

CORPORATE AFFAIRS AND AUDIT COMMITTEE

Date: Thursday 29th September, 2022
Time: 3.30 pm
Venue: Mandela Room

AGENDA

1. Welcome and Evacuation Procedure
2. Apologies for Absence
3. Declarations of Interest
To receive any declarations of interest.
4. Procurement Overview 2021/2022 3 - 16
5. Annual Assurance Report on Partnership Governance 17 - 22
6. 2021/2022 Draft Statement of Accounts 23 - 182
7. Internal Audit and Counter Fraud Progress Report 183 - 210
8. Counter Fraud Framework Report 211 - 250
9. Any other urgent items which in the opinion of the Chair, may be considered

Charlotte Benjamin
Director of Legal and Governance Services

Town Hall
Middlesbrough
Wednesday 21 September 2022

MEMBERSHIP

Councillors B Hubbard (Chair), J Platt (Vice-Chair), T Higgins, C Hobson, T Mawston,
D Rooney and C Wright

Assistance in accessing information

**Should you have any queries on accessing the Agenda and associated information
please contact Susan Lightwing, 01642 729712,
susan_lightwing@middlesbrough.gov.uk**

MIDDLESBROUGH COUNCIL	
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Report of:	Director of Finance
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Submitted to:	Corporate Affairs and Audit Committee
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Date:	29 September 2022
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Title:	Procurement Overview 2021/22
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Report for:	Information
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Status:	Public
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Strategic priority:	All
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Key decision:	Not applicable
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Why:	Not applicable
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Urgent:	No
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Why:	
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Executive summary
<p>This report provides the Corporate Affairs and Audit Committee with an annual overview of procurement activity undertaken for financial year 2021/22.</p>

Purpose

1. To provide a summary of the Council's procurement activity over the last financial year including compliance with Standing Orders, practice changes and contract awards.

Background and relevant information

2. The Council has in place the Contract Procedure Rules as part of the Council's Constitution and these provide the governance in respect of procurement practices.
3. Public Procurement Notice (PNN) 10/21 – Threshold & Inclusion of VAT was published on 6th December 2021, which notified all Contracting Authorities of the uplift to thresholds and the inclusion of VAT on contract value from 1st January 2022.
4. The inclusion of VAT is due to Brexit and aligns us to all non-members.
5. The table below shows the thresholds as at 1st April 2021 to 31st March 2022, which all procurement is required to adhere to:

WORKS	GOODS/ SERVICES/ CONSULTANTS	LIGHT TOUCH REGIME	TENDERING PROCEDURE
Up to £10,000	Up to £10,000	Up to £10,000	Neither written quotations nor tenders need to be invited. Ensure value for money is achieved using local suppliers where possible.
£10,001 - £1,000,000	£10,001 - £213,477 (inclusive of VAT) £177,897.50 (exclusive of VAT)	£10,001 - £633,540 (inclusive of VAT) £552,950 (exclusive of VAT)	At least 3 written quotations. The quotation system must be used for quotations. Use local suppliers where possible. Tenders can be sought but this is optional.
£1,000,001 - £5,336,937 (inclusive of VAT) £4,447,447.50 (exclusive of VAT)	N/A	N/A	At least 4 tenders must be sought. The Tender advert(s) must be placed on Contracts Finder. The NEPO portal must be used.
Above £5,336,937 (inclusive of VAT) £4,447,447.50 (exclusive of VAT)	Above £213,477 (inclusive of VAT) £177,897.50 (exclusive of VAT)	Above £633,540 (inclusive of VAT) £552,950 (exclusive of VAT)	EU Procedure - OJEU Notice. At least 5 tenders must be sought, ensuring that the tender process complies with the EU Directives. The NEPO portal must be used.

6. During 1st April 2021 to 31st March 2022 the Procurement Team have been involved and supported service areas with **273** procurement activities that equate to a total of **£62** million worth of contracts being awarded in the year.

7. This activity is broken down as follows:

- 84 - Quotations
- 17 - Tenders
- 71 - Exemptions
- 86 - Dynamic Purchasing System (DPS) further competitions
- 24 - Direct Awards/Further Competitions via Framework Agreements

8. Quotations are the procurement route used for low value contracts and as they do not require open advert it offers us the flexibility to target local suppliers where available. There is no reason a quotation could not be formally advertised where it was believed to be in the best interest, however, quotes allow us to direct opportunities to local suppliers.

9. Tenders and DPS are formal procurement processes that have to adhere to the Public Contract Regulations (PCR) 2015 which is procurement law which prescribes the process to be followed from advert all the way through to contract award.

10. Exemptions allow us to direct award where the contract is below PCR threshold and it meets the criteria of Section 5 of the Council's Standing Orders.

11. Direct Awards/Further Competitions via Framework Agreements are again compliant with PCR as the Framework Agreement will have been formally procured and the Framework Agreement will set our process for call off either via Direct Award or a further competition.

12. There are currently 467 active contracts recorded on our contract register, which is publically available.

13. A report was presented to Corporate Affairs & Audit Committee on 9th June 2022, which provided a full overview of exemption activity for 2021/22 and a copy is attached as Appendix A for reference.

14. The procurement team continues to gate keep via Business World for any orders raised over £5k up to £100k which further strengthens our understanding of the Councils spend.

15. The Procurement Team continue to support service areas with procurement queries and the Specialist Commissioning & Procurement Manager is currently working with the digital and organisational development colleagues in order to review and update the intranet and internet pages and develop some training for the Middlesbrough Learns site. It is hoped that this work will be completed by the end of the year and the training to go live from 1st April 2023.

16. Purchasing cards continue to be managed by the team and with the introduction of the Supplier Incentive Programme a review of their function in the Council is going to be undertaken led by the Specialist Commissioning & Procurement Manager.

17. During 2021/22 the Council spent £8,149,948 via purchasing cards which was 30,446 transactions. The majority of spend continues to be low value with 19,785 (65%) being below £99, 9,875 (32%) were £100 to £1,000 and 787 (3%) were over £1,000.

18. Rebates for the cards are paid annually each year and are based on spend activity between 1st December to 30th November the previous year and in February 2022 we received a rebate of £60,651.27.
19. In line with the purchasing card policy staff are responsible for reviewing all spend on their card by the 28th of each month which includes providing the receipt, detail of expenditure, cost centre and GL codes.
20. Managers with staff who have cards are also responsible for monitoring spend and the team continue to share monthly reporting and management of cardholders in line with the Council's policies.
21. Executive approval was given on 7th September 2022 to award and implement the Supplier Incentive Programme (SIP) with Oxygen Finance calling off the North East Procurement Organisation (NEPO) Framework in order to pay suppliers as early as possible in return for a rebate payment.
22. The SIP programme has now been implemented following a mobilisation period that involved a number of stakeholders from across the Council, including the Finance Accounts Payable (AP) Team, Business World Support Team and the Procurement Team to name a few.
23. The AP, BWS and ICT Teams were instrumental in working with Oxygen around the changes required to implement the new process and the changes needed within Business World undertaking a number of testing procedures.
24. The Procurement Team were pivotal to making the necessary changes to the procurement documentation ensuring that all future opportunities included the option of SIP.
25. As with all changes and new ways of working there are a few issues that are being faced and we are currently looking at issues as they arise. There was a lot of work undertaken during mobilisation to minimise and ensure the move to SIP would be smooth, however, there are some internal practices that need to be improved to ensure we see the benefits from SIP.
26. In order to understand actions that could assist us we have met with South Tyneside Council who have had SIP in place for nearly 7 years and seeing rebates over £400k and aiming for this to grow.
27. After meeting with South Tyneside we have agreed that a number of training sessions, attendance at Team Meetings and other media support options will be required. We are going to undertake some bespoke training with contract managers when tenders awarded have confirmed sign up to SIP to ensure financial processes are adhered to maximise rebate achieved.
28. Middlesbrough Council is off to a flying start with procurements already resulting in supplier sign up. The feedback from Oxygen was that our implementation was good with us being one of the quickest Local Authorities to get a live sign up to the programme.

29. SIP is in its infancy and the Commissioning & Procurement Team, Finance Team and Oxygen will continue to work collaboratively over the next 5 years to ensure that we are achieving the best from the service and the highest rebate possible and further detail will be provided in next years report.

30. We are using PowerBI to produce the quarterly reports on local spend which has been really useful. Further work is needed in order to further increase our reporting on spend and the Specialist Commissioning & Procurement Manager will be working with the data team over the next year to develop this.

31. A summary of the percentage performance of local spend during 2021/22 is shown below:

PERIOD	TARGET	ACHIEVED	SPEND
April – June 2021	40%	42.4%	£25m
July – September 2021	40%	42.4%	£25m
October – December 2021	40%	40.0%	£23m
January – March 2022	40%	40.2%	£27m

32. The achieved rate compared to the target has been really positive this year, which is really positive.

What decision(s) are being recommended?

33. None

Rationale for the recommended decision(s)

34. Not applicable

Other potential decision(s) and why these have not been recommended

35. Not applicable

Impact(s) of the recommended decision(s)

36. This report provides assurance that procurement guidance is being adhered to

Legal

37. The Procurement Manager and the Procurement Solicitor work closely in order to monitor and govern procurement activity, dealing with any issues that may arise. There are no direct legal implications as a result of this report.

Strategic priorities and risks

38. Not applicable as report is for information only.

Human Rights, Equality and Data Protection

39. Not applicable as report is for information only.

Financial

40. There are no direct financial implications as a result of this report, however this report does set out how the Council manages its procurement process to ensure compliance with financial regulations and standing orders

Actions to be taken to implement the recommended decision(s)

Action	Responsible Officer	Deadline
None		

Appendices

1	Appendix A – Exemption from Standing Orders Overview 202122
2	
3	

Background papers

Body	Report title	Date
Corporate Affairs & Audit Committee	Exemption from Standing Orders Overview 202122	9 th June 2022

Contact: Claire Walker
Email: Claire_walker@middlesbrough.gov.uk

Report of:	Director of Finance Executive Member for Finance and Governance
Submitted to:	Corporate Affairs and Audit Committee
Date:	9 June 2022
Title:	Exemption from Standing Orders Overview 2021/22
Report for:	Information
Status:	Public
Strategic priority:	Quality of service
Key decision:	No
Why:	Report is for information only
Urgent:	No
Why:	

Executive summary

This report provides the Corporate Affairs and Audit Committee with an overview of the Standing Order Exemptions that have been received during 2021/22 following on from the Procurement Overview Report 2020/21.

The report covers details about the exemptions and why they have been approved and the type of services they have commissioned. In addition areas of development within the Commissioning & Procurement team in order to ensure that the exemption process is fit for purpose and sustainable.

Purpose

1. To present the Corporate Affairs and Audit Committee with an overview of activity on Exemptions from Standing Orders for 2021/22 and future work plans.

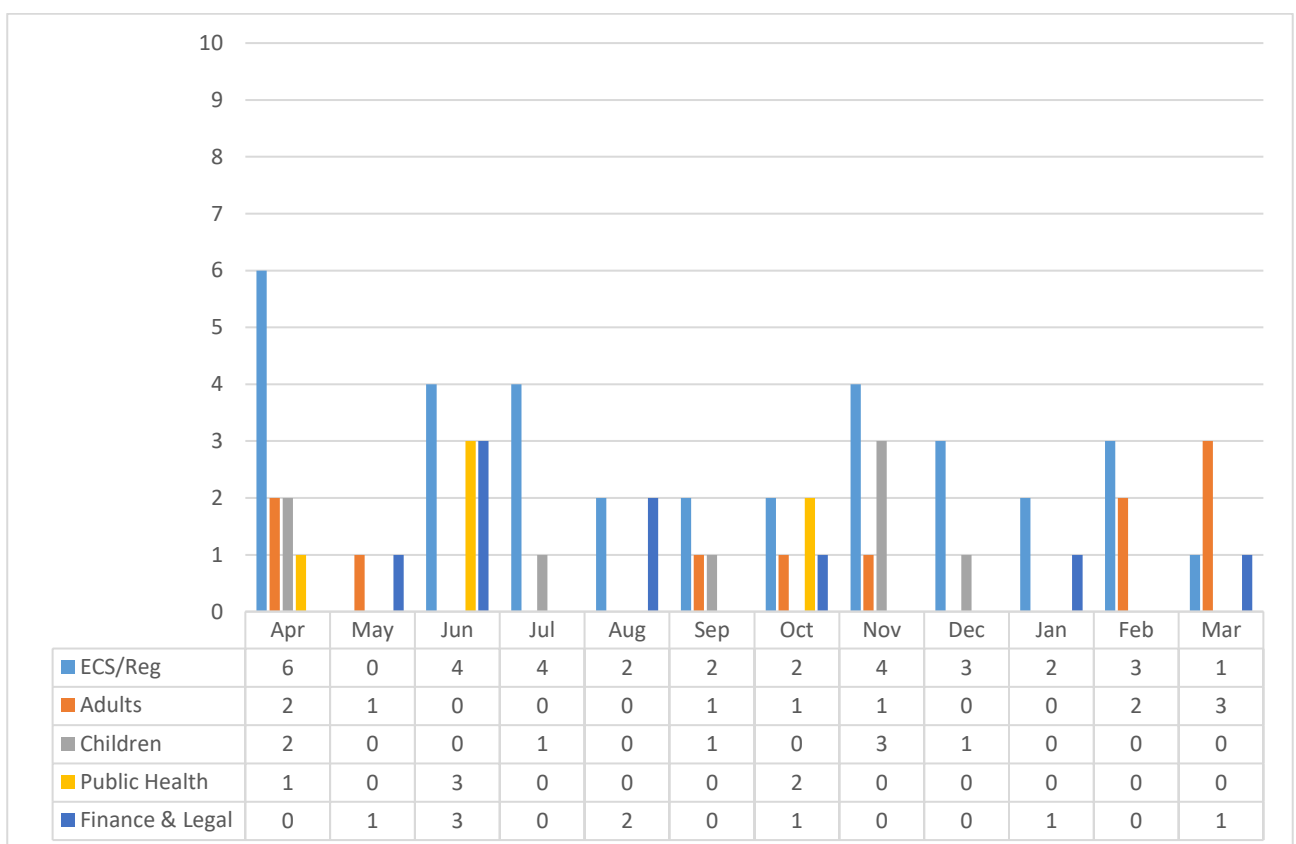
Background and relevant information

2. There are occasions where an Exemption from Standing Orders can be obtained through a fully transparent approval process and is detailed in the Contract Procedures Rules (CPR) which forms part of the Councils Constitution.
3. The reasons for an exemption as detailed in the CPR are:
 1. For works, supplies and services which are patented or of a proprietary or special character and for which it is not possible or desirable to obtain competitive prices
 2. Where for technical, commercial or artistic reasons or because of exclusive rights, it is not reasonable to advertise for tenders
 3. Where the contract is awarded under the terms of a strategic partnership arrangement approved by the Executive
 4. Social care services under the National Health Services and Community Care Act, 1990 or the Children Act, 1989 (contract value must be below £663,540)
 5. Where grant conditions require expenditure to be incurred within a financial year, and notification of a grant is received so late as to prevent compliance with contract standing order 11
 6. Where we are awaiting publication or confirmation of legislative changes that will directly impact future service delivery and the loss of the service would be detrimental to the delivery of the Council services
 7. Purchase is to be made by auction
 8. Where there is no market
4. During 2021/22 there were 71 exemption requests received and of those 67 were approved and 4 were not.
5. The 67 approved is an increase on previous years with 48 in 2020/21 and 60 in 2019/20, however, it is important to note that the significant decrease in 2020/21 figure was due to COVID.

6. The table below shows a summary of the departments that have submitted exemption requests:

Directorate	Number Received	Number Approved	Number Not Approved
Adults	11	11	0
Children's	8	8	0
ECS/Regeneration	36	33	3
Finance & Legal	10	9	1
Public Health	6	6	0

7. The graph below shows the months the requests were approved, as you can see the highest was in April but generally requests are approved throughout the financial year:



8. The 4 requests not approved were from ECS/Reg (3) and Finance (1) and the Commissioning & Procurement Team were able to work with these areas in order to support them and get contracts awarded through formal tendering routes.

9. The table below provides a summary of the reasons for the exemptions:

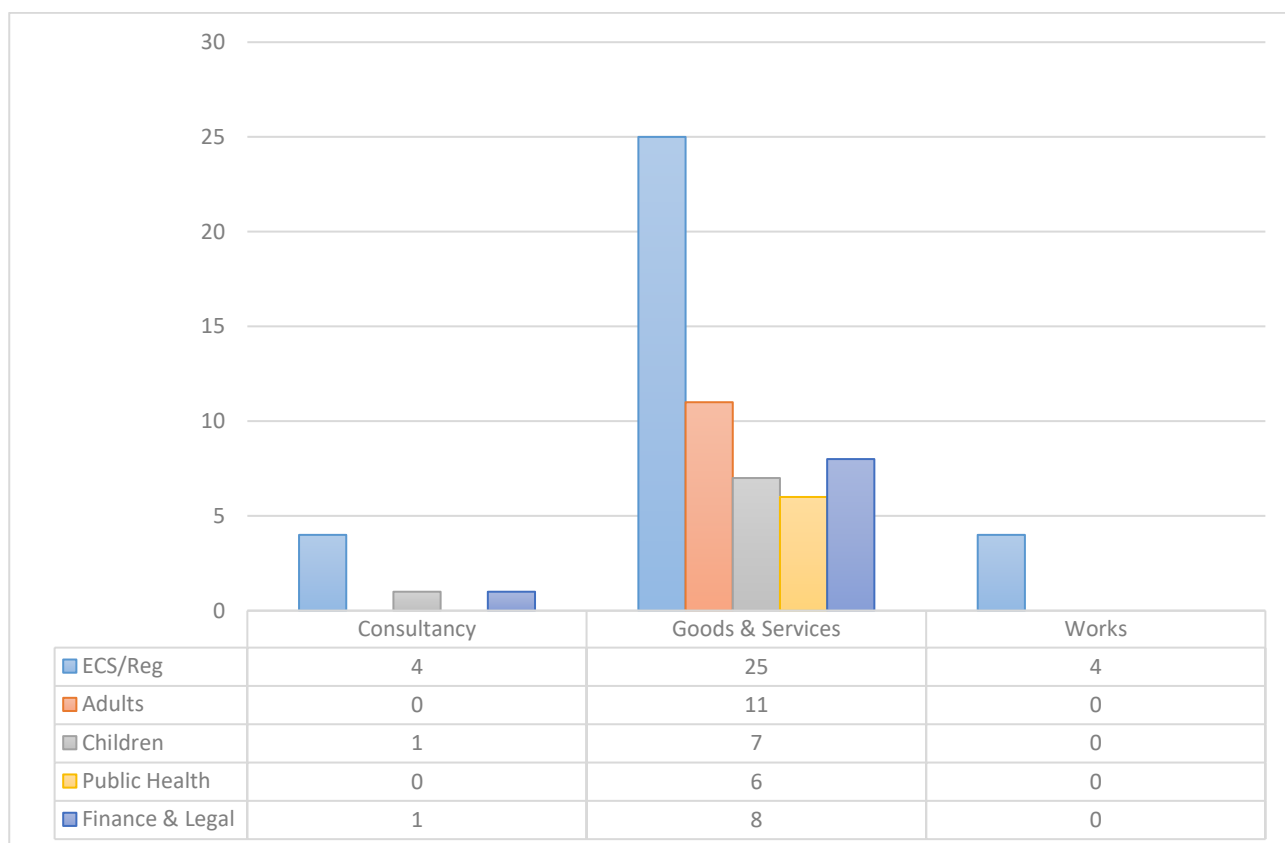
Exemption Reason	ECS/Regeneration	Adults	Children	Public Health	Finance	TOTAL
1	21	3	7	3	4	38
2	19	2	3	2	3	29
3	0	0	0	0	0	0
4	0	5	1	0	1	7
5	3	1	0	3	1	8
6	0	0	0	0	0	0
7	0	0	0	0	0	0
8	2	1	1	1	1	6

**Please note sometimes exemptions can fall under multiple reasons and this is why it will total higher than the number of requests approved.*

10. As seen in the table above the main reasons exemptions are sought are:

- For works, supplies and services which are patented or of a proprietary or special character and for which it is not possible or desirable to obtain competitive prices
- Where for technical, commercial or artistic reasons or because of exclusive rights, it is not reasonable to advertise for tenders

11. The graph below shows the number of exemptions approved based on the high level category of spend and shows the highest use was for the purchase of goods and services:



12. The Commissioning & Procurement team allocate each exemption approved with a unique identifier (e.g. ASC001 – Adult Social Care) and keep a formal record of all exemptions for monitoring purposes.
13. The Commissioning & Procurement team has in place a formal process for reviewing and approving exemptions and following approval the team will also record the exemption on the Council’s contract register and where appropriate publish a formal Contract Award Notice on Contracts Finder service.
14. The Service area is advised and supported where appropriate to put in place a formal contract and undertake any other requirements such as data protection or ICT validations.
15. The total contractual value of the 67 contracts awarded through exemption process was £6m which equates to 11% of the total contractual value awarded during 2021/22 which was £58m.
16. It is important to note that exemptions can only be applied for where the contract value will not exceed the Public Contract Regulations threshold, which is:

Goods & Services / Consultancy	Works	Light Touch
£213,477 (inc of VAT)	£5,336,937 (inc of VAT)	£633,540 (inc of VAT)

17. The Commissioning & Procurement team have been considering ways to improve our approach to procurement in order to support the Director of Finance’s desire to minimise exemption requests and are currently piloting a ‘Best Value Decision’ process to evidence if this will work.
18. There are times when carrying out a full blown procurement may not be effective or able to be done in the given timescale and we have often found that services have done some work, e.g. obtaining quotes or evidencing a lack of market, which whilst not compliant with a full process does show transparency of evidence to support a decision to award.
19. The Procurement Team Leader has developed a template which provides the opportunity for us to evidence all of this and seek a decision to award. This form is validated by the Procurement Team before being formally signed off by the Head of Commissioning & Procurement.
20. It means we can be more responsive and proactive with service areas and make the process, especially for lower value contracts less bureaucratic and more user friendly.
21. The ‘Best Value Decision’ will be fully auditable and traceable which is in line with our governance arrangements.
22. The pilot will be reviewed after 6 months and we will work with Legal and Internal Audit on this and if successful the process will become a formal procurement route and all necessary guidance and policies will be updated.

