75	3,986	227	498	4,857
<b>Market Value 31st March 2022</b>	<b>14,425</b>	<b>10,031</b>	<b>101,247</b>	<b>33,228</b>	<b>43,799</b>	<b>-</b>	<b>202,730</b>

\* When assigning holdings to a level in the fair value hierarchy, consideration is given to the Fund's ability to exit the holding. For holdings not traded on a recognised exchange but where a published price exists and investors are entitled to redeem their holding without restriction, holdings are assigned to level 2. Where there are restrictions on redemption, holdings are assigned to level 3.

On the 1st April 2022, £118.4m of UK Pooled Property Investments were transferred from level 2 to level 3 due to the restrictions on redemption being imposed.

**N27. Financial instrument disclosure**

	Fair value through profit and loss £'000	Assets at amortised cost £'000	Liabilities at amortised cost £'000
<b>2022/23</b>			
<b>Financial assets</b>			
Pooled investment vehicles	2,738,503	-	-
Pooled property investments	262,294	-	-
Venture Capital/Private equity	3,428	-	-
Brunel Pension Partnership Ltd.	697	-	-
Derivative contracts	11,873	-	-
Cash	29,982	7,932	-
Other investment balances	-	926	-
Debtors	-	1,564	-
	<b>3,046,777</b>	<b>10,422</b>	<b>-</b>
<b>Financial liabilities</b>			
Derivative contracts	-3,747	-	-
Other investment balances	-	-	-
Creditors	-	-	-1,700
Borrowings	-	-	-
	<b>-3,747</b>	<b>-</b>	<b>-1,700</b>
	<b>3,043,030</b>	<b>10,422</b>	<b>-1,700</b>
<b>2021/22</b>			
<b>Financial assets</b>			
Pooled investment vehicles	2,773,831	-	-
Pooled property investments	246,138	-	-
Venture Capital/Private equity	3,853	-	-
Brunel Pension Partnership Ltd.	71	-	-
Derivative contracts	-	-	-
Cash	75,988	4,495	-
Other investment balances	-	1,129	-
Debtors	-	1,387	-
	<b>3,099,881</b>	<b>7,011</b>	<b>-</b>
<b>Financial liabilities</b>			
Derivative contracts	-	-	-
Other investment balances	-	-	-
Creditors	-	-	-1,473
Borrowings	-	-	-
	<b>-</b>	<b>-</b>	<b>-1,473</b>
	<b>3,099,881</b>	<b>7,011</b>	<b>-1,473</b>



**N27 (a) Net gains and losses on financial instruments**

	2021/22 £'000	2022/23 £'000
<b>Financial assets</b>		
Fair value through profit and loss	197,484	-50,862
Amortised cost - realised gains on de-recognition of assets	-	-
Amortised cost - unrealised gains	-	-
<b>Financial liabilities</b>		
Fair value through profit and loss	-	-
Amortised cost - realised losses on de-recognition of assets	-	-
Amortised cost - unrealised losses	-	-
	<u>197,484</u>	<u>-50,862</u>

All realised gains and losses arise from the sale or disposal of financial assets which have been derecognised in the financial statements.

The Fund has not entered into any financial guarantees that are required to be accounted for as financial instruments.

**N28. Bulk transfers in and out of the Pension Fund****Transfers to or from other pension funds**

During 2022/23 no bulk transfer values were paid in respect of groups of employees moving between funds (£1,069k 2021/22). The Fund experienced an increase in individual transfers from £ 6.9 m to £9.9 m.

**N29. Accounting Standards that have been issued but have not yet been adopted**

The Code requires consideration of the impact of standards that have been issued but not yet adopted. This is to enable users to evaluate the risk of these new standards on the Pension Fund's current financial position.

Amendments to IAS1 (Disclosure of Accounting Policies), IAS 8 (Definition of Accounting Estimates), IAS12 (Deferred Tax to Assets & Liabilities), IFRS 3 (Conceptual Framework), and IFRS16 (Leases, which will be adopted by the Council in 2024) have been issued. It is not anticipated that any of these regulation amendments will have a material impact on the Pension Fund.