What decision(s) are being recommended?

That the Corporate Affairs and Audit Committee:

- acknowledge the content of this report.

Rationale for the recommended decision(s)

23. This report is for information only.

Other potential decision(s) and why these have not been recommended

24. This section is not applicable as this report is for information only.

Impact(s) of the recommended decision(s)

Legal

25. There are no impacts as a result of this report.

Strategic priorities and risks

26. There are no impacts as a result of this report.

Human Rights, Equality and Data Protection

27. There are no impacts as a result of this report.

Financial

28. There are no impacts as a result of this report.

Actions to be taken to implement the recommended decision(s)

Action	Responsible Officer	Deadline

Appendices

1	
2	
3	

Background papers

Body	Report title	Date

Contact: Claire Walker
Email: Claire_walker@middlesbrough.gov.uk

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MIDDLESBROUGH COUNCIL	
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Report of:	Director of Legal and Governance Services
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Submitted to:	Corporate Affairs and Audit Committee
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Date:	29 September 2022
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Title:	Partnership governance – first annual report
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Report for:	Information
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Status:	Public
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Strategic priority:	All
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Key decision:	Not applicable
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Why:	Not applicable
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Urgent:	Not applicable
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Why:	Not applicable
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Executive summary
<p>This report sets out the arrangements in place to assess the health of existing partnerships where Middlesbrough Council is a member, in some form.</p> <p>The report sets out plans to further refine this assessment for the next annual assessment to include assessment against a minimum standard for partnerships and plans to develop a complementary supporting governance framework for wholly and partly owned arm’s length local authority companies.</p>

Purpose

1. The purpose of this report is to outline the Council's Partnership Governance Policy and set out information on the current levels of compliance with that policy.

Background and relevant information

2. The Partnership Governance Policy has been in place since it was approved by Executive in February 2020.
3. The policy defines a partnership as 'an arrangement in which the Council agrees to collaborate with one or more legally independent organisations to achieve shared objectives and outcomes'.
4. Partnerships are key to the Council achieving its strategic objectives and their importance will inevitably increase in the coming years. It is critical that partnerships are managed with the same diligence as the internal activity described above to ensure that their contribution to the Council's strategic aims and priorities are maximised.
5. The key elements of the policy are:
 - Each partnership will have a lead manager of appropriate seniority.
 - The business case for a partnership will be approved by the appropriate body in the Council before the Council formally enters into a partnership agreement.
 - All agreed partnerships will meet a minimum standard, with the level of detail required to be determined by the significance of the partnership in strategic and financial terms. This will include, for example, the partnership vision, aims and objectives, KPIs, governance arrangements, resourced action plan, and monitoring, review and dissolution processes. All formal partnership agreements and structures must be approved by Legal Services.
 - A partnership register will be maintained that lists and defines all partnerships, setting out how they contribute to the Council's strategic aims and priorities.
 - An annual review of the performance of significant partnerships will be integrated with the Council's performance management reporting and be informed by an assessment of the lead manager.
 - Training and guidance for those employees engaged in collaborative working will be provided.

Partnership Governance Register and Framework

6. The Partnership Governance Register assesses the health of existing partnerships across the following principles:
 - Behaving with integrity, demonstrating strong commitment to ethical values and respecting the rule of law
 - Ensuring openness and comprehensive stakeholder engagement
 - Defining outcomes in terms of sustainable economic, social and environmental benefits
 - Determining the interventions necessary to optimise the achievement of the intended outcomes
 - Developing the partnership's capacity, including the capability of its leadership and the individuals within it
 - Managing risks and performance through robust internal control and strong public financial management

- Implementing good practices in transparency, reporting, and audit to deliver effective accountability

2022 Partnership Governance Register

7. Since the policy has been live, no annual review has been completed. This year will complete that action for the first time. Lead officers have completed a self-assessment for each of the 16 significant partnerships that existed during 2021/22, which have been assessed as follows:

Name of partnership or separate legal entity	Statutory	Significant	Governance	Performance
Tees Valley Combined Authority (TVCA)	Yes	Yes	Green	Green
River Tees Port Health Authority	Yes	Yes	Green	Green
South Tees Health and Wellbeing Board	Yes	Yes	Green	Amber
North East Migration Partnership	No	Yes	Green	Green
Middlesbrough Community Safety Partnership	Yes	Yes	Green	Amber
Middlesbrough Children's Trust	No	Yes	Green	Amber
Middlesbrough Children's Improvement Board	No	Yes	Green	Amber
South Tees Safeguarding Children's Partnership	Yes	Yes	Green	Amber
Teeswide Safeguarding Adults Board	Yes	Yes	Green	Green
Middlesbrough Environment City Trust Ltd	No	No	Green	Green
North East Procurement Organisation (NEPO)	No	Yes	Green	Amber
Cleveland Local Resilience Forum (LRF)	Yes	Yes	Green	Green
Youth Offending Executive Management Board	Yes	Yes	Green	Green

8. While partnerships are assessed as being generally in a sound state by the lead officers who self-assessed compliance with governance standards, some marked performance as amber where outcomes are less able to be articulated or because performance is below target / below national average. The position in relation to each of the partnerships identified as amber for performance and planned actions to address that status are set out below:

Partnership	Issue	Planned action	Target date	LMT lead
South Tees Health and Wellbeing Board	There are currently no Key Performance Indicators (KPIs) in place to measure delivery of the current overarching strategy although longer term targets exist and there are detailed metrics to measure delivery of supporting strategies	Within the planned refresh of the overarching South Tees Strategy in 2023, a supporting performance management framework will be developed to measure the effectiveness of actions to	December 2023	South Tees Joint Director of Public Health
Middlesbrough Community Safety Partnership	Performance metrics are in place however only 50% of them are on target, therefore this has been identified as amber because of performance however a number of metrics are not within the direct control of the partnership	Conduct the planned review of KPIs as part of the planned refresh of the Community Safety Plan	March 2023	Director of Environment and Communities
Middlesbrough Children's Trust	KPIs to measure impact have started to be developed	Put in place agreed KPIs and performance management framework for the partnership and finalise the children and young people's plan	September 2023	Director of Education and Partnerships

Partnership	Issue	Planned action	Target date	LMT lead
Middlesbrough Children's Improvement Board	KPIs are in place and performance is at 90% which is the target, however the board was assessed as amber because it is in place as a result of OFSTED determining that Children's services in Middlesbrough were inadequate in 2019	Continue to deliver improvements and continue to report progress on those as part of the Children's services improvement journey	Ongoing	Director of Children's Services
South Tees Safeguarding Children's Partnership	There are currently no KPIs in place to measure performance across the statutory partners, although the Council has performance monitors its work in relation to this area.	Develop arrangements to set out how the statutory partners will work together to identify and respond to the needs of children in the area and how the effectiveness of this work will be measured	September 2023	Director of Children's Services
North East Procurement Organisation (NEPO)	Although there is a business plan in place and the financial savings achieved from being within the partnership are kept under review, there is no wider set of KPIs in place to assess it.	Embed within the next annual assurance report on procurement to corporate Affairs and Audit Committee to set out the positive impact of membership of NEPO and explore creation of a performance data set with NEPO	September 2023	Director of Finance

9. In addition, a minimum standard was to be developed as part of the supporting policy. During 2022/23 this will be completed, and the next annual assessment will include an assessment against that, as well as an overall governance assessment of the health of partnerships.

10. As part of the completion of the annual assessment it was identified that there is a requirement to develop a complementary governance structure to assess wholly or partly owned Council companies that will provide a framework to consider:

- When a part or wholly owned company should be considered for establishment
- The required content of any business case to establish one e.g. clear evidence that the required business to be conducted could not be completed as effectively within the Council
- The minimum standard any company that is established should comply with for the purposes of demonstrating its effectiveness back to the Council.

11. There is a piece of work that will be developed during 2022/23 to develop a governance framework and supporting minimum standard that will be submitted to Executive for consideration. An action to deliver this has been included within the draft 2021/22 Annual Governance Statement.

What decision(s) are being recommended?

12. That the Corporate Affairs and Audit Committee:

- Notes the current position of the Council in relation to compliance with the Partnership Governance policy
- Notes the planned inclusion of an assessment against the minimum standard for

- partnerships in the next annual assessment
- Notes the planned actions to strengthen governance in relation to performance management
- Endorses the proposal to create a governance framework to assess wholly and partly owned arm's length local authority companies.

Rationale for the recommended decision(s)

13. These ongoing actions will support good practice in the Council's partnership governance arrangements and provide a framework for the assessment of current and future wholly or partly owned arm's length local authority companies.

Other potential decision(s) and why these have not been recommended

14. Not applicable.

Impact(s) of the recommended decision(s)

Legal

15. The proposed activity is consistent with and will promote the achievement of the Council's legal duty to achieve Best Value.

Strategic priorities and risks

16. This report highlights current compliance with the Partnership Governance policy and planned actions to improve partnership governance. If delivered successfully this will have a positive impact on the strategic risk of failure of partnership agreements.

Human Rights, Equality and Data Protection

17. There are no concerns that this report could have an adverse impact on these rights.

Financial

18. It is anticipated that all activities set out in this report are achievable within existing and planned budgets.

Actions to be taken to implement the recommended decision(s)

Action	Responsible Officer	Deadline
Develop a governance framework for the assessment of wholly and partly owned arms length local authority companies	Director of Legal and Governance Services	March 2023

Background papers

Body	Report title	Date
Executive	Delivering the Strategic Plan	18 February 2020

Contact: Ann-Marie Johnstone, Interim Head of Strategy, Information and Governance
Email: annmarie_johnstone@middlesbrough.gov.uk

MIDDLESBROUGH COUNCIL	
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Report of:	Director of Finance (S151 Officer)
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Submitted to:	Corporate Affairs and Audit Committee
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Date:	29 September 2022
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Title:	Draft Statement of Accounts – 2021/22
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Report for:	Information
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Status:	Public
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Strategic priority:	All
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Key decision:	Not applicable
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Why:	Not applicable
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Urgent:	Not applicable
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Why:	
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Executive summary

Under the Constitution, Corporate Affairs and Audit Committee are responsible for the approval of the Council’s Statement of Accounts (SOA) each year. This report presents the draft SOA for the 2021/22 financial year, comments on the main movements in the organisation’s financial position during the year and then sets out the legal processes that underpin the SOA process and the responsibilities that need to be undertaken.

This report is presented two months behind last year’s draft SOA and four months later than in financial year’s pre-Covid-19. The Committee will be aware of the reasons for delay on the audit process (from previous reports in 2019/20 and 2020/21). However, it is still an important aspect of the approval process for Members to consider the financial details of the Council at the draft stage and prior to the external audit.

The accounts are a complex document and as a result, it is important that Members have the appropriate time to consider these but also the relevant professional advice on which areas to focus on. Although this report can give some guidance, it will be important to have specific training on this set of accounts so they are considered and relevant challenge made.

Purpose

1. For Members of the Corporate Affairs and Audit Committee to note and review the draft Statement of Accounts for the 2021/22 financial year.
2. It is best practice and good governance for the Committee to review the draft SOA prior to approving the audited accounts under the requirements of the Accounts and Audit Regulations 2015. It is also important that Members with responsibility for agreeing the Council's Statement of Accounts have access to the appropriate training to be able to fulfil this role due to their complex and wide-ranging nature.

Background and relevant information

3. Like all large organisations, Middlesbrough Council is required by law to publish and report on its financial position, performance and cash flows during the financial year. It does this by producing and publishing a statement of accounts each year.
4. The Accounts produced by the Council have some similarities to those produced by private companies under companies act legislation. However, local authorities have their own specific set of rules to follow in relation to financial reporting under various local government acts. They are also required to follow the main provisions of the Local Authority Accounting Code of Practice, which is issued each year by the Chartered Institute of Public Finance & Accountancy (CIPFA).
5. The draft Statement of Accounts (Appendix 1) is a highly technical and complex document but is the main form of external financial reporting provided by local authorities. Its format and content is prescribed by the CIPFA Accounting Code of Practice with the aim of giving a high level of visibility and transparency over the Council's financial affairs.
6. The Statement of Accounts firstly consists of a Narrative Report from the Director of Finance. This report gives an explanation on the financial position of the Council and describes the key activities/highlights for the council during the year. The report also contains performance-based information that shows what has been achieved by the use of these funds during the financial year.
7. The second section includes the Council's financial statements. These are the core elements of the SOA and include the movement in reserves statement, the income and expenditure statement, the balance sheet and the cash flow statement for 2021/22.
8. The third section is the notes to the accounts and these include detailed narrative and figures that support the key totals within the financial statements and other issues that are of interest to local authority stakeholders.
9. The Accounts also include the collection fund, covering council tax and business rates activities and the accounts of the Teesside Pension Fund for which Middlesbrough Council is the administering authority. For the first time this year, the Council has produced a set of group accounts (financial statements and notes) which consolidate our wholly owned subsidiary, Middlesbrough Development Company, into the Council's own accounts. This is due to the size of assets and liabilities associated with the company exceeding the Council's materiality threshold during the financial year.

10. The final section is the Annual Governance Statement that sets out how the Council has complied with best practice governance arrangements and any key issues that arise from that. Due to the governance issues identified by Ernst & Young (EY) during the audit of the 2020/21 accounts, this document is not finalised at present. This will be added into the draft SOA once the statement has been considered by Members at a subsequent meeting.

Timetable for the Statement of Accounts

11. The Accounts are approved in two stages under the accounts and audit regulations.

- *The draft accounts are signed and published by the Chief Finance Officer in line with statutory regulations:*

The accounts are then open for public inspection for a period of 30 working days. The accounts are also during this time audited by the Council's independent external auditors, EY. It is the auditor's role to review the financial statements and to certify that the accounts give a true and fair view of the financial position of the Council. Given the Council's use of public money, an additional responsibility of the auditor is to provide a view on whether the council has secured arrangements for achieving value for money in total across all of the Council's activities. If the Auditor is happy with the statements and the value for money arrangements, they will issue a 'clean' unqualified certificate for each of the measures. If it not satisfied then the auditors can 'qualify' either the financial statements themselves or the arrangements for value for money or both, which is an undesirable outcome for the Council.

- *The audited accounts are amended (where necessary) as a result of the external audit, signed again by the Chief Finance Officer as a true & fair view, and then issued for approval to the Committee. Finally, they are published as the final record for the financial year on the Council's website.*

12. The Audit and Accounts regulations 2015 have again been amended for 2022. Normally the draft accounts require certification by 31st May and auditing by 31st July. The statutory timetable has been revised to reflect the residual impact on local authorities and their finance teams of Covid-19, plus some of the ongoing delays on audits to the accounts for previous years. The dates have been revised to the end of July and the end of September respectively for the draft and audited SOA.

13. The timetable for the approval of the Statement of Accounts is set out below:

Action	Timeframe
Publish the draft Accounts for 2020/21 signed by the Chief Finance Officer.	Signed by previous CFO on 29 July (but not published until 8 August 2022)
Public Inspection Period	From 30 August to 10 October 2022
External Audit Period	From start of September 2022 to end of February 2023 (estimated)

Publish Audited Accounts approved by Corporate Affairs and Audit Committee.	2 March 2023
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14. As Members will note the timescale for the audit and approval of accounts is outside of the statutory timeframe. This is not uncommon in recent years. A CIPFA survey on the 2020/21 accounts showed that only 9% of local authorities had their accounts audited by legal date of 30 September 2021. As mentioned before there are provisions within the Accounts and Audit Regulations that permit the external audit to continue beyond these dates where there are still outstanding matters to resolve.
15. It should also be noted that the target date of 2 March 2023 for the Committee's approval of the audited accounts is based upon no significant delays or issues and could well be later than this as for the 2020/21 accounts for the Council.

Draft Statement of Accounts 2021/22

16. A full training session will be provided for Members on the 2021/22 statement of accounts before the external audit is complete due to their complex and technical nature. However, some areas to focus on at present are as follows.
17. The key headline is that the balance sheet for the Council has improved significantly during the financial year from a negative net worth of £44.9m to a positive position of £64.5m. An improvement of £109.4m. This predominantly relates to the net pensions liability and the position in relation to International Accounting Standard (IAS) 19. Further analysis of this movement is contained within Note 39 to the accounts. This change is also reflected in the movement in reserves statement as part of unusable reserves and in the income and expenditure statement as an actuarial gain.
18. Other areas of interest outside of the Core Financial Statements that Members may want to review are:
- The narrative report;
 - The going concern disclosures for the Council in Note 1 to the accounts;
 - Note 7 on Earmarked Reserves;
 - Note 12 on Grant Income;
 - Note 14 on Officers Remuneration;
 - The various notes on non-current assets (notes 21-28);
 - The various notes on Financial Instruments (notes 29-31);
 - The new section on Group accounts.

What decision(s) are being recommended?

Corporate Affairs and Audit Committee are asked to note the Draft Statement of Accounts published by the Director of Finance on the 8 August 2022, representing a true and fair view of the Council's financial position as at 31 March 2022.

In addition, that Members discuss any further training that may be needed to fulfil their statutory role and that this training be arranged with the Head of Finance & Investments.

Rationale for the recommended decision(s)

19. It is best practice and good governance for the Committee to review the draft accounts prior to approving the audited accounts. It is also important that Members of the Committee have some degree of financial literacy to be able to interpret and challenge the accounts and the conclusions reported by Officers.

Other potential decision(s) and why these have not been recommended

20. Not applicable at this stage.

Impact(s) of the recommended decision(s)

Legal

21. The publication of the draft statement of accounts is a legal requirement under the Accounts & Audit Regulations 2015.

Strategic priorities and risks

22. As the Statement of Accounts covers all financial transactions of the Council, it encompasses all strategic priorities and risks.

Human Rights, Equality and Data Protection

23. There are no relevant considerations in these areas in respect of this report.

Financial

24. Although the Statement of Accounts is the main method of external financial reporting to the public and other stakeholders by the Council, there are no specific financial implications relating to this report.

Actions to be taken to implement the recommended decision

Action	Responsible Officer	Deadline
A date for Member training on the Accounts to be arranged over the coming months, and before the external audit of the accounts is complete.	Head of Finance & Investments	To be confirmed with the Chair and Vice Chair.

Appendices

1	Appendix 1– Draft Statement of Accounts 2021/22
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Background papers

There are no background papers associated with this report.

Contact: Justin Weston, Head of Finance & Investments
Email: Justin_weston@middlesbrough.gov.uk

Middlesbrough Council Draft Statement of Accounts 2021/22



Contents

<u>1. NARRATIVE REPORT AND WRITTEN STATEMENTS</u>	<u>2. CORE FINANCIAL STATEMENTS</u>	<u>3. NOTES TO THE ACCOUNTS</u>	<u>4. GROUP ACCOUNTS</u>	<u>5. COLLECTION FUND</u>	<u>6. TEESSIDE PENSION FUND</u>	<u>7. ANNUAL GOVERNANCE STATEMENT</u>	<u>8. GLOSSARY OF TERMS</u>
Narrative Report	Movement in Reserves Statement	Detailed Notes to the Accounts	Introduction	Income and Expenditure Account	Pension Fund Statement of Accounts	Annual Governance Statement	Glossary of Terms
Independent Auditors report – Middlesbrough Council	Comprehensive Income and Expenditure Statement		Movement in Reserves Statement	Notes to the Collection Fund	Notes to the Pension Fund		
Auditors report – Teesside Pension Fund	Balance Sheet		Comprehensive Income and Expenditure Statement				
Statement of Responsibilities Middlesbrough Council	Cash Flow Statement		Balance Sheet				
Statement of Responsibilities – Teesside Pension Fund			Cash Flow Statement				
			Notes to the Group Accounts				
3	32	39	97	106	110	146	147

The Statement of Accounts for Middlesbrough Council provides an overview of the Council's financial position at 31 March 2022 and a summary of its income and expenditure during the 2021/22 financial year. The accounts are, in parts, technical and complex as they have been prepared to comply with the requirements of the Chartered Institute of Public Finance and Accountancy (CIPFA) as prescribed by the Code of Practice on Local Authority Accounting in the United Kingdom, and International Financial Reporting Standards. The accounts are available on the Council's website: www.middlesbrough.gov.uk under Open Data; Annual Report and Statement of Accounts.

1. Narrative Report



Narrative Report

Review of the Year

Middlesbrough Council is a large and diverse public sector organisation, located in the North East of England. We are proud of our past and excited for the future. Middlesbrough is nestled away in a region that is the country's best kept secret; rivers, beaches, forests and moors are all on our doorstep.