**N30. Taxation where lifetime or annual allowances are exceeded**

Where a member's benefit entitlement exceeds the United Kingdom Inland Revenue tax limits (Lifetime Allowance or the Annual Allowance), the member is liable for taxation. This tax can be paid by the member or has to be paid by the Pension Fund on behalf of the member in exchange for a reduction in benefit entitlement. The Pension Fund has paid £96k on behalf of members during 2022/23 (£63k 2021/22). Any lifetime or annual allowance tax paid on behalf of members is recovered from their future pension payments. No accruals are made for the recovery of this tax element on the grounds of materiality and the very long-term nature of its recovery. From 6th April 2023 the Lifetime Allowance will be abolished but the Annual Allowance will continue.

**N31. Events after the reporting date**

There were no events after the reporting date.

## Fire Pensions Accounts

### Fund Account for the year ended 31<sup>st</sup> March 2023

2021/22		2022/23				
		1992 FPS	2006 NFPS	Modified Scheme	2015 Care Scheme	Total
£000		£000	£000	£000	£000	£000
	<b>Contributions Receivable</b>					
	Fire Authority					
-2,506	Contributions in relation to pensionable pay	-	-1	-3	-2,651	-2,655
-	Early retirements					-
-	Other: Ill health retirement					-
	Firefighters' contributions					
-1,111	Normal	-3	-	-8	-1,172	-1,183
-	Other: Added Years	-				-
	<b>Transfers in</b>					
-719	Transfers in from other schemes		-		-9	-9
-	Additional Grant for Holiday Payments	-				-
	<b>Benefits Payable</b>					
6,519	Pensions	6,613	34	64	33	6,744
1,336	Commutations & lump sum retirement benefits	-46	24	-	21	-
-	Lump sum death benefits	1,358				1,358
	<b>Payments to and on account of leavers</b>					
-	Refunds of contributions				-	-
464	Transfers out to other schemes					-
3,983	<b>Net amount payable for the year</b>	7,921	58	53	-3,778	4,254
-3,983	Top-up grant receivable / payable to Central Government	-7,921	-58	-53	3,778	-4,254
-		-	-	-	-	-

### Net Assets Statement for the year ended 31<sup>st</sup> March 2023

2021/22		2022/23				
		FPS	NFPS	Modified Scheme	2015 Care Scheme	Total
£000		£000	£000	£000	£000	£000
	<b>Net current assets and liabilities</b>					
	<b>Current Assets</b>					
-	Contributions due from employer					
3,858	Pension top-up grant receivable from central government	7,921	58	53		8,032
-	Recoverable overpayments of pensions					
	<b>Current Liabilities</b>					
-	Unpaid pension benefits					
2,968	Amount payable to central government				-3,778	-3,778
-	Other current liabilities					
-6,826	Amount owing to general fund	-7,921	-58	-53	3,778	-4,254
-		-	-	-	-	-

### Notes

1. The Firefighters Pension Scheme is a defined benefit occupational pension scheme which is guaranteed and backed by law. From 1<sup>st</sup> April 2015, the Scheme changed from a Final Salary Scheme to a Career Average Revalued Earnings Scheme (CARE). The Firefighters pension fund is administered by the County Council. There are currently four pension schemes for fire officers, all of which are unfunded defined benefit final salary schemes. Unfunded means that there are no investment assets held to meet the pension liabilities as they fall due. The four schemes are:-

- 1992 Firefighters Pension Scheme (FPS- Closed to new members)
- 2006 New Firefighters Pension Scheme (NFPS - Closed to new members)
- 2006 Modified Firefighters Pension Scheme (Closed to new members)
- 2015 Firefighters Pension Scheme

Members starting after 1 April 2015, and members of the 1992 and 2006 Final Salary Schemes will move into the new 2015 Scheme, unless protections apply.

The fund is financed by contributions paid in by existing firefighters and the Fire Service with any balance receivable from or payable to the Home Office through the payment of the Fire Pensions Top Up Grant.

2. Employees and employers contribution levels are based on percentages of pensionable pay set nationally by the DCLG/WG and are subject to triennial revaluation by the Government Actuary's Department.

3. Pension benefits are payable from the fund in accordance with the relevant statutory provisions and include ordinary and ill-health awards. Any ongoing injury awards are not payable from the fund.