We are the natural centre of the Tees Valley region, an area home to around 670,000 people, and our town centre is being transformed with modern urban living. The oldest part of town, close to the waterfront, is being brought back to life as we approach Middlesbrough's 200th birthday. The leisure and cultural possibilities in and around Middlesbrough are endless; from our beautiful parks to the town's arts and heritage venues, there is much to be proud of.

This Narrative Report is to provide both guidance and context to the accounts of Middlesbrough, presenting a summary of the Council's financial position, financial performance and non-financial activities for the year, its prospects for future years and briefly explaining the key accounting statements. A separate Summary of Accounts document is also available this financial year to ensure that the information in the Statement of Accounts is as accessible as possible, and this is available via the Council's website (www.middlesbrough.gov.uk).

At 31 March 2022, Covid-19 restrictions had been lifted across the country but the threat of some reappearance or a new variant cannot be ignored. Fortunately, it would appear that most of the severe effects of the virus have reduced and the United Kingdom is starting to recover from this unprecedented public health pandemic. This is due largely to the success of the UK vaccination programme and the lessons learned by Middlesbrough Council will make the Council and its staff stronger and more able to deal with any future emergencies.

The Narrative Report and the Statement of Accounts will aim to give the appropriate context as to how the Council responded to the pandemic and what impact it has had on the Council's financial position and performance during the year. It will also consider its future prospects given the early stages of the recovery.

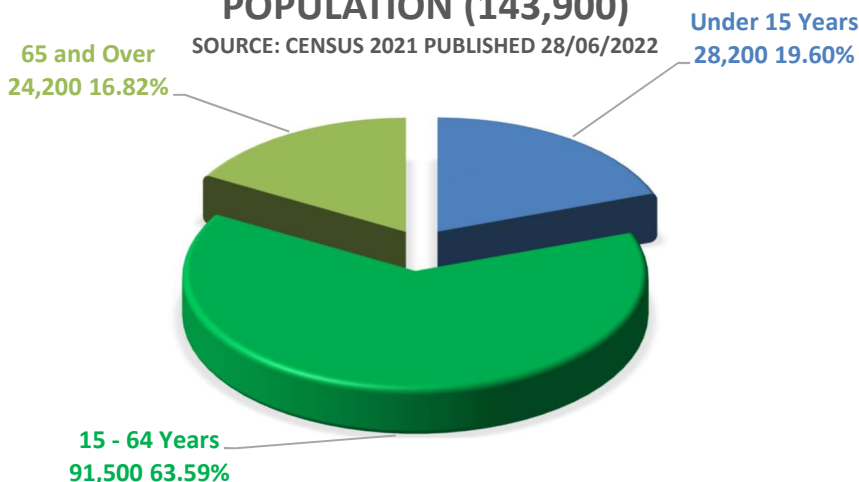
Background to the Council

Middlesbrough Council is an evolving town and came into existence following the abolition of Cleveland County Council in 1996. It is a unitary local authority providing a range of services to the people of Middlesbrough.

The Council works with local residents, businesses, public sector partners and the voluntary and community sector to improve local social, economic and environmental wellbeing for all and to secure the long-term sustainability of the town. It is one of the largest employers in the Tees Valley area, providing work for more than 3,000 people.



COMPOSITION OF MIDDLEBROUGH POPULATION (143,900)



The composition of the local population drives the focus of the services provided by the Council most notably through increasing demand for Children’s and Adult Social Care. In recent years, there has been a greater focus on economic growth, particularly in relation to the town centre, and housing.

Economic data from Nomis Official Labour Market Statistics (Latest data 2021) shows the following:

	Middlesbrough	North East	Great Britain
Gross Weekly Pay (Median) Full-Time Workers	£528.80	£546.80	£613.10
Unemployment rate (16 – 64) (as proportion of economically active)	7.3%	6.0%	4.4%

The Council’s various strategies are set around meeting the needs of its residents driven by the demographic profile of the town.

Political Structure in 2021/22

The local government elections of May 2019 created real change in the town as it was the first time since its creation in 1996 that the Labour Party has not held control at the Council. This financial year is the third under the leadership of the independent Mayor, Andy Preston, who has developed a new Strategic Plan and ambitions for the Town, supported by Executive Members.



The Executive is the Council’s principal decision making body, considering significant issues in connection with, for example, community safety, leisure, education, social services, highways and the environment as well as making recommendations to Council on the annual revenue budget and investment strategy. The Council had an independent led administration during 2021/22 with an independent Councillor as Chair of the Overview and Scrutiny Board, which scrutinises the work of the Executive.

Meetings of the Executive took place every four weeks chaired by the Mayor with each member of the Executive having designated responsibilities (known as portfolios). Meetings returned to in person where required from mid-May 2021 onwards.

Middlesbrough Council consists of 20 wards with between one and three Councillors representing each ward. All councillors serve a maximum four-year term. The political make-up of the Council at 31 March 2022 was:

Elected Members	47
Mayor Andy Preston (Independent)	1
Middlesbrough Independent Councillor's Association	10
Middlesbrough Independent Group	9
Labour	20
Conservative	3
Independent	3
Vacant	1

The Financial year 2021/22 has been another challenging year for the Council, supporting the community through the Covid-19 roadmap to recovery, whilst delivering services as directed by the refreshed Strategic Plan and its priorities.

As the relaxing of the rules continued through the financial year, the Council continued to meet the needs of the local community but also had to deliver Government initiatives with the administration of Business Rate Reliefs and the payment of grants to businesses affected by Covid-19. Work was also on going to support the vulnerable in the community.

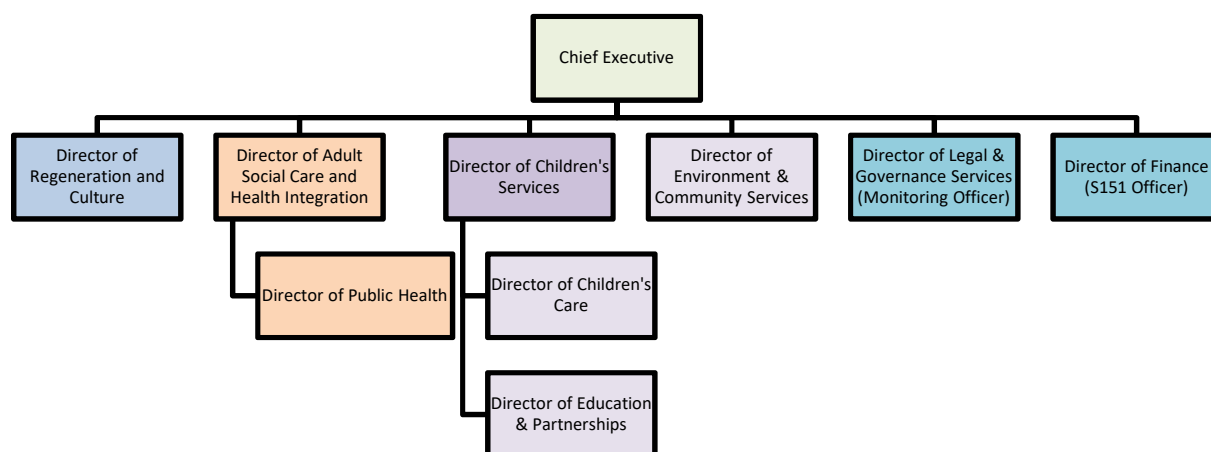
The Strategic Plan was not updated in February 2022 but the plan approved in February 2021 remained in place for 2021/22. The Strategic plan has since been updated and approved at the Executive meeting on 5 April 2022. The Council's Medium Term Financial Plan was continually revised as the financial impact was quantified and central government introduced new funding streams and initiatives.

The Executive members were relatively new to their respective roles, following the changes in May 2021 when five out of the six members of the Executive resigned therefore, 2021/22 was a learning year for the Council whilst still being influenced by the recovery out of the Covid-19 restrictions and the associated implications.

Management Structure

Leadership Team

The senior management structure of the Council at 31 March 2022 is set out below:



The Mayor's Ambitions for Middlesbrough and the Strategic Plan

Andy Preston is the Mayor and first citizen of Middlesbrough for the period 2019-2023. The Mayor's Strategic Plan, now in its second year, was refreshed in February 2021 to reflect the impact of Covid-19 and the UK's exit from the European Union on Middlesbrough and on the Council's strategic priorities.

Mayor's Priorities (2020-2023)

The current Strategic Plan is based around the following key themes, with specific Mayoral priorities within each theme:



- People – Working with communities and other public services to improve the lives of our residents
- Place – Securing improvements in Middlesbrough's housing, infrastructure and attractiveness, improving the town's reputation, creating opportunities for local people and improving our finances.
- Business – Promoting investment in Middlesbrough's economy and making sure we work as effectively as possible to support our ambitions for People and Place.

This Plan is the Council's overarching business framework, outlining the Council's contribution to the Mayor's priorities. There is a 'golden thread', which runs from this document through the rest of the Council's governance and policy frameworks. Progress against the plan is reviewed on a quarterly basis and reported to Executive and Overview and Scrutiny Board.

Investment Strategy for Middlesbrough

An update of the Medium Term Financial Plan (MTFP) was presented to Council on 24 February 2021; the report included the £149.1 million Investment Strategy for Middlesbrough for the period 2021/22 to 2023/24, supported by £83.7 million of the Council's own resources. The investment will support a number of major regeneration schemes plus supporting the town centre and growing affordable housing in the immediate vicinity.

- Middlesbrough Development Company projects;
- Affordable Housing and Housing Growth schemes;
- Town Centre development projects;
- School capital projects
- Disabled Facilities Grant scheme
- ICT related projects and;
- Environment & Community Services projects



Customer Strategy Programme

The vision of the Council's Customer Programme is to transform delivery of services to the community & customers, providing everyone with excellent service and access to self-serve through an extensive range of channels and platforms.

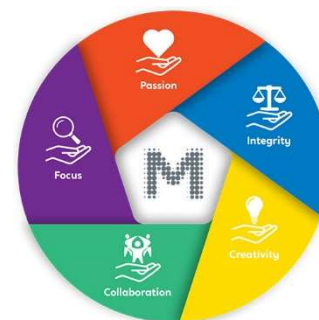
The Council's ambition is for a customer-owned culture, with self-serve facilities, improved payment facilities and transactional online services. This will be underpinned by a simple, service led and driven website and intranet, with straight-to-the-point e-forms, all underpinned by a knowledge-based customer relationship management system, reducing the need for face to face contact. Customers will experience an overall improvement and flexibility in their choice of how to access Council services and the drive for 'digital by default' will increase access to Council services as a result.

Our Values

Our Values are a critical element of the Council's strategy to create a brighter future for Middlesbrough. Our Values are at the heart of everything we do and form the foundation for how we operate, behave and make decisions.

Our Values:

- Passionate - We believe in Middlesbrough and are proud about the Town;
- Integrity – We are open and transparent and treat everyone with respect;
- Creativity – We have the courage to try new ideas and new ways of working;
- Collaboration – We work with others to make Middlesbrough better; and
- Focus – We are clear about what we will deliver to meet the needs of the Town.



Performance

The Council's Scheme of Delegation gives the Executive collective responsibility for corporate strategic performance, together with associated action and a quarterly reporting process gives them the necessary information to discharge these responsibilities.

As part of continuous improvement in performance and risk management, the Council's Leadership Management Team (LMT) has implemented monthly reviews of corporate performance utilising a Directorate Performance dashboard, drawing data from a range of performance systems. The output from these sessions is reflected through the quarterly updates to the Executive and Overview and Scrutiny Board.

The Council uses a narrative update approach to measure performance during each quarter of the financial year and any issues. Although most priorities are broadly on track in terms of the Mayor's initial ambitions, these have needed to be flexible and revised due to the pandemic and the changing levels of the virus in the Middlesbrough area. The recovery aspect of the Covid-19 response has now been integrated as part of the Council's strategic priorities going forward in the newly agreed 2021-24 plan.



The Strategic Plan for 2021-24, set out nine strategic priorities for this period, which are supported, by an associated set of outcome measures and a work plan, which will see delivery of sustained improvement, up to and beyond 2024.

Below are the main priorities that were monitored by the Executive during 2021/22. These were set in February 2021 and were part of the Strategic Plan for 2021-24.

Children and young people

The Council has completed four out of the seven initiatives with the remaining three all on track to be delivered to the approved deadlines. The Council have and continue to try to show Middlesbrough's children that they matter and work to make our town safe and welcoming and to improve outcomes for all children and young people.

Attainment and attendance levels have increased with a reduction in exclusions for all children across Middlesbrough.

By delivering the Youth Justice Plan, the Council has reduced re-offending, provided safe and effective use of custody and reduced the number of first time entrants.

The Council has also closed the gaps for the most vulnerable and focused on Key Stage 4 outcomes to ensure high achievement for all from the early years.

The Council has targeted young people who are NEET and provided support for them to progress into education, employment and training opportunities.

Work continues on the delivery of the Children's Services Improvement Plan and the Council has made progress to ensure the best start in life for Middlesbrough children by reducing early health inequalities, with a focus on the first 1001 days of life. The Council is also on track to develop a universal town-wide Children and Young People's strategy that will aim to improve the lives of all children.

Vulnerability

Delivery and extension of the 50 Futures programme to provide meaningful work experience opportunities for Middlesbrough residents who find it most difficult to gain employment has been completed.

The 'Dementia Friendly' Middlesbrough programme to improve the wellbeing of individuals with dementia and their carers has been delayed. This is mainly due to Covi-19 and the requirement for face-to-face session. Although delayed, this is still a strategic initiative that will be delivered as soon as possible.

The Council has another five initiatives that will work to address the causes of vulnerability and inequalities in Middlesbrough, and safeguard and support the vulnerable. These are all on track to be delivered as planned and progress has been made in the following areas:

- Locality Working pilots in Newport and North Ormesby wards to address key priorities and issues for residents.
- 'Age Friendly Communities' to reduce the prevalence and impact of loneliness and isolation in Middlesbrough.
- Integrated model of support for Middlesbrough, bringing together services for domestic abuse, homelessness and substance misuse and development of mental health partnership provision.
- Increase digital inclusion for children, young people and adults across Middlesbrough.
- Improved support for addiction recovery through employment, housing and social/community re-integration.

Crime and anti-social behaviour (ASB)

Three of the four initiatives to tackle crime and anti-social behaviour are on track and we are still working with our partners to ensure local people feel safer. We have made progress in the development of the Community Safety Strategy to reduce crime and anti-social behaviour across Middlesbrough and continued work to increase CCTV in public areas/Council facilities to prevent and detect crime and ASB.

Delivery of a targeted education and enforcement programme in conjunction with Police and Fire Safety Partners to reduce crime and ASB, is still on track to be delivered in 2023.



Year-end data reflects a worsening position on the number of street warden enforcement actions however, the introduction of a mobile incident management system now allows the service to record more accurately the level of activity undertaken which shows significant improvements as a result of improved ways of working, processes, systems and performance management, as demonstrated below:

Street Warden Activity	2020/21	2021/22
Interventions	2,178	3,775
Enforcement Actions	1,444	2,232

Climate change

The Council is keen to ensure our town acts to tackle climate change, promoting sustainable lifestyles. We are on track to deliver a town-wide programme of education and increase recycling levels in Middlesbrough in 2022.

We are continuing work with partners to identify community growing sites, which will provide skills development to 'Grow Your Own Food' and are still on track to complete this initiative in 2023.

Work is underway to plant 20,000 trees across the town by 2023, improving air quality and we have achieved Tree City Status, demonstrating responsibility and management of town tree stock.

The development of an Urban Farm to improve the physical environment and provide additional training opportunities for vulnerable residents across Middlesbrough is almost complete.

There were two of the seven initiatives for climate change that were not on track and the Council needs to progress in the coming year. These were to deliver the Green Strategy to meet Government targets for greenhouse gas emissions and to explore the potential to designate sites across the town as a local wildlife/nature reserve.

Covid-19 recovery

The Council is committed to help local communities, businesses and the Council's operations to recover from the Covid-19 pandemic, taking opportunities to make improvements where possible.

Significant progress has been made in the delivery of the Council's Covid-19 Recovery Plan, enabling individuals, families, communities and businesses across Middlesbrough to make progress post pandemic.

Physical environment



The Council is working closely with local communities to protect our green spaces and make sure that our roads, streets and open spaces are well designed, clean and safe. To that end, we have planted 30,000 m2 of wildflowers across Middlesbrough to benefit local wildlife and improve the appearance of the town.

We have also implemented a community grant scheme, providing funding to improve the physical environments of residential alleyways to create a useable community space.

The Council is committed to implement an annual pothole maintenance programme across the town, consistently improving road conditions and is on track to be completed in the next 2 years.

Town centre

We have made a commitment to transform our town centre, improving accessibility, revitalising unused assets, developing iconic new spaces and building more town centre homes. We have started to repurpose Captain Cook Square and House of Fraser for leisure and commercial use and have installed a town-wide lighting scheme, highlighting key buildings and landmarks.

All other town centre initiatives are on course to be delivered in the next 2 years and include the development of central Middlehaven for 60,000 sq. ft. of commercial space, 400+ housing units, restoration of the Old Town Hall and Captain Cook Pub, commercial and residential development of west and south side Middlehaven sites and the development of new homes and apartments to expand the urban living offer in the town.

Culture

We are also investing in our existing cultural assets, creating new spaces and events and improving access to culture for all.

We have made improvements to Teesaurus Park, re-establishing its purpose as a visitor attraction and recreational facility and we continue to expand our programme of festivals and events to raise the cultural profile of Middlesbrough.

Quality of service

The Council places communities at the heart of what we do and we continue to endeavour to deliver value for money and enhance the reputation of Middlesbrough. To do this, we have several initiatives and three out of the eight are completed, with the remainder on track for delivery during the 2022.

We have delivered a ward-based cash collection strategy, supporting vulnerable groups with payment solutions to improve Council Tax collection levels and stimulated investment in our local economy through procurement opportunities and the promotion of our buy local initiative.

We have also provided the asset disposal policy framework, ensuring best value is achieved and the benefit of disposals are shared with local communities.

We continue to encourage community participation in the development of Council plans and initiatives, securing additional funding and improve the condition of the Council's operational estate and highways infrastructure and improve the corporate website into a 'digital platform', increasing online transactions where appropriate, and making the site even easier to use.

Directorate Achievements

Regeneration and Culture

- Acquisition of the Cleveland Centre
- Successfully letting 100% of the available space at Tees Advanced Manufacturing Park with a further 90,000 sqft phase planned and approved for delivery.
- Confirmation of a £4.25m grant from the Department of Culture, Media and Sport for building improvements at the Central Library and other external cultural buildings within the town.
- Recognition from the Financial Times as Middlesbrough being one of the top three small cities of the future in Europe for foreign direct investment.
- Securing of three new leisure leases within Captain Cook Square, furthering the Council aspirations to transform the precinct into a quality leisure destination.
- Completion of the phase 1 works at the Council's new Civic Centre, Fountain Court, paving the way for the refurbishment works with staff occupancy of the building expected commence in the autumn of 2022.
- Initial utilization of the Towns Fund grant for initiatives including:
 - Completing £12 million of campus investments and upgrades at Middlesbrough College - £1.175 million Towns Fund
 - Completing the Cargo Fleet Nature Reserve - £100k Towns Fund
 - Commencing the 'Bright Ideas' Housing development at St Hilda's
 - Commencing £12 million investment in Centre Square Building Six, with Axa as a pre-let tenant - £2 million Towns Fund
 - Completing the heritage restoration of Captain Cook Public House
 - Commencing £1 million investment in Middlesbrough's parks and play areas.

Environment and Community Services

- Installation of a Hostile Vehicle Mitigation system at various key sites throughout the town as a counter terrorism measure;
- Creation on a Nature Reserve at Cargo Fleet in line with the Council's Green Strategy initiative;
- Restoration of the Grade II Listed Captain Cook Public House;
- Installation of an additional 50 CCTV cameras to improve Community Safety, combat antisocial behaviour and reduce environmental crimes throughout the town.

Public Health

- Secured over £3.2 million external funding for 2021/22 to supplement and enhance our local substance misuse and associated vulnerabilities work streams;
- Created 85 new roles across the local South Tees Addictions & Vulnerable Groups system;
- Implemented the Project ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery) programme local delivery plan, increasing the number of people identified and engaged and the scope and quality of support initiatives being delivered;
- Launched the South Tees Individual Placement and Support (IPS) employment service, which immediately started supporting people into employment who were otherwise struggling to find opportunities;
- Successfully launched the South Tees Changing Futures programme with a range of partners collaborating across multiple work streams;
- Trained 150+ Police Officers, Street Wardens and other professionals to carry naloxone – at least 15 kits have been used – saving lives;
- Developed links with partners across Mental Health, Social Care, GPs, VCS, young carers and targeted



- youth work, probation, youth offending services, sexual health service, children' hubs, licensed premises and many more to build harm minimisation capacity and better connect vulnerable people to services
- The HeadStart team provided support for transition from year 6 to 7.
 - The Headstart Team continue to build capacity and awareness of mental health issues across all Middlesbrough schools and have supported 1693 pupils and students with social and emotional learning group interventions and trained 300 HeadStarters (Peer Supporters) in emotional resilience;
 - Delivered a 7 day week community Asymptomatic Test Site service across 3 locations and carried out 14,608 tests and identified 94 positive cases;
 - Delivered an award winning community vaccine programme;
 - Developed Restart Long Covid-19 Rehab and Prevention programme and made close links with the CCG for referrals, and other local authorities promoting best practice (nominated as a finalist in the MJ awards in June 2022)
 - Developed and running a Work Well offer – to coordinate Council, Job Centre and educational work placements;
 - The Live Well Centre is at maximum capacity supporting private, voluntary and Councils to deliver a variety of services, including an expansion to floor 5 for family and child addiction support services;
 - Launched the Middlesbrough Alcohol Centre of Excellence in October;
 - Provided free hot meals and activities to thousands of children and young people as part of the Holiday Activities and Food Programme;
 - Best Start Pathway launched Middlesbrough wide in February 2022, the Pathway targets support at parents through the antenatal period until the child reaches two years;
 - A monthly Sensory Drop in Clinic has been launched at the Live Well centre to support Adults who are Deaf, Hard of Hearing, Blind and Visually impaired;
 - Successfully implemented MUST service in all elderly care homes across Middlesbrough to combat malnutrition;
 - Developed and launched Eat Well Early Years award across South Tees in February 2022;
 - Supported 892 people in Middlesbrough to lose weight through the Tier 2 Adult Weight management services from January – June 2022;
 - The Sport England Local Delivery Pilot, You've Got This, continued to pursue the vision of "Active Lives As A Way Of Life", collaborating with over 50 partner organisations to embed physical activity within their practice.

Children's Services

- South Tees Youth Justice Service has been able to maintain service levels, offer new services concerning prevention and diversion, sustain continuous improvements in performance, and continued to achieve positive outcomes for the young people they work with.
- Nine school Ofsted inspections in academic year 2021/22; no downgrades.
- Robust support for families means that 92% of eligible 2 year olds now attend nursery provision.
- Continued delivery of school improvement support has meant schools have benefited from on-going professional development ensuring the successful roll out of the statutory Relationship Sexual Health Education curriculum, subject leader deep dive support in preparation for Ofsted inspection and statutory moderation.
- Improved the school attendance of vulnerable children via the VCAP attendance project.
- Launched the PROCLAIM initiative with 10 schools to help them develop their expertise in supporting children suffering from trauma.
- Successfully worked with schools to reduce the number of suspensions of looked after children.
- Ensured 98% of children received their first choice of primary school and 84% received their first choice of secondary school.
- Special Education Needs and Disability (SEND) has successfully implemented the new Inclusion and Outreach Model launched in Jan 22 to support greater inclusion and support across all schools and settings for children and young people.
- Development of additional provision across the local area for children and young people with SEND to support with increasing demands.
- Increase in the number of registered Alternative Provision providers across the local area to ensure greater choice and opportunities for children at risk of exclusion and require an alternative pathway.
- Community Learning service implemented remote delivery for teaching and learning across all programmes including Adult Learning, Study Programme and Apprenticeship Provision.
- Routes to Work team awarded a Civic Award for improving employment opportunities for Residents.

- Since April 2019, 50 Futures Work Experience programme has engaged 284 Middlesbrough residents, 23.5% of residents have moved into Employment/Apprenticeships and 63% of residents have made positive progress to support them to move closer to the labour market.
- Although not without significant challenges, staff across Children's Services have shown strong progress against the services' improvement plan. This is reported on a six weekly basis to the Multi-Agency Strategic Improvement Board and endorsed by Ofsted and the DfE. Colleagues in finance have been supportive in understanding these challenges and working with us to make the best use of our financial resources.
- Although there remains further work to be done the numbers of children in our care continued to reduce safely over the financial year including the number of external residential placement which has now reduced from 65 to 51 (21.5% reduction).
- Our finance business partners have played a vital part in this work in terms of modelling financial spend against the reductions taking into account the significant increased costs charged by independent providers.



Adult Social Care

- We continued the delivery of adult social care services throughout the Covid-19 pandemic. This has required resourcefulness and resilience from staff as they have had to work in flexible and evolving ways in the face of an unprecedented operational challenge.
- The service continues to score more highly than the England average on almost all included measures in the most recently published Adult Social Care Outcomes Framework survey, a statutory return submitted by service users.
- We established the Rekindle Digital Support service, which promotes and enables digital inclusion for residents of Middlesbrough.
- We further developed the Staying Included agency that supports some of our most vulnerable and lonely Middlesbrough residents to overcome barriers, helps people to achieve their goals and to reconnect with the things they value most.
- Our hospital social work team based at James Cook University Hospital has now established a seven-day service having piloted this during the acute phase of the pandemic.
- We developed a complex needs accommodation pilot working with safeguarding, housing and public health services.
- We continued to operate the Disabled Facilities Grant, which has supported vulnerable individuals to access a range of initiatives including the winter warmth scheme.



Legal and Governance Services

- Introduction of the Salary Sacrifice Electric Car Scheme in order to provide benefits to both staff and the organisation which also supports the Council's Green Agenda;
- Implement a new Council Website to provide residents & customers 24/7 access to services including the ability to self-serve.

Finance

- 2021/22 was a second consecutive year of strong asset growth. The value of the Pension Fund assets increased by 11% over the year, ending above £5 billion for the first time. Looking over the last three years this represents an increase in asset value of around £1 billion. During the year the Fund has also carried out a process of gradual partial de-risking, mainly by selling equities (shares in companies listed on stock markets across the world) and investing some of the proceeds in other asset classes. Over the year, the Fund's allocation to equities reduced from 76% to 60%, much closer to its current long-term strategic target of 55%.
- The Grants Team within Commissioning supported community and voluntary sector organisations through the award of 311 community grants totalling £534k. In addition a further 41 Covid-19 related grants were processed totalling £399k supporting initiatives such as Covid-19 Champions within communities.
- The Strategic Procurement Team have progressed 260 projects throughout the year resulting in the award of £58 million of contracts.
- The Valuation and Estates Team secured the purchase of the Cleveland Shopping Centre and have

supported the management of the retail sector ensuring the centre is stabilised, seeking to support existing retail and tenants and begin the process of bringing new tenants into the centre.

- Throughout the second year of the pandemic, the Commissioning Team have provided advice and guidance to Social Care providers concerning matters relating to Covid-19, in particular in regard to the application and interpretation of Government guidance, infection, prevention and control measures and have assisted in processing £3.1m of Covid-19 related grants to Adult Social Care providers throughout 21/22.
- Disbursement of government funded-grants to businesses continued up to the end of 2021-2022, with a further £9 million being administered by the Revenues and Benefits Service. Additionally, many thousands of separate payments were also made to vulnerable individuals and families in the town under the Covid-19 Local Support Grant and its successor the Household Support Fund. Despite the continuing pressures faced, the Service was independently accredited as providing Customer Service Excellence for the 26th year in a row – service was assessed as being over and above the required standard in 10 aspects of its activity. The Service has also been shortlisted for the LGA awards.
- The delivery of the Council's holistic Welfare Strategy to support Middlesbrough's most vulnerable residents who are in need of financial assistance, advice and support, which provides a menu of support mechanisms that are designed to respond to situations such as the recent cost of living crisis, consequences of the pandemic, and any other external factors that impact the financial pressures on residents and businesses. The strategy is designed to provide a single point of contact as a means to access this vital support giving residents better financial stability, which will also ultimately result in improved collection rates for council tax and sundry debts.
- Despite significant resource issues within the Accounts Payable team, the Council in partnership with Oxygen Finance has implemented the Supplier Incentive Programme, which provides immediate payment to small local suppliers and gives other suppliers the opportunity to be paid early provided the Council can secure a discounted price. This should not only generate savings but will assist small, vulnerable local suppliers with their cash flow.
- All necessary system updates to the Council's main financial Enterprise Resource Planning (ERP) system have been tested and implemented on time with minimal disruption to services.
- Improvements to accounts receivable system workflow and reporting to ensure more effective invoice creation and monitoring of debt.

Governance

The Council's governance arrangements that underpin the Council's processes and financial systems are set out in the Annual Governance Statement that follows the financial statements and notes to the accounts. (see Section 6).

Future Challenges/Uncertainties

Governance Arrangements

The draft audit results report for 2020/21 reported that there are significant weaknesses in governance arrangements and there was evidence, which led them to conclude that the culture and governance arrangements at the Council have not been operating as expected, and that this is undermining the effectiveness of the Council's governance framework.

During the year ended 31 March 2021, Ernst Young identified multiple instances where the Council took significant decisions without following the Authority's established policies and procedures and contrary to the boundaries of the respective roles and responsibilities of officers and members.

This presents an increased risk that the Council may take decisions, which do not deliver economy, efficiency and effectiveness in the Council's use of its resources that must be addressed in the coming months.

We must now start work on developing a comprehensive improvement plan to address the cultural and governance issues, which exist within the Council. All elected members and officers need to work together to address these serious matters and Ernst Young have recommended that this should include the involvement of external specialists.

We must also provide additional training to members and officers on the boundaries of respective responsibilities under the Council's Constitution. The Council must also seek to ensure that a culture of challenge, where these boundaries are not being adhered to, is understood by and expected from all parties as part of the wider improvement plan.

The Authority should also consider whether further assurance is required to establish whether the risks identified by the Council to date are complete and the actions taken to respond to those risks sufficient.

This poses a significant risk to the Council and action must be taken without delay. The development of a comprehensive improvement plan will be of the highest priority for Middlesbrough Council.

Children's Services

Following the disappointing Ofsted review in 2019, a comprehensive Ofsted Improvement Plan was developed and implemented to improve services and outcomes within Children's services. The outcomes from this have been successful however; the significant and continued transformation work taking place within Children's Services will deliver further improvements during the coming years.

Amongst the objectives for improvement, the Council committed funding to the following areas:

- Specialist agency teams in Referrals & Assessments to improve the "front door model" and to examine placements in order to reduce high cost placements;
- Workforce remodelling - experienced social worker recruitment and retention/agency worker reduction strategy;
- Transformation associated with increasing internal residential provision and improvements in practice to reduce future numbers of children looked after;

The Council is continuing to minimise the use of agency staff where it is appropriate, but the Ofsted Improvement Plan acknowledged there was a need to use agency staff. The use of agency staff is likely to continue in 2022/23, principally to support the continued ongoing transformation within Children's Services, however this will be minimised as far as possible.

The Council has created a specific earmarked reserve in 2021/22, the Social Care Transformation Reserve, to help support the on-going effects of the significant and continued transformation work taking place within Children's Services.

Cost of Living Crisis

The cost of living crisis is a significant issue for the UK and Middlesbrough residents alike. This refers to the fall in disposable income and is caused predominantly by high inflationary increases to fuel, food and energy costs beyond the increase in wages and benefits.

The cost of living crisis, including inflationary rises means that the Council will need to continually review service provision, having regard to the Middlesbrough residents' needs. The situation not only affects how the Council ensures we get value for money from scarce public funds but also needs to provide customer focussed support for residents who are struggling to manage their finances. As ever, it is important that we manage our Medium Term Financial Plan appropriately and monitor our financial performance, to carefully plan and respond to the ever-changing external environment.

Covid-19

During 2021/22, the pandemic continued to pose some challenges and uncertainties for local authorities going forwards. There is reference to Covid-19 and its impact throughout this narrative report and the draft Statement of Accounts. At the time of issue, the legal restrictions in the UK in relation to social distancing, mask wearing and opening up remaining business were relaxed, mainly attributable to the UK's vaccination programme.



In addition to the success of the vaccination programme, natural immunity and increased understanding about how to manage risk, the population now has much stronger protection against Covid-19 than at any

other point in the pandemic. This is enabling the UK to begin to manage the virus like any other respiratory infections.

Brexit

The principal impact on the Council will be the form of legislative changes moving from EU to UK statute but these will only become apparent once the UK government has introduced these updated laws. A small amount of funding has been allocated by the government to each local authority in recognition of the additional workload that will face Council's during the initial phase of the exit from the EU.

The Local Government Finance Settlement

Government funding for local government as a whole has fallen substantially since 2010. Since changes were made to the Local Government Finance System in 2013/14, Middlesbrough Council had suffered a significant reduction in Government funding, with a reduction of £41.7 million (51%) from £81.2 million received in 2013/2014 to £39.5 million in 2021/22.

The Spending Review announced additional funding for local government. These were subsequently included in both the provisional local government settlement of 17 December 2020 and in the final settlement published on 4 February 2021. Whilst the additional funding was welcomed, a large proportion of the funding announced was for 2021/22 only, and therefore does not assist with tackling recurring funding pressures going forward. This level of uncertainty means that future funding remains one of the most significant risks to the Council. A large proportion of the additional funding available to local government (over 85%) is expected to come from increases in council tax made by local authorities.

A new Local Government finance system was expected to be implemented commencing from the 2022/23 financial year following the outcome of the Fair Funding Review. The new system was intended to be based upon 75% retention of Business Rates by Local Government and an end to the Revenue Support Grant system. It is not yet clear what the detailed arrangements for Local Government Finance will look like going forwards. The timescale for implementation of these proposals has been delayed initially due to Brexit and then subsequently due to Covid-19.

Council officers will continue to work with the Government and take part in any consultations, providing information and opinions on the approach to funding for the next financial year and beyond.

Financial Review 2021/22

Revenue Budget

In preparing the 2021/22 revenue budget and Medium Term Financial Plan, the following principles, consistent with budget strategies in previous years and statements made by Executive have been adopted:

- to maximise the efficient, effective and economic use of resources, in conjunction with partners where appropriate;
- to minimise the effect of Council Tax increases on residents whilst maintaining service provision;
- to make services fully accountable for their own budgets and spending, including additional pressures. Calls on the Medium Term Financial Plan should only be made when local and directorate resources are exhausted and all requests are required to be approved by the Council's Corporate Management Team;
- to maintain appropriate medium term budget planning and monitoring processes, ensuring known commitments are provided for and budgets are set in real terms with the effect on service delivery clearly identified;
- services will receive, in full, the impact of contractual inflationary increases (including pay awards). No inflation will be provided for general supplies and services, which are expected to be met from efficiency savings;
- to support budgetary investment in economic growth to drive increase in income through Council Tax and Business Rates;
- on termination of a specific grant, a business case for any continued funding will be prepared, which will



- need to be assessed against other pressures on the Medium Term Financial Plan;
- all specific reserves require approval by the Director of Finance, where specific reserves exist these will be reviewed regularly by the Director of Finance as part of the Medium Term Financial Plan refresh to ensure that they are still required - uncommitted funds may need to be used to fund pressures elsewhere;
 - any revenue budget where there has been a significant underspend for two or more years will be reviewed with a view to reallocating funds;
 - the Investment Strategy will be reviewed regularly to ensure an ongoing need for allocated funding with a view to reallocating funds which are not required;
 - any new schemes for approval within the Investment Strategy must be firstly approved by the Council's Corporate Management Team; and
 - a consistent framework for budgeting for staff costs will be implemented.

In setting the revenue budget for 2021/22, service budget reductions totalling £3.5 million were approved by the Council on 24 February 2021 together with a 2.75% increase in Council Tax (1.99% increase in general council tax and an increase in the adult social care precept of 0.76%).

The revenue budget for 2021/22 was set at £116.492 million, funded as set out below:

	£m
Revenue Support Grant	12.221
Business Rates Top Up Payment	27.299
Local Share of Business Rates	17.593
Council Tax	60.611
Collection Fund Balance	(1.232)
Total net revenue budget in 2021/22	116.492

Budget Outturn 2021/22

The Budget Outturn position was reported to Executive on 14th June 2022 and summarised the Council's financial outturn in respect of the revenue budget and capital programme. It also covered the impact of the pandemic on the Council's financial position.

Revenue

The Council's total net revenue expenditure for 2021/22 was £118.955 million, an initial net pressure of £2.463 million against the net budget of £116.492 million. The table below summarises the initial revenue position by Directorate.

Directorate	Full Year Budget £'000	Initial Final Outturn £'000	Initial Over/(under) spend £'000
Regeneration and Culture	3,569	3,522	(47)
Environment and Community Services	19,385	21,368	1,983
Public Health	(2,820)	(3,870)	(1,050)
Education and Partnerships	737	360	(377)
Children's Care	40,037	48,332	8,295
Adult Social Care	39,682	38,706	(976)
Legal and Governance Services	10,121	10,638	517
Finance	818	(816)	(1,634)
Central Budgets	4,963	715	(4,248)
Revenue outturn	116,492	118,955	2,463

It was agreed by the Council's Executive to transfer £1.363 million from the Central Pay and Prices Contingency budget within Central Services to fund the impact of hyper-inflationary increases affecting the Environment and Community Services Directorate. It was further agreed to transfer £0.230 million of the Public Health grant underspend to a Public Health Reserve to fund improvements in the sexual health

service in future years.

The Council has implemented the Flexible Use of Capital Receipts Strategy, agreed at Full Council on 20th October 2021 with due regard to the Local Authority Accounting Code of Practice. The Strategy has been monitored throughout the financial year as part of regular budget monitoring arrangements and has been reported accordingly as part of the current quarterly budget monitoring reports to Executive.

The flexible use of capital receipts has improved the Council's financial position across a number of Directorates (mainly Children's Services) by a total of £5.017 million. This will allow the Council to increase the level of reserves that the Council holds, at this time of high financial uncertainty with minimal impact on the Council Tax payer. This will help support the significant and continued transformation work taking place within the Council, principally within Children's Services, which will deliver improvement and efficiencies.

Once these have been taken into account, the final year-end revenue outturn position for 2021/22 including Covid-19 support expenditure pressures of £0.390 million results in a £1,923,000 underspend. The details of this are shown below, including the split by Directorate:

Directorate	Full Year Budget £'000	Full Year Outturn £'000	Over/(under) spend £'000	Transfer to Pay & Prices Budget £'000	Transfer to Reserves £'000	Flexible Use of Capital Receipts £'000	Final Over/(Under) Spend £'000
Regeneration and Culture	3,569	3,522	(47)	0	0	(11)	(58)
Environment and Community Services	19,385	21,368	1,983	(1,363)	0	(263)	357
Public Health	(2,820)	(3,870)	(1,050)	0	230	0	(820)
Education and Partnerships	737	360	(377)	0	0	0	(377)
Children's Care	40,037	48,333	8,296	0	0	(4,217)	4,079
Adult Social Care	39,682	38,706	(976)	0	0	0	(976)
Legal and Governance Services	10,121	10,638	517	0	0	(526)	(9)
Finance	818	(816)	(1,634)	0	0	0	(1,634)
Central Budgets	4,963	1,115	(3,848)	1,363	0	0	(2,485)
Revenue outturn	116,492	119,355	2,863	0	230	(5,017)	(1,923)

As with previous financial years, the significant revenue budget pressure experienced during 2021/22 continues to be in relation to Children's Services where additional costs on Children's Care (mainly residential agency placements, safeguarding, in-house foster carers, independent fostering agency payments and family and friends' allowances) resulted in an initial overspend of £8.295 million over budget.

The number of external residential placements has reduced significantly compared to 2020/21 due to various initiatives the Council has introduced however, as the cost of these placements has increased this has resulted in an overspend of £3.130 million which is a significant proportion of the Children's Care overspend. This is due to price increases within the market and new placements initially being made at a higher cost whilst reduced cost, long-term permanent placements are sought.

Safeguarding, care planning and assessment costs have seen £1.743 million overspend at the end of 2021/22 due to significant spend on agency staffing, Section 17 payments and support packages for families to keep the young people out of care. These form part of a longer-term strategy to reduce/avoid higher Children Looked After costs.

Fostering placements have increased since last year and this has contributed to the Children's Care overspend by £1.823 million. Despite an overspend here, the higher foster placements should be seen as positive as the cost per child is less expensive than other demand budgets, and the service is working to further increase capacity over the next few years.

The Environment and Community Services Directorate has been affected significantly by the rising cost of fuel, utilities and food and drink supplies. These increased costs have affected services like street lighting, recycling, catering, waste collection and transport services and has resulted in an overspend of £1.983 million.

The over spend position corporately for the Council has been mitigated by using centrally held budgets, the use of flexible capital receipts strategy and planned savings. All directorates have applied stringent financial controls on expenditure budgets and have successfully made savings, including staff savings and a focus on income generation resulting in additional commercial rent income.

Following the use of capital receipts and transfers between the Central Pay and Prices Contingency budget within Central Services, the overall position was a net underspend of £2.324 million, which was initially transferred to the General Fund Reserve. Following the creation of specific ear marked reserves and the movement in reserves illustrated in the table below, the General Fund Reserve at the end of 2021/22 was £11.195 million, which is in line with the Director of Finance recommended minimum level of £11.0 million.

Reserves and Provisions

The Council has tried to maximise reserves to fund the potential pressures that will arise in future years due to the on-going effects of the significant and continued transformation work taking place within Children’s Services, and that which will take place within Adult Social Care regarding the Fair Cost of Care and Social Care Reforms.