4. The fund has been prepared to meet the requirements of the "Code of Practice on Local Authority Accounting in the United Kingdom 2020/21". There are no administration charges included in the accounts and the fund's financial statements do not take into account any liabilities to pay pensions and other benefits after the period end.

5. The liability under IAS 19 is disclosed in note 32 of the Notes to the Accounts

## **Glossary of terms**

### **Accounting Policies**

Those principles, bases, conventions, rules and practices that specify how the effects of transactions and other events are reflected in Financial Statements through recognising, selecting measurement bases for, and presenting Assets, Liabilities, Gains, Losses and changes to Reserves. Accounting policies do not include estimation techniques.

### **Accounting Standards**

The Code of Practice prescribes the accounting treatment and disclosures for all normal transactions of a Council. It is based on International Financial Reporting Standards (IFRS), International Standards (IAS) and International Financial Reporting Interpretations Committee (IFRIC) plus UK Generally Accepted Accounting Practice (GAAP) and Financial Reporting Standards (FRS).

### **Accrual**

An amount to cover income or spending that has not yet been paid but which belongs to that accounting period.

### **Actuary**

An adviser on financial questions involving probabilities relating to mortality and other contingencies. Every three years the Scheme appointed actuary reviews the Assets and the Liabilities of the Fund and reports to the Group Director of Enabling & Transition on the financial position. This is known as the triennial actuarial valuation.

### **Actuarial Gains and Losses**

For a Defined Benefit Pension Scheme, the changes in actuarial deficits or surpluses that arise because events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses), or the actuarial assumptions have changed.

### **Admitted Body**

An organisation that chooses and is allowed by the Scheme to be admitted to the LGPS using an Admission Agreement in order to provide access to the Scheme for some or all of its employees.

### **Amortisation**

The writing down in book value of Intangible Assets to reflect the Asset's usage.

### **Additional Voluntary Contributions (AVC's)**

Contributions over and above a member's normal contributions which the member elects to pay in order to secure additional benefits.

### **Capital Expenditure**

Includes spending on the acquisition, creation or enhancement of Assets either directly by the Council or indirectly in the form of grants to other persons or bodies. Expenditure not falling within this definition must be charged to the General Fund as Revenue Expenditure.

### **Class of Tangible Fixed Assets**

The classes of Tangible Fixed Assets required to be included in the accounting statements are:

#### **Operational Assets**

- Land and buildings
- Vehicles, plant, furniture and equipment
- Infrastructure assets
- Community assets

#### **Non-operational Assets**

- Assets under construction
- Surplus assets held for disposal.

**Code of Practise (CODE)**

A publication produced by CIPFA that provides comprehensive guidance on the content of a Council's Statement of Accounts.

**Consistency**

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

**Contingent Asset**

A Contingent Asset is a possible asset arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control.

**Contingent Liability**

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

**Creditors**

Amounts owed by the Council for work done, goods received or services rendered but for which payment has not been made by the end of the financial year.

**Debtors**

Amounts due to the Council for work done, goods received or services rendered but which remain unpaid at the end of the financial year.

**Dedicated Schools Grant (DSG)**

A specific Government grant which funds schools and schools related expenditure. The grant is ringfenced and can only be used in support of the School's budget.

**Deferred Charges**

Expenditure which may properly be deferred, but which does not result in, or remain matched with, assets controlled by the Council.

**Depreciation**

The measure of the cost or revalued amount of the benefits of the Fixed Asset that have been consumed during the period. Consumption includes the wearing out, using up or other reduction in the useful life of a Fixed Asset whether arising from use, effluxion of time or obsolescence through either changes in technology or demand for the goods and services produced by the Asset.

**Derivative**

A security whose price is dependent upon, or derived from, one or more underlying Assets. The derivative itself is merely a contract between two or more parties. It's value is determined by fluctuations in the underlying Asset. The most common underlying Assets include stocks, bonds, commodities, currencies, interest rates and market indexes.

**Disclosure**

Information that must be shown in the accounts under the CIPFA code of practice (CODE).