A number of transfers to reserves have been approved and these are summarised below:

- Public Health Directorate underspend relating to sexual health service to the Public Health Reserve (£230,000)
- Covid-19 expenditure incurred during 2021/22 to the Covid-19 Recovery Reserve (£390,000)
- The remaining balance on the Covid-19 Recovery Reserve to a new specific earmarked Car Parking Pressures Reserve (£782,000) and the General Fund Reserve (£3,340,000)
- Final year-end outturn underspend on non-Covid-19 elements (following Flexible Use of Capital Receipts and transfer to Public Health Reserve) to the General Fund Reserve (£2,324,000)
- General Fund Reserve to a new specific earmarked Social Care Transformation Reserve (£5,665,000)
- Transfer of the following Reserves into the new specific earmarked Social Care Transformation Reserve:
 - Children’s Services Improvement Reserve (£175,000)
 - Children’s Services Demand Reserve (£732,000)
 - Social Care Demand Reserve (£500,000)

The table below sets out a summary of the balance of reserves and provisions at the start of 2021/22 and as at year-end:

Reserves and Provisions 2021/22	Opening Balance £000's	Use in Year £000's	Additional Contributions £000's	Transfers Between Reserves £000's	Transfers to General Fund (2021/22 Underspend) £000's	Transfers from General Fund £000's	Closing Balance £000's
General Fund	10,500	0	695	3,340	2,313	(5,665)	11,183
Covid-19 Recovery	4,512	(390)	0	(4,122)	0	0	0
Social Care Transformation	0	0	0	1,407	0	5,665	7,072
Other Earmarked Reserves	28,970	(45,806)	45,337	(2,748)	0	0	25,753
Dedicated Schools Grant (DSG)	(3,291)	(44)	0	0	0	0	(3,335)
School Balances	4,864	(4,864)	4,802	0	0	0	4,802
Provisions	2,555	(3,579)	4,548	2,123	0	0	5,647
TOTAL	48,110	(54,683)	55,382	0	2,313	0	51,122

Covid-19 and the financial impact on 2021/22

The Covid-19 pandemic has had a significant impact on the Council’s financial position during 2021/22 and will continue to do so in a number of areas in years to come. This has made the management of the

Council's finances more difficult due to the constantly evolving situation and the level of uncertainty regarding the financial effects of Covid-19 in future years. Despite this, the Council is well prepared for these risks as part of its financial planning over the medium term.

The Government recognised the impact of Covid-19 on local authorities and they made a number of announcements about supporting local authorities financially. The main funding provided during 2021/22 is summarised below:

- Covid-19 Expenditure Pressure Grant, which provided general support funding totalling £5.310 million for 2021/22.
- Sales, fees and charges (SFC) – the SFC compensation scheme for lost income was continued for the first three months of 2021/22, using 2020/21 budgeted income as the baseline. Middlesbrough received a total of £0.801 million funding in 2021/22 from the scheme.
- A further allocation of Contain Outbreak Management Fund (COMF) funding of £1.370 million was provided during 2021/22 to local authorities to support public health activities, such as local enforcement and contact tracing.
- Local Tax Income Guarantee – the Government also confirmed that Government funding would be provided to compensate councils for an element of the 2020/21 Collection Fund deficit.
- Local Council Tax Support Grant – The allocation for Middlesbrough was £2.592 million in 2021/22.
- The Government provided councils with Section 31 Grant Funding for the lost income caused by the Covid-19 Business Rates Reliefs provided by the Government to businesses.

Additional Expenditure

There were approximately £4.5 million of additional costs associated with Covid-19 in 2021/22 and these covered a wide range of areas and services. The table below shows the additional expenditure per Directorate:

Directorate	Covid-19 Expenditure 2021/22 £000's
Regeneration and Culture	998
Environment and Community Services	482
Public Health	0
Education & Partnership	390
Children's Care	1,838
Adult Social Care	230
Legal and Governance Services	274
Finance	261
Total 2021/22 Covid-19 Expenditure	4,473

Regeneration and Culture made payments SLM Leisure Trust, the Council's provider of leisure facilities. Following the reopening of leisure facilities SLM struggled to operate to their normal subsidy, which affected their income.

There were additional costs for a wide range of areas within Environment and Community Services, including £0.145 million relating to increased costs of waste collection and disposal, and £0.158 million relating to Fleet Services due to a Covid-19 outbreak in the workshop and additional vehicle hire required.

Additional education psychologist costs were the main additional costs for Education and Partnership directorates. This included providing additional capacity for mental health support to young people and various additional costs relating to early years support.

Additional children's social care costs were mainly due to delays in placements of children (£0.208 million) and increased staffing and agency staffing costs (approximately £1.5 million) to deal with an increased number of cases and case backlogs caused by Covid-19.

In Adult Social Care, there was additional staffing required to deal with the effects of the Covid-19 recovery. There were also costs related to rough sleepers and homelessness of £0.117 million. This was in addition to £0.247 million charged to the Covid-19 COMF grant in 2021/22.

There were several direct costs associated with Covid-19 including additional signage and leaflets providing necessary messages to the public (£0.055 million), and other costs of approximately £0.116 million relating to the storage of Personal Protective Equipment (PPE). There were increased payments to providers of Bed & Breakfast accommodation of approximately £0.043 million, due to the requirements to house people during the Covid-19 pandemic.

There were also additional staffing costs and IT equipment/licences in order to deal with backlogs and difficulty in recruiting staff of approximately £0.235 million in 2021/22.

Reduction in Income

The Council has experienced a loss in income totalling £1.973 million across a broad range of areas during 2021/22. The list below highlights the main reasons:

- Car Parking (£0.263 million)
- Cultural activities (Town Hall, Middlesbrough Theatre, Museums, Parks) (£0.198 million)
- Catering income from schools (£0.187 million)
- Adult Social Care - In house day centre care provision (£0.406 million)
- Libraries and Community Hubs – room hire, book sales, and fines (£0.085 million)
- Council run Nurseries and Children's Centres (£0.221 million)
- Bus station – departure charges and loss of income from toilets (£0.091 million)
- Capital Finance – Rent and Interest (£0.080 million)
- SLM – loss of profit share in 2021/22 (£0.172 million)

The overall financial impact of the Covid-19 pandemic on 2021/22 is summarised in the table below:

	Grant Allocation 2021/22	Actual 2021/22	Cost to Council 2021/22
	£m	£m	£m
Extraordinary costs incurred	0	4.473	0
Commercial income losses	0	0.080	0
Non-SFC income losses	0	0.172	0
Unachievable Change Programme savings	0	0.055	0
Total Covid-19 Main Grant (2021/22)	5.310	4.780	(0.530)
Sales, Feed and Charges (SFC) income loss grant (2021/22)	0.801	1.721	0.920
NET COST OF COVID-19 TO COUNCIL 2021/22			0.390
	Grant Allocation 2021/22	Actual 2021/22	Cost to Council 2021/22
	£m	£m	£m
OTHER COVID-19 GRANTS			
Clinically Extremely Vulnerable (CEV)	0.198	0.198	0
Test and Trace	0.540	0.540	0
Contain Outbreak Management Fund (COMF)	1.059	1.059	0
TOTAL OTHER COVID-19 GRANTS	1.797	1.797	0
Note that remaining grant not utilised in 2021/22 was carried forward to 2022/23			

Cash flows for the future will also be affected by borrowing and although the ratio of short-term to long-term borrowing has remained fairly stable during 2021/22, it is expected that this position will change somewhat during 2022/23. A large borrowing requirement will be required during 2022/23 and cash balances are expected to reduce as reserves containing residual Covid-19 monies are spent.

Council Tax and Business Rates Income



Income from Council Tax and Business Rates (NNDR) is accounted for within the Collection Fund. Because of the way that this works in relation to the General Fund, the financial impact of any reduction in income does not immediately affect 2021/22 financial position, it is effectively a shortfall to be resolved in 2022/23 and will be reflected in an updated Budget and Medium Term Financial Plan (MTFP).

In 2020/21, there were significant pressures on Council Tax and Business Rates income and the overall financial impact was approximately £2.496 million. It is normal practice that any arising deficit would need to be fully funded in 2021/22. However, the Government announced that this can be spread over the subsequent three years i.e. £0.832 million in each of the 2021/22, 2022/23, and 2023/24 financial years.

During the year, there were a number of issues caused by Covid-19 that resulted in significant losses in these areas. These are accounted for in the Collection Fund, a separate legal fund outside of the revenue budget:

- There was an increase in people claiming Local Council Tax Support due to the economic impact of the pandemic. This led to a reduction in the level of council tax collected as those on support only pay 20% of their regular bill. Although the government provided some support for this hardship issue, there was still an effect on the collection rate and income generated.
- Housing growth levels may have reduced due to the disruption caused by the pandemic and this will lead to lower income level if less than budgeted.
- The Government provided continuing support for businesses during the first quarter of 2021/22 but this reduced throughout the remainder of 2021/22. Following the reduction in the level of this support, businesses may struggle to pay their business rates, and therefore there is a risk that Business Rates revenue reduces in the future if businesses fail or are unable to pay.
- The level of outstanding council tax and business rates debt has increased and the Council had to review the potential to collect that debt and increase the levels of the bad debt provision where appropriate.
- Government agreed to pay 75% of income losses below an identified threshold due to the pandemic. The Council did not qualify for either of these due to improved collection rates later in the year.



The final outturn position after the various pressures on the Collection Fund was as follows:

Funding	Total Deficit/ (Surplus) £000	Share with preceptors %	Share of Deficit £000	S31 Grant	Final Deficit £000
Council Tax	(326)	83.55	(272)	0	0
Business Rates	14,803	49.00	7,254	(5,833)	1,421
Total	14,477		6,982	(5,833)	1,421

Group Accounts

The Council has only one significant group relationship - a wholly owned subsidiary: Middlesbrough Development Company (MDC), formed in 2019 and which is involved in housing growth and resolving eyesore sites within the Borough. As the Council control both the operating and financial activities of the company it has been consolidated into the Council's Group Accounts on a line by line basis, after first realigning accounting policies with the Council where appropriate and then eliminating any intra-Group transactions.

The purpose of the group accounting information is to provide a comprehensive position for Middlesbrough Council incorporating the company. The Group Accounts show the full extent of the Council's assets and liabilities, providing transparency on the overall financial position. These cannot be fully appreciated from the Council's single entity accounts alone.

The Group Accounts (at Section 4) include the following information:

- Group Comprehensive Income and Expenditure Statement, which shows the income and expenditure of the Group in line with statutory regulations, international financial reporting standards and CIPFA Accounting Code of Practice requirements.
- Group Movement in Reserves - shows the movement in the year on reserves held by the Group.
- Group Balance Sheet - reports the Council Group financial position at the year-end.
- Group Cash Flow Statement - shows the changes in cash and cash equivalents of the Group during the year.
- Notes to the Group Accounts – information provided where the balances are materially different to those in the single entity accounts.

At 31 March 2022, MDC had received funding of £6.6 million to spend on approved projects and the day-to-day administration of the company. Of this, £5.9 million had been spent on capital projects, principally Boho Village and Newbridge Court. £0.3 million had been spent on operational costs leaving a cash balance of £0.4 million as a contingency amount for future capital spend. Of the total funding given to the company by the Council, just under £4 million was in the form of a commercial loan and £2.6 million was from S106 capital grant funding. The loan is repayable to the Council over a 35-year term and was approved by the Director of Finance in October 2020 following a due diligence exercise on the Boho Village project.

The above assets and liabilities, plus day to day expenditure, have been added to the Council's balance sheet and income and expenditure statement. The net effect on the Council's reserves is an increase of £2.3 million, representing £2.6 million as an unusable reserve to offset future depreciation charges minus £0.3 million for operating costs. The operating deficit will be offset by future income streams generated by MDC.

Capital

The table below summarises the capital outturn position for 2021/22 for each directorate.

Directorate	Revised Budget £'000	Full Year Outturn £'000	Over/ (under) spend £'000
Regeneration and Culture	40,145	35,668	(4,477)
Environment and Community Services	10,090	10,140	50
Public Health	0	0	0
Education and Partnerships	3,035	1,363	(1,672)
Children's Care	4,945	4,745	(200)
Adult Social Care and Health Integration	3,033	2,501	(532)
Legal and Governance Services	2,823	2,238	(585)
Finance	312	244	(68)
Total	64,383	56,899	(7,484)

Following a review of schemes, the Council approved a revised capital budget for 2021/22 of £64.383 million as part of its medium-term investment strategy. The Council spent £56.899 million (88%) of this revised budget at the year-end.

The underspend is a combination of delays in commencement of contracts, supply chain issues, delays in receiving relevant documentation, changes in contractor appointments, and Covid-19 related issues (£3.514 million). Delays on Middlesbrough Development Company scheme (£0.317 million) due to delays in diversion of cabling, delays relating to the effects of Covid-19 (£0.423 million), transfer of funding into 2022/23 due to delays in commencement of works (£0.843 million) and delays in the rollout of information technology updates (£0.402 million).

The Council's total under borrowed position i.e. external debt compared to the underlying need to borrow, was £54.6 million at 31 March 2022. As cash balances reduce during the 2022/23 financial year to more normal levels with the level of reserves planned to be spent, plus the borrowing requirements within the Investment Strategy, around £30 million of this under-borrowing will be needed to maintain the Council's overall liquidity position.

Balance Sheet

The Balance Sheet shows the value of assets and liabilities of the Council and sets out the revenue and capital reserves available for future investment. It also allows for comparison with the previous financial year-end and can be used to make judgements around the organisation's financial position.

A summary of the Balance Sheet at the 31 March 2022 is set out below:

31-MAR-2021 (£000)		31-MAR-2022 (£000)
466,872	Long Term Assets	490,646
77,391	Current Assets	87,320
(91,922)	Current Liabilities	(94,212)
(497,263)	Long Term Liabilities	(419,269)
(44,922)	Net Assets	(64,486)
(56,770)	Usable Reserves	(80,246)
101,693	Unusable Reserves	15,760
44,922	Total Reserves	(64,486)

The key headline messages to note in relation to the Balance Sheet at 31 March 2022 are as follows:

- Long-term assets continue to increase due to the Council's current ambitions on its investment strategy and the purchase of the Cleveland Centre.
- Current assets are higher than last financial year mainly due to the receipt of the Energy Rebate grant at the end of the financial year.
- Current liabilities have increased slightly during the financial year, mainly due to the Energy Rebate grant to be paid to residents in 2022/23 but off-set by a reduction in short term borrowing.
- Long-term liabilities have decreased mainly due to the current valuation of the pension fund, resulting in an improved position.
- Usable reserves have increased significantly mainly due to the receipt of capital grants in year, to be used to fund schemes within the Council's investment strategy.
- Unusable reserves reflect the technical accounting adjustments required to comply with proper accounting practice. Most of the movements are unrealised in nature and do not have an immediate impact on the Council's revenue budget or medium term financial plan. The year on year change at 31 March 2022 reflects unrealised pension and capital accounting losses, plus the transfer of any negative dedicated school grants for a 3-year period. Under regulation, these DSG losses cannot be charged to the General Fund account.

In previous years, the Council's balance sheet was in a negative net worth position (i.e. the liabilities were greater than the assets held). This has been reversed during 2021/22 mainly due to the latest actuarial

pension fund valuation which has improved due changes in assets held by the Fund, plus a higher corporate discount rate which has meant that liabilities are not growing as fast as in the past. This means that council assets now are greater than liabilities by £65m.

The deficit on the pension liabilities for current and former Middlesbrough employees has significantly reduced mainly due to the financial assumptions on the discount rate. This measures the present value of future liabilities and given the current inflation rates, the discount rate has increased. The pension fund is still in a deficit position and although the loss on the pension fund will not crystallise at any one point in time but will be made up of benefits over the next 20-30 years, it erodes the current financial position of the balance sheet in line with IAS19 principles on retirement benefits.

It is also worth reiterating that both long-term assets and liabilities, subject to specialist valuation and professional expert techniques, are less reliable in the current year than in the past, due to the inherent level of uncertainty created by Covid-19. Where professional judgement has been involved, regular discussions have been held with valuers and actuaries about the issues involved and prudent conclusions have been made by the Council when considering these results. The balance sheet values are slightly depressed as a result but should recover in the future. The Council is comfortable with these issues in the short term and until a greater degree of normality has returned where any negative net worth should unwind. No specific measures are being undertaken within the Medium Term Financial Plan to cater for this.

Annual Statement of Accounts

The Statement of Accounts is the main method of external financial reporting produced by the Council. It is a complex and technical document, which comprises a number of sections and financial statements following the CIPFA Code of Practice on local authority accounting. These are as follows:

Narrative Report - this introductory section provides information on the format of the Statement of Accounts as well as a review of the financial position, performance and cash flows of the Council for the financial year 2021/22.

Statement of Responsibilities - this details the responsibilities of the Council and the Director of Finance (Section 151 Officer), concerning the Council's financial affairs and the Statement of Accounts.

Independent Auditor's Report to the Council - the external auditor, Ernst & Young LLP have prepared this report, following their audit of the accounts for the financial year.

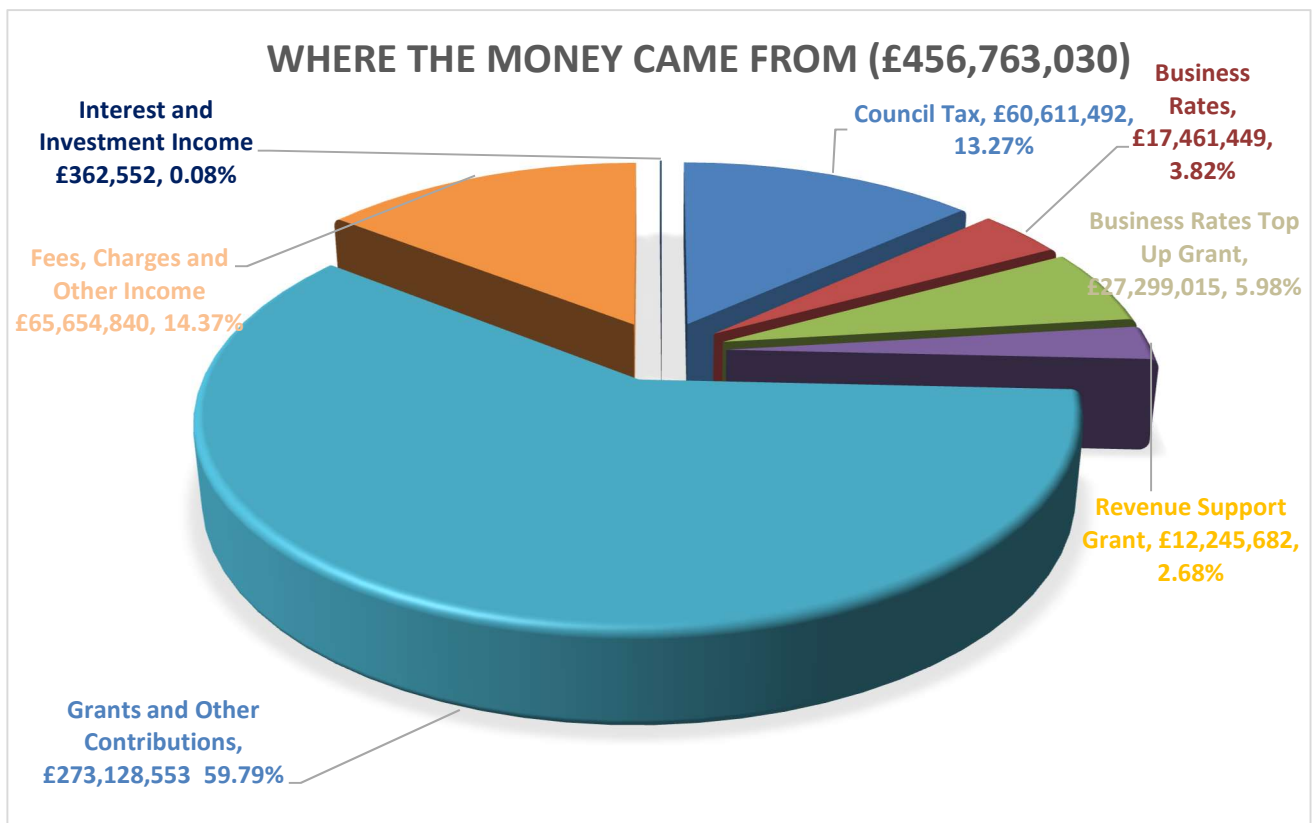
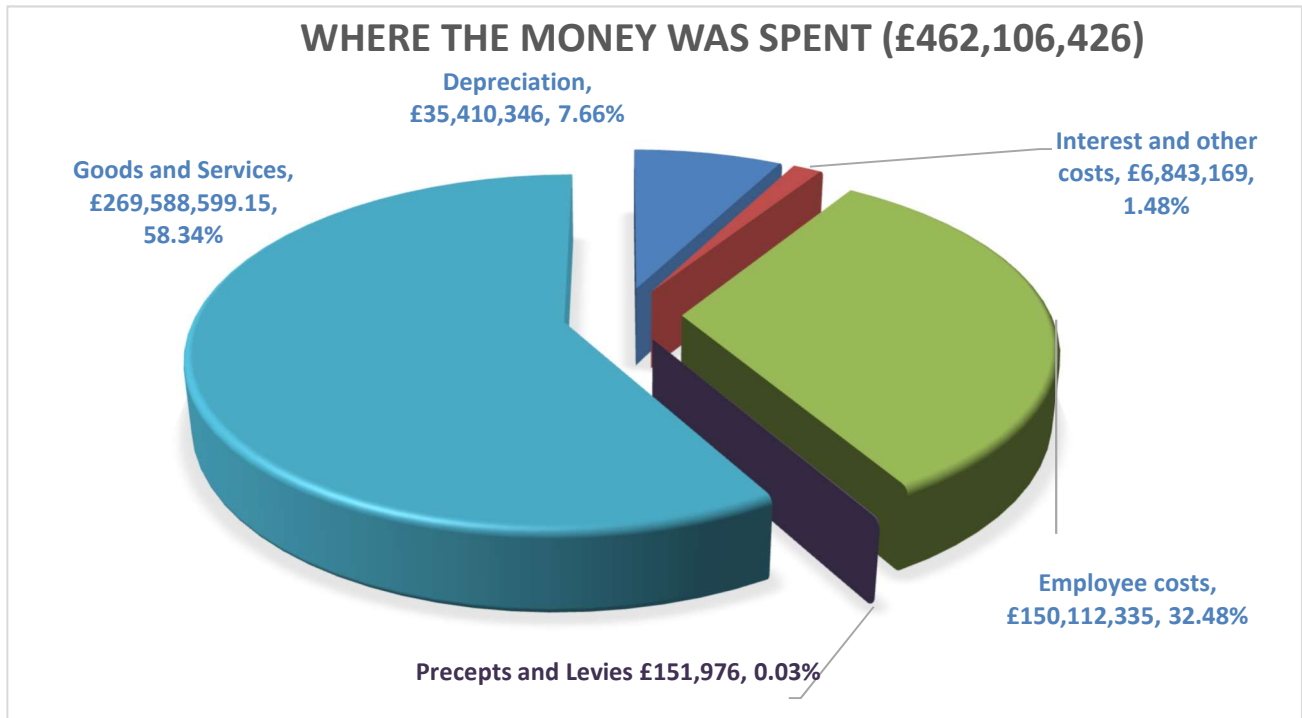
Annual Governance Statement - the Council is required to carry out an annual review of the effectiveness of the system of internal control and to include a status report with the Statement of Accounts. This Statement explains how the Council has complied with the Code of Corporate Governance during the 2021/22 financial year.