**Discretionary Benefits**

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

## **Estimation Techniques**

The methods adopted by an Entity to arrive at estimated monetary amounts corresponding to the measurement bases selected for Assets, Liabilities, Gains, Losses and changes to Reserves. Estimation techniques implement the measurement aspects of Accounting Policies. An Accounting Policy will specify the basis on which an item is to be measured; where there is uncertainty over the monetary amount corresponding to that basis, the amount will be arrived at by using an estimation technique.

## **Events After the Balance Sheet Date**

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

## **Exceptional Items**

Material items which derive from events or transactions that fall within the ordinary activities of the council and which need to be disclosed separately by virtue of their size or incidence to give fair presentation of the Accounts.

## **Exchange Traded Funds (ETFs/ET's)**

A fund that tracks a selection or 'basket' of related securities within a Stock Market Index but can be traded on an Exchange like a stock or share.

## **Fair Value**

The amount for which an Asset could be exchanged or a Liability settled at arms length between knowledgeable parties.

## **Finance Lease**

A finance lease involves payment by the lessee (the user) of the full cost of the asset together with a return on the finance provided by the lessor, usually payable over the anticipated life of the asset.

## **Funding Level**

The relationship at a specified date between the actuarial value of Assets and the Actuarial Liability, normally expressed as a funding ratio or percentage.

## **Futures Contracts**

A contract which binds two parties to complete a sale or purchase at a specified future date at a price which is fixed at the time the contract is effected. Exchange Traded Futures Contracts have standard terms and margin payments are required.

## **Going Concern**

The concept that the Council will remain in operational existence for the foreseeable future, in particular that the Accounts and Balance Sheet assume no intention to curtail significantly the scale of operations.

## **Government Grants**

The assistance by Government and Inter-Government Agencies and similar bodies, whether local, national or international, in the form of cash or transfers of assets to a Council in return for past or future compliance with certain conditions relating to the activities of the council.

## **Guaranteed Minimum Pension (GMP)**

The minimum pension which a salary related Occupational Pension Scheme must provide in respect of contracted out contributions paid between April 1978 and 1997 as a condition of contracting out.

## **IFRS**

These standards are issued by the International Accounting Standards Board. They are adapted under the auspices of CIPFA so as to apply to local authorities and consolidated in the Code of Practice on Local Authority Accounting.

## **International Accounting Standard (IAS) 19**

International Accounting Standard (IAS) 19 outlines the accounting requirements for employee benefits, including short-term benefits (e.g. wages and salaries, annual leave), post-employment benefits such as retirement benefits, other long-term benefits (e.g. long service leave) and termination benefits. The standard establishes the principle that the cost of providing employee benefits should be recognised in the period in which the benefit is earned by the employee, rather than when it is paid or payable, and outlines how each category of employee benefits are measured, providing detailed guidance in particular about post-employment benefits.

## **International Financial Reporting Interpretations Committee (IFRIC) 12**

The objective of IFRIC 12 is to clarify how certain aspects of existing International Accounting Standards are to be applied to service concession arrangements. A service concession arrangement is an arrangement whereby a government or other public sector body contracts with a private operator to develop (or upgrade), operate and maintain the grantor's infrastructure assets such as roads, bridges, tunnels, airports, energy distribution networks, prisons or hospitals. The grantor controls or regulates what services the operator must provide using the assets, to whom, and at what price, and also controls any significant residual interest in the assets at the end of the term of the arrangement.

## **Inventories**

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

## **Impairment**

A loss in the value of a Fixed Asset arising from physical damage such as a major fire or a significant reduction in market value. In addition a reduction in value where there is insufficient unrealised gains in the revaluation reserve for that asset. A loss in the value of a financial instrument arising from market conditions.

## **Infrastructure Assets**

Fixed assets that are not able to be transferred and expenditure on which is recoverable only by continued use of the asset created. Examples of Infrastructure Assets are highways and footpaths.

## **Investment Management**

Investment management is the professional asset management of various securities (e.g. shares or bonds) and other assets (e.g. real estate) in order to meet specified investment goals for the benefit of the investors.

## **Liquid Resources**

Current Asset investments that are readily disposable by the council without disrupting its business and are either readily convertible to known amounts of cash at or close to the carrying amount, or traded in an active market.

## **Long-term Contracts**

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

## **Managed Fund**

An arrangement where the assets of a scheme are invested on similar lines to the operation of unit trusts by an external investment manager.