The **Core Financial Statements** comprise:

- The Comprehensive Income and Expenditure Statement (CIES) – shows the income and expenditure of the Council in line with statutory regulations, international financial reporting standards and CIPFA Accounting Code of Practice requirements. Included in the Notes to the CIES is the Expenditure and Funding Analysis (EFA), which links the financial statement to the Council's management accounts.

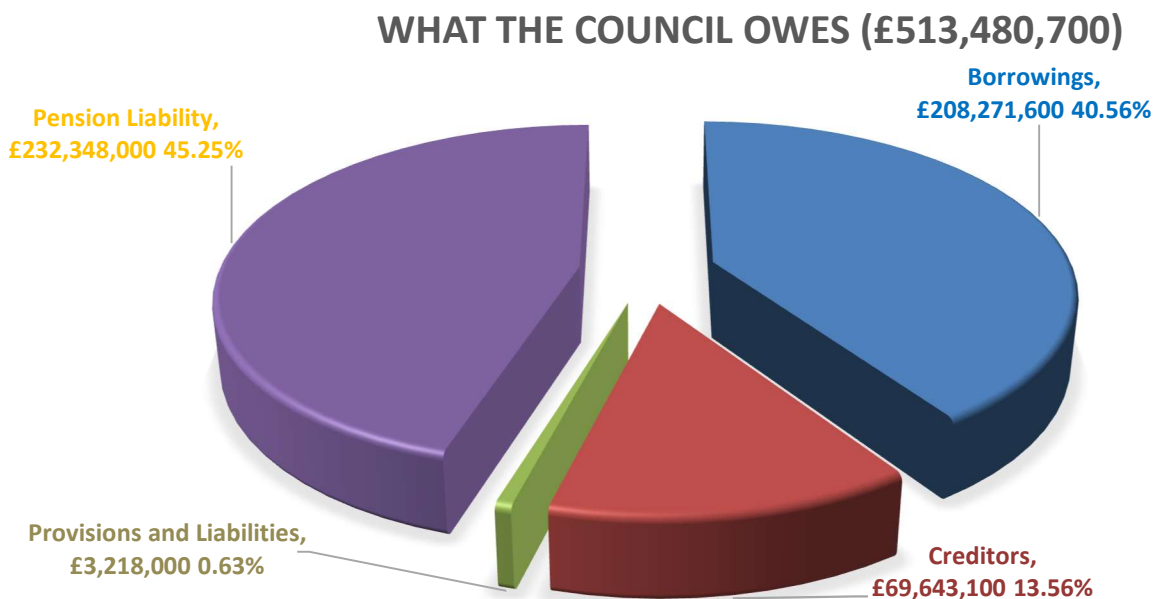
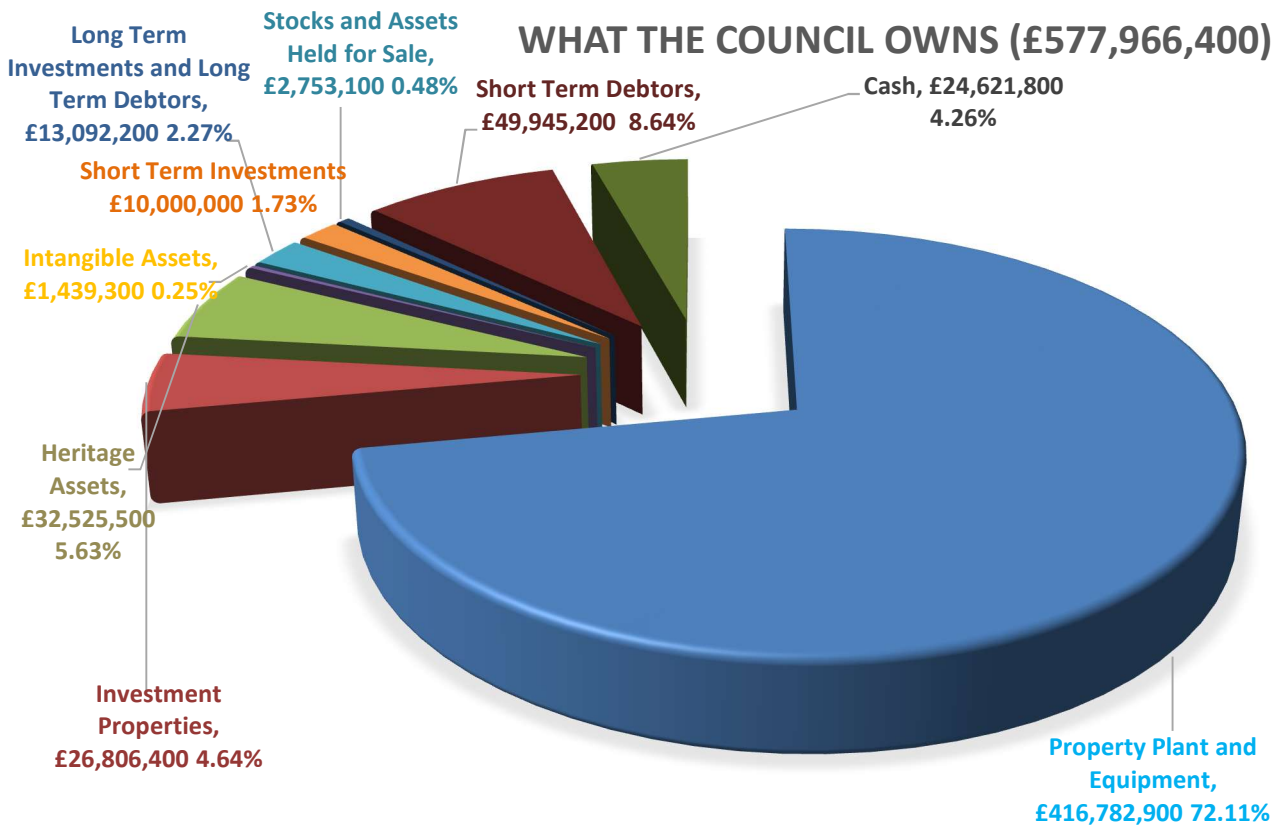


The following charts illustrate where the money has come from and how it has been spent:



- The **Balance Sheet** – shows the value as at the Balance Sheet date of the assets owned and liabilities incurred by the Council. The total net assets (assets less liabilities) are equivalent to the revenue and capital reserves held by the Council.

The following charts gives summary information on what the Council owns and owes:



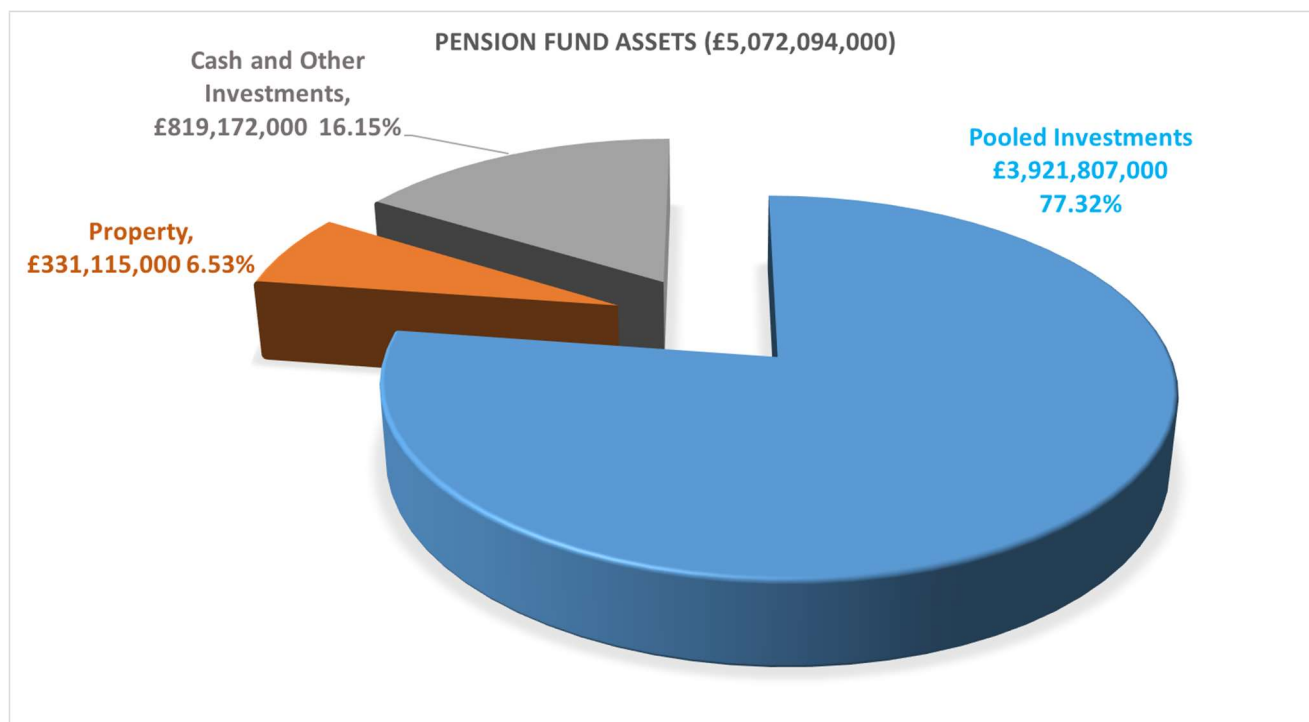
- The **Movement in Reserves Statement** - this statement shows the movement in the year on the different reserves held by the Council, split into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and unusable reserves (arising mainly as a result of technical and accounting adjustments).
- The **Cash Flow Statement** - this summarises the changes in cash and cash equivalents of the Council during the reporting period. Cash flows are analysed between operating, investing and financing activities.

Accounting Policies Note - this note explains the basis for the recognition, measurement, and disclosure of transactions in the Accounting Statements.

Notes to the Accounts - provides supporting and explanatory information as to how the accounts have been prepared and support the understanding of the accounting policies applied in the accounts to present a true and fair view of the financial position.

Pension Fund Accounts - the Teesside Pension Fund is administered by Middlesbrough Council, and is independently managed and completely separate from the Council's own finances. This statement forms an extract from the Teesside Pension Fund Annual Report and summarises the financial position of the Pension Fund, including all income and expenditure for 2021/22, assets, and liabilities as at 31 March 2022.

The following chart summarises the assets of the Fund at 31 March 2022:



A **Glossary** - to explain the technical jargon in the Statement of Accounts and help make the document more understandable to the reader.

Statement of Responsibilities – Middlesbrough Council

The Authority's Responsibilities

The Authority is required to:

- make arrangements for the proper administration of its financial affairs and to nominate that one of its Officers has the responsibility for the administration of those affairs. In this Authority, that officer is the Chief Finance Officer (Director of Finance);
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets, and;
- approve the statement of accounts.

The Chief Finance Officer's Responsibilities

The Director of Finance is responsible for the preparation of the Authority's statement of accounts in accordance with proper practices as set out in the CIPFA/ LASAAC Code of Practice on Local Authority Accounting (the Code).

In preparing the 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; and
- complied with the local authority Code.

The Director of Finance has also:

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

Confirmation of the Statement of Accounts

I certify that the statement of accounts present a true and fair view of the financial position of the Authority at 31 March 2022 and its income and expenditure for that year.

Ian Wright
Director of Finance
Middlesbrough Council

29 July 2022

Statement of Responsibilities – Teesside Pension Fund

Statement of Responsibilities

Middlesbrough Council Responsibilities

The Council is required to:

- Make arrangements for the proper administration of the financial affairs of the Teesside Pension Fund (the Fund) through a Pension Fund Committee;
- Secure that one of its officers has the responsibility for the administration of those affairs, namely the Chief Finance Officer of the Council (Director of Finance); and
- Manage the Fund to secure economic, efficient and effective use of resources and to safeguard its assets, and approve the Fund's Statement of Accounts.

The Chief Finance Officer's Responsibilities

The Director of Finance is responsible for the preparation of the Fund's Statement of Accounts in accordance with proper practices set out in the Accounts and Audit Regulations (England) 2015.

In preparing the Statement of Accounts, the Director of Finance has:

- Selected suitable accounting policies and applied them consistently;
- Made judgements and estimates that were reasonably prudent;
- Complied with the Code;
- Kept proper accounting records which were up to date; and
- Taken reasonable steps for the prevention and detection of fraud and other irregularities.

Confirmation of the Statement of Accounts

I confirm that the Teesside Pension Fund Statement of Accounts gives a true and fair view of the financial position of the Fund at 31 March 2022 and of its income and expenditure for that year.

Ian Wright

Director of Finance

Middlesbrough Council

29 July 2022

Auditor's Report – Middlesbrough Council

To follow once the external audit of the Council's accounts is complete for 2021/22.

Auditor's Report – Teesside Pension Fund

To follow once the external audit of the Pension Fund accounts is complete for 2021/22.

2. Financial Statements



Core Statements - Movement in Reserves Statement

This Statement shows the movement in the different reserves held by the Council over the financial year. These reserves can be analysed into usable reserves, those that are available to fund expenditure or to reduce taxation, and other unusable reserves, held for accounting purposes.

2021/22	General Fund Balance	Earmarked Revenue Reserves	Capital Receipts Reserve	Direct Revenue Funding Unapplied	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Council Reserves
	£000	£000	£000	£000	£000	£000	£000	£000
Balance at 01-APR-2021	(10,500)	(38,294)	5	(51)	(7,930)	(56,770)	101,692	44,922
<u>Movement in reserves during 2021/22</u>								
Total Comprehensive Income and Expenditure	5,343	0	0	0	0	5,343	(114,751)	(109,408)
Adjustments between accounting basis & funding basis under regulation (note 6)	(5,357)	0	(5)	28	(23,485)	(28,819)	28,819	0
Transfers to/(from) other reserves	(669)	669	0	0	0	0	0	0
Net Decrease / (increase) in year	(683)	669	(5)	28	(23,485)	(23,476)	(85,932)	(109,408)
Balance at 31-MAR-2021 carried forward	(11,183)	(37,625)	0	(23)	(31,415)	(80,246)	15,760	(64,486)

2020/21	General Fund Balance	Earmarked Revenue Reserves	Capital Receipts Reserve	Direct Revenue Funding Unapplied	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Council Reserves
	£000	£000	£000	£000	£000	£000	£000	£000
Balance at 01-APR-2020	(9,400)	(19,311)	(145)	0	(13,078)	(41,934)	53,283	11,349
Reporting of Schools budget deficit to new Adjustment Account at 1 April 2020	0	(2,783)	0	0	0	(2,783)	2,783	0
Revised Opening Balance	(9,400)	(22,094)	(145)	0	(13,078)	(44,717)	56,066	11,349
Movement in reserves during 2020/21								
Total Comprehensive Income and Expenditure	34,063	0	0	0	0	34,063	(490)	33,573
Adjustments between accounting basis & funding basis under regulation (note 6)	(51,363)	0	150	(51)	5,148	(46,116)	46,116	0
Transfers to/(from) other reserves	16,200	(16,200)	0	0	0	0	0	0
Net Decrease / (increase) in year	(1,100)	(16,200)	150	(51)	5,148	(12,053)	45,626	33,573
Balance at 31-MAR-2021 carried forward	(10,500)	(38,294)	5	(51)	(7,930)	(56,770)	101,692	44,922

Core Statements - Comprehensive Income and Expenditure Statement

This Statement brings together both income and expenditure relating to all of the Council's day to day services for the year and also shows how this is financed from a combination of local taxation, government grants and other income. This Statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practice, rather than the amount to be funded by taxation.

Comprehensive Income and Expenditure Statement for the Year Ended 31 March 2022							
2020/21					2021/22		
Gross Expenditure	Gross Income	Net Expenditure / (Income)	Cost of Services by Service Area	Note	Gross Expenditure	Gross Income	Net Expenditure / (Income)
£000	£000	£000			£000	£000	£000
17,672	(11,877)	5,795	Regeneration and Culture		20,622	(4,694)	15,928
18,313	(26,097)	(7,784)	Public Health		15,805	(25,582)	(9,777)
83,717	(79,831)	3,886	Education and Partnerships		87,391	(80,797)	6,594
50,682	(5,022)	45,660	Children's Care		60,119	(6,463)	53,656
96,239	(56,889)	39,350	Adult Social Care and Health Integration		101,155	(57,724)	43,431
52,019	(8,564)	43,455	Environment and Community Services		54,801	(6,039)	48,762
81,920	(69,630)	12,290	Finance		65,585	(59,494)	6,091
18,148	(4,474)	13,674	Legal & Governance Services		17,539	(2,100)	15,439
473	(5,989)	(5,516)	Central Costs		10,901	(12,572)	(1,671)
0	416	416	Covid-19 Overspend		5,700	(5,310)	390
419,183	(267,957)	151,226	Total Cost of Service		439,618	(260,775)	178,843
415	0	415	Other Operating Income and Expenditure	9	152	(5,162)	(5,010)
37,191	(27,210)	9,981	Financing & Investment Activities	10	22,335	(14,229)	8,106
0	(127,559)	(127,559)	Taxation and Non Specific Grant Income	11	0	(176,596)	(176,596)
456,789	(422,726)	34,063	(Surplus) or Deficit on Provision of Services		462,105	(456,762)	5,343
			<i>Items not re-classified to the Surplus or Deficit on the Provision of Service</i>				
		(641)	(Surplus) on revaluation of Property Plant and Equipment				(4,271)
		4,317	Actuarial (Gains)/Losses on Pension Fund	39			(107,235)
		(4,166)	Depreciation written out to the Revaluation reserve	23			(3,245)
		(490)	Other Comprehensive Income and Expenditure				(114,751)
		33,573	Total Comprehensive Income and Expenditure				(109,408)

Core Statements - Balance Sheet

The Balance Sheet shows the value of assets and liabilities held by the Council. The net assets are matched by the Council's revenue and capital reserves.

31-MAR-2021		Note	31-MAR-2022
£000			£000
396,851	Property, Plant & Equipment	23/24	416,783
32,443	Heritage Assets	25	32,526
25,536	Investment Properties	26	26,806
1,873	Intangible Assets	27	1,439
309	Long Term Investments	29	309
9,860	Long Term Debtors	32	12,783
466,872	Total Long Term Assets		490,646
0	Short Term Investments	29	10,000
2,297	Short Term Assets Held for Sale	28	125
2,313	Inventories	33	2,628
47,971	Short Term Debtors	32	49,946
24,810	Cash and Cash Equivalents	34	24,622
77,391	Total Current Assets		87,321
(32,089)	Short Term Borrowing	29	(22,648)
(58,305)	Short Term Creditors	35	(69,643)
(1,528)	Short Term Provisions	36	(1,921)
(91,922)	Total Current Liabilities		(94,212)
(14,531)	Net Current Assets / (Liabilities)		(6,891)
(1,028)	Long Term Provisions	36	0
(186,667)	Long Term Borrowing	29	(185,624)
(1,450)	Other Long Term Liabilities	29	(1,297)
(308,118)	Pension Liability	39	(232,348)
(497,263)	Total Long Term Liabilities		(419,269)
(44,922)	Net Assets/(Liabilities)		64,486
(56,770)	Usable Reserves	37	(80,246)
101,692	Unusable Reserves	38	15,760
44,922	Total Reserves		(64,486)

Core Statements - Cash Flow Statement

This Statement shows the changes in cash and cash equivalents held by the Council during the financial year. It shows how the Council generates and uses cash and cash equivalents by classifying cash flows into operating, investing and financing activities. It is an integral part of the Comprehensive Income and Expenditure Statement and the Balance Sheet for the Council.

31-MAR-2021 £000		Note	31-MAR-2022 £000
(34,063)	(Deficit) on provision of services transferred to the General Fund		(5,343)
	Adjustment for items not affecting cash flow		
15,487	Depreciation of Property Plant and Equipment (PPE)	23	15,553
2,159	Amortisation of Intangible Assets	27	1,272
8,526	Impairments to PPE / Assets Held for Sale	23,28	4,061
(41)	Fair Value gain on Investment Properties	26	(459)
(1,076)	Donated PPE and Heritage Assets	23,25	(1,631)
6,525	Net Book Value on Disposal of Non-current Assets	23,25,27	8,725
13,942	Difference between Current Service Cost and Contributions made to the Pension Scheme	39	24,737
6,298	Net of Interest changes applied to the Pension Scheme Deficit	39	6,729
49	Movement in Provisions	36	(634)
17,806	Surplus on provision of services after non cash adjustments		53,010
(6,224)	Adjustments for items that are Financing or Investing Activities		(13,487)
	Other operating cash flows		
13,710	Cash absorbed by the reduction in Creditors	35	7,959
(2,418)	Cash absorbed by the increase in Debtors	32	(4,897)
112	Cash absorbed by the increase in Inventories	33	(315)
22,986	Net cash flow from Operating Activities		42,270
(4,368)	Investing Activities	46	(31,819)
(16,053)	Financing Activities	46	(10,639)
2,565	Net increase/(decrease) in Cash and Cash Equivalents		(188)
22,245	Cash and Cash Equivalents at the start of the period	34	24,810
24,810	Cash and Cash Equivalents at the end of the period	34	24,622

The cash flow for Operating Activities includes the following:-

(273)	Interest received	(363)
6,473	Interest paid	6,843

3. Notes to the Accounts



Notes to the Accounts

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Notes to the Accounts

Note 1 Accounting Policies

General Principles

The Statement of Accounts summarises the Council's financial transactions for the 2021/22 financial year and its position at the 31 March 2022.

The Council is required to prepare a Statement of Accounts for each financial year under the Accounts and Audit Regulations 2015 (updated for the Coronavirus Amendment Regulations 2021) and in accordance with proper accounting practices. These proper accounting practices under Section 21 of the Local Government Act 2003 principally comprise:

- The Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 (the Code) supported by International Financial Reporting Standards (IFRS).
- Statutory guidance issued under Section 12 of the 2003 Act.

The Statement of Accounts has been prepared using the 'going concern' concept (see below) and using the accruals basis of accounting such that transactions are recorded on the basis of when they fall due and not necessarily when settled in cash.

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 amounts.

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. A summary of this is in the following table.

Asset Class	Measurement Basis
Property, Plant and Equipment – Land & Buildings	Fair value. The amount that would be paid for the asset in its existing use, where there is an active market. Where there is no active market, depreciated replacement cost is used.
Property, Plant and Equipment – Infrastructure, Community Assets and Assets under Construction	Depreciated replacement cost.
Property, Plant and Equipment – Surplus Assets	Fair value.
Property, Plant and Equipment – All Other Assets	Depreciated historical cost.
Investment Properties	Fair value.
Pension Assets	Fair value.
Pension Liabilities	Actuarial Basis

The Council's over-arching accounting policies are set out in more detail below. Further details on the accounting treatment adopted for specific transactions and balances is included in relevant disclosure notes.

Basis of Preparation - Going Concern

The concept of a going concern assumes that the Council's functions and services will continue in operational existence for the foreseeable future. The provisions in the Code in respect of going concern reporting requirements reflect the economic and statutory environment in which the Council operates. If the Council were in financial difficulty, the prospects are that alternative arrangements might be made by central government either for the continuation of the services it provides or for assistance with the recovery of a deficit over more than one financial year. These provisions confirm that, as Councils cannot be created or dissolved without statutory prescription, they must prepare their financial statements on a going concern basis of accounting.

The end of the financial year 2021/22 saw a continuing pandemic, which is likely to be with us in some form for years to come but with a lower level of restrictions that were in place than at the end of the previous financial year. The UK vaccinations programme continues to be a major success and life has returned to some type of normality during the latter part of the 2021/22. Most Council services are now operating at normal levels. However, services such as leisure (provided by SLM, the Council's external provider of leisure facilities) and culture are still affected by Covid-19 and it is emerging what demand led services within social care may look like in the future. Car parking income and the impact on the retail sector of the town continue to be a cause for concern. There is also ongoing concern regarding income to the Council in the form of Business Rates and Council Tax income.

The financial impact on the Council arising from additional costs and lost income continued to have a major impact during 2021/22. The Council has carried out a detailed assessment of the likely impact of the pandemic on its financial position and performance during the current year and is examining the potential ongoing effect in 2022/23 and future years. This is an essential part of the refresh of the Council's Medium Term Financial Plan.

This review includes consideration of the following:

- Loss of income on a service-by-service basis, due to a reduction in demand, and increased collection losses.
- Additional expenditure on a service-by-service basis with the provision of new and expanded services in response to the ongoing recovery (such as support to the social care market).
- Changes to government policy, e.g. support to the business rate sector, additional funding for local authorities, and additional responsibilities that sit alongside this.
- The impact on the Council's investment strategy, e.g. delays caused by supplier availability and/or resources.
- The impact of all of the above on the Council's cash flow and treasury management processes, including availability of liquid cash and timing of borrowing plans.
- Rises in interest rates given the response of the economy to increased central government levels of debt and other inflationary pressures.
- The estimated overall impact on the Council's General Fund and Medium Term Financial Plans and savings proposals.

There has been a range of interventions during 2021/22 by central government to continue to support individual local authorities' financial positions due to the pandemic:

- Covid-19 Expenditure Pressure Grant, which provided general support funding totalling £5.310 million.
- Sales, fees and charges (SFC) – the SFC compensation scheme for lost income continued for the first three months of 2021/22, using 2020/21 budgeted income as the baseline. Middlesbrough received a total of £0.801 million funding from the scheme.
- A further allocation of Contain Outbreak Management Fund (COMF) funding of £1.370 million was provided to support public health activities, such as local enforcement and contact tracing.
- Local Council Tax Support Grant – The allocation for Middlesbrough was £2.592 million in 2021/22 and was to support the pressure on collection rates.
- Section 31 Grant Funding for the lost income caused by the Covid-19 Business Rates Reliefs provided by the Government to businesses.

The total impact of Covid-19 on the General Fund (after all government funding and other offsets) was a cost pressure of £0.4m in 2021/22, which will be funded from earmarked reserves. By way of context the Council's General Fund Reserve balance as at 31 March 2022 was £11.2m, this is above the minimum level for 2022/22 advised by the Chief Finance Officer of £10.5m.

Although no specific funding is indicated from central government for 2022/23 for Covid-19, areas such as council tax & business rates collection and income reductions are still volatile and could become worse than forecast in the medium term financial plan. If this is the case, the Council has the ability to borrow from government or other local authorities to maintain liquidity and can use additional earmarked reserves still in place to manage any deteriorating financial position. We also expect that if infection rates do rise again and restrictions are re-introduced at a local level that funding will be provided by central government.

The level of usable revenue reserves at present of just under £50m still gives a reasonable buffer against any unexpected shocks and changes in demand or government funding over the period. The Council will maintain a minimum liquidity position of £15m at all times over the period to the end of March 2024 to ensure the cash position is not compromised. The current medium term financial plan has a current savings target because over the next three years due to the current cost of living crisis and the effect of the high level of inflation in the economy at present. Directorates have put forward savings plans to address this and these are being reviewed by the Chief Finance Officer and Leadership Management Team. A range of other savings measures are also being considered.

The Council has previously undertaken a review of the CIPFA Financial Resilience Index and compared its position against the other eleven North East local authorities plus against our CIPFA statistical family group. The conclusion continues to be that the financial position at present is stable and well managed. The areas to concentrate on going forwards are reducing demand on children's care, increasing the housing supply in the area to maximise council tax receipts, and to grow our level of reserves going forwards. These elements will be key facets of the Council's approach over the Medium Term Financial Planning period and reviews of the financial position against other local authorities will be undertaken on a regular basis to inform this

For these reasons, the Council does not consider that there is material uncertainty in respect of its ability to continue as a going concern until at least 31 March 2024.

Accruals of Income and Expenditure

The Accounts have been prepared using the accruals basis of accounting such that transactions are recorded based on when they fall due and not necessarily when settled in cash. In particular:

- Whether paid on-account, by instalments or in arrears, government grants and third party contributions and donations are recognised as due to the Council when there is reasonable assurance that the grant will be received and all conditions associated with the grant will be satisfied.
- Amounts recognised as grants and contributions for which conditions have not been satisfied are carried forward in the Balance Sheet as creditors.
- When all 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.
- All other income and expenditure amounts are recognised on an accruals basis reflecting the date the service was provided.
- Expenditure in relation to services received by the Council (including services provided by employees) is 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 as income and expenditure respectively, based on the effective interest rate for the relevant financial instrument.
- Where income or 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.
- Accruals are generally recognised where the value exceeds £10,000.

Comprehensive Income and Expenditure Account and the General Fund

The surplus or deficit on provision of services reported in the Comprehensive Income and Expenditure Statement is transferred to the General Fund. Amounts are then transferred to and from the General Fund under statutory provisions or to set aside specific amounts for future policy purposes or to cover contingencies. These amounts are shown in the Movement in Reserves Statement.

Amounts appropriated under Statutory Provisions

The Council is not required 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 equal to an amount calculated on a prudent basis determined in accordance with statutory guidance. Depreciation, revaluation and impairment losses and amortisations are therefore replaced by the contribution (Minimum Revenue Provision) in the General Fund, by way of an adjusting transaction to the Capital Adjustment Account through the Movement in Reserves Statement.

The written-off value of asset disposals is appropriated to the Capital Adjustment Account.

Amounts received for an asset sale in excess of £10,000 (or £5,000 for Investment Properties and Intangible Assets) are categorised as capital receipts and credited to the Capital Receipts Reserve. Amounts in the Capital Receipts Reserve can only be used to fund new capital investment or be set aside to reduce the Council's underlying need to borrow.

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

Capital grant values included in the Comprehensive Income and Expenditure Statement for which capital expenditure has been incurred are transferred to the Capital Adjustment Account.

Capital grant values included in the Comprehensive Income and Expenditure Statement for which capital expenditure has not yet been incurred are transferred to the Capital Grants Unapplied Reserve until such time that capital expenditure is incurred at which time the expenditure is transferred to the Capital Adjustment Account.

Statutory provisions require the General Fund balance is only charged with the amount payable by the Council to the pension fund in the year, not the amount calculated according to the relevant accounting standards. Accordingly, amounts charged and credited in determining the surplus or deficit on the provision of services in the Comprehensive Income and Expenditure Statement are replaced with amounts actually paid to the pension fund via an appropriation to the Pensions Reserve for the difference.

Amounts set aside

The Council sets aside specific amounts as reserves for future liabilities or to cover contingencies by transferring amounts out of the General Fund to Earmarked Reserves. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service and transferred back into the General Fund. Amounts set aside and transferred back are shown in the Movement in Reserves Statement.

Property, Plant and Equipment

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

Recognition and Componentisation

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised provided that it exceeds a de minimus level of £5,000. Expenditure that is below the de minimus or maintains but does not add to an asset's potential to deliver future economic benefits or service potential (e.g. repairs and maintenance) is charged as an expense.

Componentisation acknowledges that some assets are made up of different parts and that sometimes these parts have differing useful economic lives and should therefore be depreciated over different periods. Depreciating assets are subject to a review for componentisation where their individual carrying value is above 0.25% of the total carrying value of its asset class (Land and Buildings). On review, assets are componentised when by doing so would produce a depreciation charge of over £100,000 and more than double the difference

compared with the depreciation charge if the asset isn't componentised.

Measurement

Purchased assets are initially measured at cost (usually the purchase price). Borrowing costs incurred whilst assets are under construction are not included in cost.

Donated assets are initially measured at historical cost with the difference between historic cost and any consideration paid being credited to taxation and non-specific grant Income in the Comprehensive Income and Expenditure Statement.

Property, Plant and Equipment is carried in the Balance Sheet using the following measurement bases:

- Land and Buildings are carried at fair value. Fair value is determined as the amount that would be paid for the asset in its existing use (existing use value - EUV) for assets for which there is an active market (e.g. offices) and Depreciated Replacement Cost (DRC) for assets for which there is not an active market (e.g. schools). They are revalued regularly to ensure that their carrying amount is not materially different from their fair value at the year-end, but as a minimum every five years;
- Infrastructure and Community Assets and Assets under Construction are valued at depreciated historical cost. In addition and in relation to highways infrastructure assets specifically there is an assumption that these assets are fully depreciated before being replaced.
- Surplus assets are defined as those that are not being used to deliver services and do not fulfil the criteria to be classified as either Investment Properties or Assets Held for Sale. They are carried at fair value i.e. the price that would be received if an asset is sold or the price that would be paid to transfer a liability in an orderly transaction between market participants at the measurement date. They are revalued regularly (every five years as a minimum) to ensure their carrying amount is not materially different from their fair value at the balance sheet date; and;
- All Other Assets are held at depreciated historical cost as a proxy for fair value.

Where assets are carried at fair value the treatment of changes to the valuation are accounted for as follows:

- Increases in valuations are generally credited to the Comprehensive Income and Expenditure Statement as 'other comprehensive income and expenditure' and matched by an increase to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains will be credited to the Comprehensive Income and Expenditure Statement as a reduction in service cost if they arise from the reversal of a loss previously charged to a service;
- Decreases in valuations (up to the amount of any previously accumulated gains specific to that asset) are charged to the Comprehensive Income and Expenditure Statement as 'other comprehensive income and expenditure' and matched by a reduction to the Revaluation Reserve. Where the balance in the Revaluation Reserve is insufficient to absorb the decrease the remaining amount is charged against the relevant service line(s) in the Comprehensive Income and Expenditure Statement; and
- The Revaluation Reserve contains revaluation gains recognised since 1 April 2007, the date of its formal implementation. Gains arising before that date are a constituent part the Capital Adjustment Account.

Impairment

Assets are assessed at each year-end as to whether there is any indication that an asset may be impaired. Impairment relates to the reduction on a permanent basis of a non-current asset due to a specific event such as fire, flooding, accidental damage and an act of god and associated perils. Impairment does not relate to general decreases in property value or the use of an asset in a specific way where its value be less than its historic cost and these will be informed via revaluations.

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. Impairment losses are treated in the same way as downward revaluations for the purposes of allocating between the Revaluation Reserve and the Comprehensive Income and Expenditure Statement.

Where an impairment loss is subsequently reversed, 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.

Discontinued Use

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. The asset is revalued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is charged to other operating expenditure line in the Comprehensive Income and Expenditure Statement. Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account to offset this loss. Gains in fair value are recognised only up to the amount of any previous losses recognised in the surplus or deficit on provision of services. Depreciation is not charged on Assets Held for Sale.

When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to other operating expenditure 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 part the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal).

Depreciation and Amortisation

Depreciation is provided for on all assets identified as Property, Plant and Equipment and Amortisation is charges on Intangible Assets by the systematic allocation of their balance sheet amounts over their useful lives. An exception is made for assets without a determinable finite useful life (i.e. freehold land), community assets and assets that are not yet available for use.

Where an item of Property, Plant and Equipment has major components whose cost is significant in relation to the total cost of the item, the components are recorded and depreciated separately.

Depreciation and Amortisation is charged over the useful life of the asset, using a method that reflects the pattern in which the asset's future economic benefits or service potential is expected to be consumed. The standard useful lives for new assets are as follows:

- Operational Buildings 30-60 Years
- Plant and Equipment 5-10 Years
- Vehicles 5-10 Years
- Infrastructure assets 30-40 Years
- Surplus Buildings 30-60 Years
- Intangible Assets 3-10 Years

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

Post Employment Benefits (Pensions)

Employees of the Council are members of one of two separate pension schemes:

- The Local Government Pension Scheme, administered by Middlesbrough Council; and
- The Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department of Education (DfE).

Both Schemes provide defined benefits to members (retirement lump sums and pensions), based on total years of service and salaries earned as employees working for the Council.

The arrangements for the Teachers' Pension Scheme are such that the liabilities for the benefits cannot be identified specifically to the Council so the scheme is accounted for as a defined contribution scheme. The assets and liabilities of the scheme are excluded from the Council's Balance Sheet and only the value of actual contributions made are charged to the Comprehensive Income and Expenditure Statement.

The Local Government Pension Scheme is accounted for as a defined benefit scheme. Accordingly, the net

liabilities of the Scheme attributable to the Council (as determined annually by the Scheme's actuary) are included in the Council's Balance Sheet.

Liabilities are determined using the projected unit method. This is an assessment of the likely future payments that will be made in relation to retirement benefits earned to date by employees. Estimates are based on assumptions including retirement profiles, mortality rates and projected earnings for current employees. Estimated liabilities are then discounted to their value at current prices, using a discount rate based on the rate of return on high quality corporate bonds, which have been chosen to meet the requirements of IAS19.

The assets of the Scheme attributable to the Council are included in the Balance Sheet at their fair value as follows:

- Quoted securities - at current bid price and
- Unlisted securities, including partnerships, are valued with regard to latest dealings and other appropriate financial information as provided by their respective managers or those controlling the partnerships.
- Property - at market value.

The change in the Scheme's net liability from the previous year is analysed as follows:

Charged in the Comprehensive Income and Expenditure Statement

- Charged to Services
 - current service cost - the increase in liabilities as a result of additional service earned in the year.
- Charged as Central Costs
 - past service cost - the increase in liabilities arising from current year decisions whose effect relates to the years of service earned in earlier years.
 - gains or losses on settlements and curtailments - the result of actions to relieve the Council of liabilities or events that reduce the expected future service or accrual of benefits of employees.
- Charged as Financing and Investment Income and Expenditure
 - interest cost - the expected increase in the present value of liabilities during the year as they move one year closer to being paid.
 - expected return on assets - the annual investment return on the fund assets attributable to the Council based on an average of the expected long-term return.
- Charged as Other Comprehensive Income and Expenditure
 - actuarial gains and losses - changes in the net pension's liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions.
- Charged to the Pension Reserve
 - contributions paid - cash paid as employer's contributions to the pension fund in the year.

Benefits Payable during Employment

Short-term employee benefits are those due to be settled wholly 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 (e.g. cars) for current employees and are recognised as an expense for services in the year in which employees render service to the authority. An accrual is made for the cost of holiday entitlements (or any form of leave, e.g. time off in lieu) 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 entitlements are charged to revenue in the financial year in which the holiday absence occurs.

Termination Benefits

Termination benefits are amounts payable because of a decision by the Council to terminate a staff member's employment before the normal retirement date or a decision by a staff member to accept voluntary redundancy. Termination benefits are chargeable as non-distributed costs in the Comprehensive Income and Expenditure Statement when the Council is demonstrably committed to the termination of the employment or makes an offer to encourage voluntary redundancy.

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 amount payable but unpaid at year end.

Financial Instruments

Financial Instruments are any contract that gives rise to a financial asset in one organisation's accounts and a financial liability in another's. These transactions can cover investments, cash, debtors, creditors, loans, derivatives and guarantees. For the Council these generally take the form of loans or similar borrowings and lendings. Gains and losses are separately identified in the Comprehensive Income and Expenditure Statement in accordance with IFRS9 on Financial Instruments

Financial Liabilities (Borrowing)

Financial liabilities are recognised when the Council becomes party to the contractual provisions of a financial instrument. These are usually as loans at amortised cost rather than fair value.

Interest payable on these financial instruments is determined as the difference between the initial fair value and the total of the cash amounts repayable over the life of the instrument. These are allocated to the Comprehensive Income and Expenditure Statement in equal instalments over the life of the financial instrument concerned

Financial Assets

The Council holds financial assets that are classified as loans and receivables in that they have fixed or determinable payments but are not quoted in an active market.

Loans and receivables are recognised when the Council becomes party to the contractual provisions of a financial instrument. They are initially measured at fair value and are subsequently carried at their amortised cost.

Interest receivable is determined as the difference between the initial fair value and cash amounts to be recovered over the life of the instrument and is allocated to the Comprehensive Income and Expenditure Statement in equal instalments over the life of the assets. For short-term assets, this is charged each month and for longer term by year.

Leases

IAS 17 – the current accounting standard in place for leasing identifies two classes of lease. Finance leases are contracts with the rights to use an asset, where substantially all of the risks and rewards of ownership pass to the lessee. All other leases under the standard are classified as operating leases.

The Council as Lessee

Operating Leases

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

Finance Leases

Where the Council has the balance of risks and rewards in its possession, it will recognise a lease of this nature (for any property or equipment) as an asset in the Council's balance sheet at fair value, with a corresponding long-term liability covering the associated rental payments. The liability will be written down over time as the rental arrangement is repaid, with any interest being charged to financing and investment expenditure in the Comprehensive Income and Expenditure Statement.

The Council as Lessor

Operating Leases

The Council has numerous operating (rental) leases over certain properties and equipment in its ownership where the balance of risks and rewards of the contract remain under its discretion. These assets are retained in the Balance Sheet following normal principles relating to property, plant and equipment. Rental income is credited to the Comprehensive Income and Expenditure Statement against the relevant service line heading on a straight-line basis.

Finance Leases

Where the Council has granted a finance lease on any properties which are retained in the Balance Sheet, the asset will be derecognised from its accounts. A finance lease receivable will then be established representing the proceeds to be received over the lease term. Any amounts in respect of the principal value will reduce the lease debtor outstanding, with any amounts representing interest being credited to the Comprehensive Income and Expenditure Statement.

Prior Period Adjustments

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

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

Events after the Balance Sheet Date

Events after the Balance Sheet date are those events, both favourable and unfavourable, that occur between the end of March each year and the date when the Statement of Accounts is authorised for issue. Two types of events are possible:

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

Events taking place after the date the accounts are authorised for issue by the Director of Finance are not reflected in the Statement of Accounts.

Cash and Cash Equivalents

Cash and cash equivalents are represented by cash in hand and deposits with financial institutions, repayable without penalty on notice of not more than 24 hours with insignificant risk of change in value. These deposits should not have a term of more than three months in total. Overdrawn bank accounts are presented in the balance sheet net only where there is a right of offset.