**Market Value**

The price at which an asset might reasonably be expected to be sold in an open market.

**Net Book Value**

The amount at which Fixed Assets are included in the Balance Sheet, i.e. at their historical cost or current value less the cumulative amounts provided for depreciation.

**Non-Operational Assets**

Fixed Assets held by a council but not used or consumed in the delivery of services or for the service or strategic objectives of the council. Examples of Non-Operational Assets include investment properties and assets that are surplus to requirements, pending their sale.

**Operating Leases**

A method of obtaining the use of an asset where the rewards and risks of ownership of the asset remain with the leasing company and the annual rental is charged directly to the revenue account

**Operational Assets**

Fixed assets held and occupied, used or consumed by the council in the direct delivery of those services for which it has either a statutory or discretionary responsibility or for the service or strategic objectives of the Council.

**Options**

The right but not the obligation to buy (call option) or sell (put option) a specific security at a specified price (the exercise or strike price), at or within a specified time (the expiry date). This right is obtained by payment of an amount (known as the premium) to the writer (seller) of the option, and can be exercised whatever happens to the security's market price.

**Over The Counter (OTC)**

A market that is conducted between dealers by telephone and computer and not on a listed exchange.

**Past Service Cost**

For a Defined Benefit Scheme, the increase in the present value of the scheme liabilities related to employee service in prior periods arising in the current period as a result of the introduction of, or improvement to, retirement benefits.

**Pensionable Pay**

The earnings on which benefits and/or contributions are calculated under the scheme rules.

**Pension Interest Cost and Expected Return on Pensions Assets**

For a Funded Defined Benefit Scheme, the average rate of return, including both income and changes in fair value but net of scheme expenses, expected over the remaining life of the related obligation on the actual assets held by the scheme.

**Pooled Investment Vehicle**

A fund in which a number of investors pool their assets which are managed on a collective basis. The assets of a pooled investment vehicle are denominated in units that are revalued regularly to reflect the values of underlying assets. Vehicles include open ended investment companies, real estate investment trusts and unit trusts.

**Prior Period Adjustments**

Those material adjustments applicable to prior years arising from changes in accounting policies or from the correction of fundamental errors. A fundamental error is one that is of such significance as to destroy the validity of the financial statements. They do not include normal recurring corrections or adjustments of accounting estimates made in prior years.

### **Projected Unit Method**

An Accrued Benefits funding method in which the actuarial liability makes allowance for projected earnings. The standard contribution rate is that necessary to cover the cost of all benefits which will accrue in the control period following the valuation date by reference to earnings projected to the dates on which benefits become payable.

### **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.

### **Quoted Investments**

Investments that have their prices quoted on a recognised stock exchange.

### **Realised Gains/ (Losses)**

Profit/(losses) on investments when they are sold at more/(less) than the purchase price.

### **Related Parties**

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

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

Examples of related parties of the Council include:

- Central Government
- Local Authorities and other bodies precepting or levying demands on the Council Tax
- It's subsidiary and associated companies
- It's joint ventures and joint venture partners
- It's Members
- It's Chief Officers, and
- It's Pension Fund.

For individuals identified as related parties, the following are also presumed to be related parties:

- Members of the close family, or the same household, and
- Partnerships, companies, trusts or other entities in which the individual, or a member of their close family or the same household, has a controlling interest.

### **Related Party Transaction**

A Related Party Transaction is the transfer of assets or liabilities or the performance of services by, to or for a related party irrespective of whether a charge is made. Examples of related party transactions include:

- The purchase, sale, lease, rental or hire of assets between related parties
- The provision by a pension fund to a related party of assets of loans, irrespective of any direct economic benefit to the pension fund
- The provision of a guarantee to a third party in relation to a liability or obligation of a related party
- The provision of services to a related party, including the provision of pension fund administration services
- Transactions with individuals who are related parties of an authority or a pension fund, except those applicable to other members of the community or the pension fund, such as council tax, rents and payments of benefits.



**Remuneration**

All sums paid to or receivable by an employee and sums due by way of expenses allowances (as far as those sums are chargeable to UK income tax) and the money value of any other benefits received other than in cash. Pension contributions payable by the employer are excluded.

**Reserves**

Amounts set aside in one year's accounts to be spent in future years. Some reserves are earmarked for specific purposes and other general revenue balances are available to meet future revenue and capital expenditure.

**Retirement Benefits**

All forms of consideration given by an employer in exchange for services rendered by employees that are payable after the completion of employment. Retirement benefits do not include termination benefits payable as a result of either an employer's decision to terminate an employee's employment before the normal retirement date, or an employee's decision to accept voluntary redundancy in exchange for those benefits, because these are not given in exchange for services rendered by employees.

**Scheduled Bodies**

Local authorities and similar bodies whose staff are entitled automatically to become members of the Local Authority Pension Fund.

**Tangible Fixed Assets - Property Plant & Equipment**

Tangible Assets that yield benefits to the council and the services it provides for a period of more than one year.

**Transfer Value**

The amount of a transfer payment, i.e. the payment made from a pension scheme to another pension scheme in lieu of benefits, which have accrued to the member or members concerned, to enable the receiving arrangement to provide alternative benefits.

**Trust Funds**

Funds administered by the Council on behalf of others for such purposes as prizes, charities and specific projects.

**Unitised Insurance Policy**

Investors are issued with a life policy representing title. Investors' 'holdings of units' represent a means of calculating the value of their policy. The Life Fund/Company holds the pool of investments and is the owner of all the assets. The activities of Life Companies are regulated by the FSA.

**Unit Trust**

Unit Trusts are collective funds, which allow private investors to pool their money in a single fund, thus spreading risk, getting the benefit of professional fund management and reducing dealing costs. Unit trust trading is based on market forces and their Net Asset Value - that is, the value of their underlying assets divided by the number of units in issue. The activities of unit trusts are regulated by the FSA.

**Unquoted Investments**

Investments which are dealt in the market but are not subject to any listing requirements and are given no official status.

**Useful Life**

The period over which the council will derive benefits from the use of a fixed asset.

**Unrealised Profit**

This is the anticipated profit that would be generated from selling the asset.

**Venture Capital**

The term used to describe a subset of private equity covering the seed to expansion stages of investment.

## Abbreviations

<b>CFR</b>	Capital Financing Requirement
<b>CPI</b>	Consumer Price Index
<b>DCLG</b>	Department of Communities and Local Government
<b>DSG</b>	Dedicated Schools Grant
<b>FPS</b>	Firefighters Pension Scheme
<b>FSA</b>	Financial Services Authority
<b>GCC</b>	Gloucestershire County Council
<b>GFRS</b>	Gloucestershire Fire and Rescue Service
<b>GSWBP</b>	Gloucester South West Bypass
<b>HMRC</b>	Her Majesty's Revenue and Customs
<b>IAS</b>	International Accounting Standard
<b>ICO</b>	Information Commissioner's Office
<b>IFRIC</b>	International Financial Reporting Interpretations Committee
<b>IFRS</b>	International Financial Reporting Standards
<b>ISB</b>	Individual School Budget
<b>LAMS</b>	Local Authority Mortgage Scheme
<b>LASAAC</b>	Local Authority (Scotland) Accounts Advisory Committee
<b>LGPS</b>	Local Government Pension Scheme
<b>LOBO</b>	Lender Option Borrower Option (Loans)
<b>MRP</b>	Minimum Revenue Provision
<b>NFPS</b>	New Firefighters Pension Scheme
<b>NHS</b>	National Health Service
<b>NPV</b>	Net Present Value
<b>PCT</b>	Primary Care Trust
<b>PFI</b>	Public Finance Initiative
<b>PPP</b>	Public-Private Partnership
<b>PPE</b>	Property Plant and Equipment
<b>PWLB</b>	Public Works Loans Board
<b>RCCO</b>	Revenue Contribution to Capital Outlay
<b>RPI</b>	Retail Price Index
<b>RSG</b>	Revenue Support Grant
<b>SORP</b>	Statement of Recommended Practice
<b>TOIL</b>	Time Off in Lieu
<b>TPA</b>	Teachers' Pensions Agency
<b>WG</b>	Welsh Government

More info [gloucestershire.gov.uk](https://www.gloucestershire.gov.uk)



**Gloucestershire**  
COUNTY COUNCIL