Changes in Accounting Policy

Changes in accounting policies are made when required by proper accounting practices or the change provides more reliable/relevant information to the user of the accounts. 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.

Interests in Companies and Other Entities

The Council has one wholly owned subsidiary; Middlesbrough Development Company, which is involved in housing growth and has been consolidated into the Council's Group Accounts on a line by line basis, after first realigning accounting policies with the Council where appropriate and eliminating intra-Group transactions.

Investment Property

Investment properties are those assets held by the Council solely to earn rental income and/or for capital appreciation. These are not depreciated within the accounts. Instead, they are recorded in the balance sheet initially at cost and then subsequently revalued each year at fair value. This is based on the amount at which the asset could be exchanged between knowledgeable parties in an arm's length transaction.

Changes in valuation are charged or credited to financing and investment activities in the Comprehensive Income and Expenditure Statement.

Support Services and Overheads

The costs of support services and overheads are charged to those that benefit from the supply or service in accordance with the basis of apportionment. The full cost of overheads and support services is shared between users in proportion to the benefits received.

Revenue Expenditure Funded by Capital Under Statute (REFCUS)

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset is 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 from the General Fund to the Capital Adjustment Account is made to reverse the amounts charged so there is no impact on Council Tax.

Rounding

It is not the Council's policy to adjust for immaterial cross-casting differences between the main statements and disclosure notes.

Values throughout these accounts are presented rounded to whole numbers. Totals in supporting tables and notes may not appear to cast, cross-cast, or exactly match the core statements or other tables due to minor rounding differences only.

Schools

Local authority maintained schools are considered to be under the control of the Council. Consequently, the income, expenditure, assets and liabilities of maintained schools are accounted for in the single entity accounts of the Council.

The table below shows the different type of schools within the Borough but only the Community Schools are owned and included on the Council's balance sheet:

Type of School	No of Primary Schools	No of Secondary Schools	No of Special Schools	Total
Community	4	0	3	7
Foundation	5	0	0	5
Maintained	9	0	3	12
Academies (not under the control of LA)	32	8	2	42
Total	41	8	5	54

Value Added Tax (VAT)

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



Note 2 Accounting Standards Issued but not yet adopted

At the balance sheet date, the following new standards and amendments to existing standards have been published, but not yet adopted, by the Code of Practice of Local Authority Accounting in the United Kingdom:

- **IFRS 16** has been deferred until the accounts relating to 2024/25 financial year. CIPFA has taken this decision in response to pressures facing councils in producing their Statement of Accounts.

In order to comply with the deadline on submitting the accounts it will be necessary to include the valuation of Highways Infrastructure Assets using the method used to close the 2020/21 accounts. There is an ongoing task and finish group established by CIPFA regarding the methodology for future valuation of such assets which has the potential to require the 2021/22 accounts to be restated. The outcome of this work will be evaluated once the recommendations of the groups work is published. As this is a national issue, it impacts on all local authorities with highways responsibilities.

Note 3 Assumptions made about the future and other major sources of estimation uncertainty

The Statement of Accounts includes some estimated figures, which are based on assumptions about the future that are otherwise uncertain. Estimates are made using historical experience, current trends and other relevant and appropriate criteria. These estimations cannot be determined with certainty therefore, actual results could be materially different from the assumptions and estimates used. The items in the Council's Balance Sheet at 31 March 2022 where there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Valuation, where required of Property, Plant and Equipment, Heritage assets and Investment properties.	Valuation of property involves assessment of a number of variables such as market conditions, useful life, cost of reconstruction, assessment of condition, etc. Qualified Chartered Surveyors, or experts in the relevant field undertake valuations however, these can be subject to market uncertainties. Revaluations, in accordance with the local authority accounting code of practice are carried out on a 5-year rolling cycle.	At 31 March 2022, the Council had land and buildings to the value of £213.040 million, and investment properties to the value of £28.806 million. A 1% change in the estimation of property values would lead to a £2.13 million change in the value of the Council's land and buildings and £288,064 change in the value of the Council's investment properties. These changes to valuations would not have a direct impact on the Council's general fund, since any effect charged to the CIES would be reversed to the Council's unusable reserves.
Pension Liability	Estimation of the net liability to pay pensions depends on several complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on Pension Fund investments.	The effects on the net pension liability of changes in individual assessments can be measured. For instance, a 0.1% decrease in the discount rate assumption would result in an increase in the pension liability of £19.849 million. Note 39 provides further details.

	The Council has engaged Hymans Robertson as its actuary to provide expert advice about the assumptions to be applied.	
Provisions - Business Rates Appeals	The Council is liable for successful appeals under the Business Rates Retention Scheme. A provision has been recognised for £1.753 million based on an estimate using the Valuations Office Agency (VOA) ratings list of appeals and an analysis of successful appeals to date.	An increase over the forthcoming year of 10% in value of successful appeals would have the effect of adding £0.175 million to the provision needed.

Note 4 Critical Judgements in applying Accounting Policies

In applying the accounting policies laid out in [Note 1](#), the Council has had to make certain critical judgements about complex transactions or those involving uncertainty about future events. In the accounts, these are as follows:

- On the grounds of control and significant influence, the Middlesbrough Development Company falls within the group boundary of the Council and therefore has been consolidated within the Council's group accounts.
- All maintained schools are considered entities controlled by the Council but rather than produce group accounts, the income, expenditure, assets and liabilities are recognised in the Council's single entity accounts in line with accounting standards.
- The Council recognises school assets for community schools on its balance sheet because the Council has assessed that the rights and obligations associated with such schools rest with the Council.
- The accounting disclosure requirements for Local Authorities pension obligations are set out in International Accounting Standard (IAS) 19. The Council uses a firm of actuaries to calculate these figures as they involve making a number of complex judgements with regard to future events including the rate of increase in salaries, mortality rates, changes in the discount rate and the expected return on equity investments. Results under IAS 19 can change dramatically depending upon the prevailing market conditions leading to volatility on the net pension asset on the Council's balance sheet and the pension expense in the Comprehensive Income and Expenditure Statement.
- Judgement is required as to whether the conditions of specific grants received have been met before recognising them as income in the Comprehensive Income and Expenditure Statement. Where the grant conditions require associated expenditure to be incurred, the grant monies will not be recognised as income in the financial year, until this expenditure is incurred. Grant income is not recognised until the conditions of the grant are met.

Note 5 Events after the Balance Sheet Date

There are no events at the authorised for issue date (29th July 2022), that affect any of the values in either the Financial Statements for the Council for 2021/22 or in the Notes to the Accounts.

Notes Supporting the Movement in Reserves

Note 6 Adjustments between Accounting Basis and Funding Basis under Regulations

This note details the adjustments that are required to be made to Income and Expenditure recognised by the Council within the year so they match to the resources that are specified by statutory provisions as being available to the Council to meet future capital and revenue expenditure, in accordance with proper accounting practice.

2021/22	General Fund Balance	Capital Receipts Reserve	Revenue Unapplied	Capital Grants Unapplied	Movement in Usable Reserves
	£000	£000	£000	£000	£000
Adjustments Affecting Capital Reserves					
Impairment and depreciation to Property, Plant and Equipment (Note 23)	(16,076)	0	0	0	(16,076)
Revaluation Losses on Property, Plant and Equipment (Note 23)	(3,539)	0	0	0	(3,539)
Revaluation of Investment Properties and Assets for Sale (Note 26,28)	459	0	0	0	459
Amortisation of Intangible Assets (Note 27)	(1,272)	0	0	0	(1,272)
Transfer between Capital grants Unapplied and General Fund	0	0	0	0	0
Total Capital Grants (Note 11)	44,289	0	0	0	44,289
Capital Grants and Contributions Unapplied credited to the Comprehensive Income and Expenditure	0	0	0	(23,485)	(23,485)
Donated Assets (Note 23)	1,548	0	0	0	1,548
Revenue Expenditure Funded from Capital Under Statute (REFCUS) – Expenditure	(14,555)	0	0	0	(14,555)
Non-current assets written off on disposal or sale (Note 23,27)	(8,325)	0	0	0	(8,325)
Non-current Assets written off - Investment properties	(400)	0	0	0	(400)
Cost of Lease Surrender	0	0	0	0	0
Statutory provision for the financing of capital investment (Note 21)	5,036	0	0	0	5,036
Capital Receipts Reserve used to finance new capital spend (Note 21)	0	13,482	0	0	13,482
Capital expenditure charged against the General Fund (Note 21)	(8)	0	28	0	20
Transfer on receipt of cash	0	0	0	0	0
Total Adjustments Affecting Capital reserves	7,157	13,482	28	(23,485)	(2,818)
Amounts Affecting the Pension Reserve					
Reversal of Pension items in the Comprehensive Income and Expenditure Statement Note 39)	(42,547)	0	0	0	(42,547)
Employer's pension contribution payable in year (Note 39)	11,081	0	0	0	11,081
Amounts Affecting the Collection Fund Adjustments Account	0	0	0	0	0
Difference in Collection Fund income credited to the Comprehensive Income and Expenditure Statement and that under statutory requirements (Note 38)	6,178	0	0	0	6,178
Amounts Affecting the Compensated Absences Adjustment Account	0	0	0	0	0
Reversal of Accrual made at previous year end (Note 38)	695	0	0	0	695
Creation of accrual for current year end (Note 38)	(943)	0	0	0	(943)
Amounts Affecting the DSG Adjustment Account	0	0	0	0	0
Transfer schools deficit to the DSG adjustment account	(465)	0	0	0	(465)
Amounts between Usable Reserves	0	0	0	0	0
Cash proceeds on disposal of Non-Current Assets	13,487	(13,487)	0	0	0
Total Adjustments for the year ended 31-MAR-2022	(5,357)	(5)	28	(23,485)	(28,819)

2020/21	General Fund Balance	Capital Receipts Reserve	Revenue Unapplied	Capital Grants Unapplied	Movement in Usable Reserves
	£000	£000	£000	£000	£000
Adjustments involving the Capital Adjustment Account:					
With the Comprehensive Income and Expenditure Statement					
Impairment and depreciation to Property, Plant and Equipment (Note 23)	(19,369)	0	0	0	(19,369)
Revaluation Losses on Property, Plant and Equipment (Note 24,23)	(4,644)	0	0	0	(4,644)
Revaluation of Investment Properties and Assets for Sale (Note 26,28)	41	0	0	0	41
Amortisation of Intangible Assets (Note 27)	(2,159)	0	0	0	(2,159)
Transfer between Capital grants Unapplied and General Fund	0	0	0	0	0
Total Capital Grants (Note 11)	7,392	0	0	0	7,392
Capital Grants and Contributions Unapplied credited to the Comprehensive Income and Expenditure	0	0	0	5,148	5,148
Donated Assets (Note 23,25)	1,075	0	0	0	1,075
Revenue Expenditure Funded from Capital Under Statute (REFCUS) – Expenditure	(7,888)	0	0	0	(7,888)
Revenue Expenditure Funded from Capital Under Statute (REFCUS) – Grant Receivable	4,931	0	0	0	4,931
Non-current assets written off on disposal or sale (Note 23,27)	(6,525)	0	0	0	(6,525)
Cost of Lease Surrender	(1,055)	0	0	0	(1,055)
Total within the Comprehensive Income and Expenditure Statement	(28,201)	0	0	5,148	(23,053)
Amounts arising elsewhere					
Statutory provision for the financing of capital investment (Note 21)	4,743	0	0	0	4,743
Capital Receipts Reserve used to finance new capital spend (Note 21)	0	6,374	0	0	6,374
Capital expenditure charged against the General Fund (Note 21)	58	0	(51)	0	7
Total Amounts arising elsewhere	4,801	6,374	(51)	0	11,124
Total Amounts involving the Capital Adjustment Account	(23,400)	6,374	(51)	5,148	(11,929)
Amounts involving Deferred Capital Receipt Reserve					
Transfer on receipt of cash	0	0	0	0	0
Amounts involving the Pension Reserve					
Reversal of Pension items in the Comprehensive Income and Expenditure Statement (Note 39)	(30,908)	0	0	0	(30,908)
Employer's pension contribution payable in year (Note 39)	10,669	0	0	0	10,669
Amounts involving the Collection Fund Adjustments Account					
Difference in Collection Fund income credited to the Comprehensive Income and Expenditure Statement and that under statutory requirements (Note 38)	(13,640)	0	0	0	(13,640)
Amounts with the Compensated Absences Adjustment Account					
Reversal of Accrual made at previous year end (Note 38)	896	0	0	0	896
Creation of accrual for current year end (Note 38)	(695)	0	0	0	(695)
Amounts within the DSG Adjustment Account					
Transfer schools deficit to the DSG adjustment account	(509)	0	0	0	(509)
Amounts between Usable Reserves					
	6,224	(6,224)	0	0	0
Total Adjustments for the year ended 31-MAR-2021	(51,363)	150	(51)	5,148	(46,116)

Note 7 Earmarked Reserves

2021/22	Amounts Transferred			
	Balance at 01-APR-2021	From General Fund	To General Fund	Balance at 31-MAR-2022
	£000	£000	£000	£000
Schools Balances	(4,863)	(4,805)	4,866	(4,802)
Significant Revenue Reserves	0			
Invest to Save / Change Programme	(445)	(417)	688	(174)
Revenue Grants Unapplied	(11,098)	(11,710)	11,151	(11,657)
Insurance Fund	(306)	(312)	501	(117)
Capital Re-Financing Reserve	(175)	0	175	0
Public Health Reserve	(438)	(230)	0	(668)
Business Rates Reserve	(12,226)	(6,040)	9,772	(8,494)
Covid-19 Recovery Reserve	(4,512)	0	4,512	0
Social Care Transformation Reserve	0	(7,072)	0	(7,072)
Children's Care Demand Reserve	(732)	0	732	0
Total Specific Reserves	(29,932)	(25,781)	27,531	(28,182)
Other Revenue Reserves	(3,499)	(12,358)	11,216	(4,641)
Total Earmarked Reserves	(38,294)	(42,944)	43,613	(37,625)

2020/21	Amounts Transferred					
	Balance at 01-APR-2020	To Unusable Reserves	Revised Balance at 1 April	From General Fund	To General Fund	Balance at 31-MAR-2021
	£000	£000	£000	£000	£000	£000
Schools Balances	(3,240)		(3,240)	(4,864)	3,241	(4,863)
Significant Revenue Reserves			0			
Invest to Save / Change Programme	(415)		(415)	(1,321)	1,291	(445)
Revenue Grants Unapplied	(9,936)		(9,936)	(11,151)	9,989	(11,098)
Insurance Fund	(360)		(360)	(276)	330	(306)
Schools Reserves	2,066	(2,783)	(717)	(774)	1,491	0
Capital Re-Financing Reserve	(175)		(175)	0	0	(175)
Public Health Reserve	0		0	(438)	0	(438)
Business Rates Reserve	(1,671)		(1,671)	(10,555)	0	(12,226)
Investment Fund Reserve	(4,928)		(4,928)	0	4,928	0
Covid-19 Recovery Reserve	0		0	(4,928)	416	(4,512)
Children's Care Demand Reserve	0		0	(732)	0	(732)
Total Specific Reserves	(15,419)	(2,783)	(18,202)	(30,175)	18,445	(29,932)
Other Revenue Reserves	(652)		(652)	(2,935)	88	(3,499)
Total Earmarked Reserves	(19,311)	(2,783)	(22,094)	(37,974)	21,774	(38,294)

Details of some of the more significant earmarked reserves are set out below:-

Schools Balances

This reserve holds the accumulated balances and the differences between the school budget and actual expenditure incurred in the year for all the Middlesbrough Council schools. In accordance with Government regulations and the Council's scheme of delegation for schools, these funds are carried forward and specifically earmarked for use by schools in future years.



Invest to Save / Change Programme - the reserve has been set up to pay for the one off costs associated with implementing change within services including the funding of investment to save projects, early retirements / voluntary redundancies and altering the way services are commissioned.

Revenue Grants Unapplied – In situations where there are no grant conditions or that conditions have already been met, any unspent grants/contributions are transferred to the Revenue Grants Unapplied at year-end. These have been recognised as income in prior years in the Comprehensive Income & Expenditure Statement.

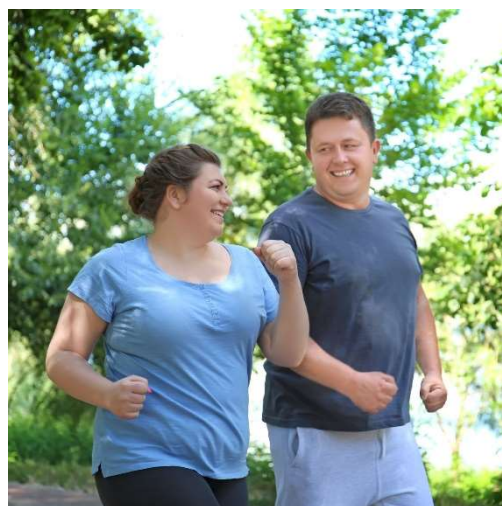


Insurance Fund - the internal Insurance Fund was set up to cover all the Council's insurable risks. Only a limited amount of external insurance cover is provided for catastrophe or special risk incidents. The nature of the risks covered by the insurance reserve include fidelity guarantee, personal accident, employers liability, fire, motor, marine, engineers, public liability and money losses.

Public Health – savings achieved in 2020/21 due to the pandemic. Mainly due to less demand on core services. The transfer to reserves will give greater capacity in managing unexpected costs in future years.

Business Rates - the reserve has been set up to cover the financial risks associated with the Business Rates Retention Scheme, due to volatility of the Business Rates tax base and collection rates. It also includes Section 31 grant, which is payable in advance and offsets losses incurred in 2020/21 due to the pandemic on NNDR. This will be spread over the next three years to offset losses on the collection fund account.

Social Care Transformation Reserve - This reserve is to fund potential pressures in Children's Services due to the ongoing effects of the continued transformation work and that which will take place within Adult Social Care in relation to Fair Cost of Care and Social Care Reforms.



Note 8 Expenditure and Funding Analysis

Expenditure and Funding Statement

The Expenditure and Funding Statement shows how revenue expenditure is used and funded from resources raised (government grants, rents, council tax and business rates) by local authorities, in comparison with those resources consumed by authorities in accordance with generally accepted accounting practice. It also shows how this expenditure is allocated for decision-making purposes between the Council's directorates.

Expenditure and Funding Analysis

2020/21				2021/22		
Net Expenditure Chargeable to the General Fund Balance	Adjustments between the Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement	Service Area	Net Expenditure Chargeable to the General Fund Balance	Adjustments between the Funding and Accounting Basis	Net Expenditure in the Comprehensive Income and Expenditure Statement
£000	£000	£000		£000	£000	£000
2,416	3,379	5,795	Regeneration and Culture	3,509	12,419	15,928
(3,067)	(4,717)	(7,784)	Public Health	(3,870)	(5,907)	(9,777)
1,784	2,102	3,886	Education & Partnerships	358	6,236	6,594
42,480	3,180	45,660	Children's Care	44,116	9,540	53,656
37,425	1,925	39,350	Adult Social Care & Health Integration	38,706	4,725	43,431
18,329	25,126	43,455	Environment & Community Services	21,105	27,657	48,762
1,109	11,181	12,290	Finance	(815)	6,906	6,091
8,631	5,043	13,674	Legal & Governance Services	10,112	5,327	15,439
6,938	(12,454)	(5,516)	Central Costs	959	(2,630)	(1,671)
416	0	416	Covid-19 Support	390	0	390
116,461	34,765	151,225	Net Cost of Service	114,570	64,273	178,843
(116,397)	(765)	(117,162)	Other Income and Expenditure	(116,493)	(57,007)	(173,500)
63	34,000	34,063	Surplus or Deficit on Provision of Services	(1,923)	7,266	5,343
		9,400	Opening Uncommitted General Fund Balance	10,500		
		(63)	Surplus or (Deficit) on General Fund Balance in year	1,923		
		1,163	Contribution/(use) in year	(1,240)		
		10,500	Closing Uncommitted General Fund Balance	11,183		

Adjustments between Funding and Accounting Basis

2021/22				
Adjustments from General Fund to Comprehensive Income and Expenditure Statement amounts:	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments
	£000	£000	£000	£000
Regeneration and Culture	6,519	1,419	4,481	12,419
Public Health	0	1,055	(6,962)	(5,907)
Education & Partnerships	2,345	4,128	(237)	6,236
Children's Care	4,553	4,475	512	9,540
Adult Social Care and Health Integration	1,235	4,312	(822)	4,725
Environment & Community Services	18,025	5,889	3,743	27,657
Finance	152	2,493	4,261	6,906
Legal & Governance Services	2,541	2,207	579	5,327
Central Costs	72	(1,241)	(1,461)	(2,630)
Covid-19 Support	0	0	0	0
Net Cost of Services	35,442	24,737	4,094	64,273
Other Income and Expenditure from the Expenditure and Funding Analysis	(51,059)	6,729	(12,677)	(57,007)
Difference between General Fund Surplus/ Deficit	(15,617)	31,466	(8,583)	7,266

and Comprehensive Income and Expenditure Statement Surplus/Deficit on the Provision of Services				
Adjustments between Funding and Accounting Basis				
Restated 2020/21				
Adjustments from General Fund to Comprehensive Income and Expenditure Statement amounts:	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Total Adjustments
	£000	£000	£000	£000
Regeneration and Culture	5,498	842	(2,961)	3,379
Public Health	36	763	(5,516)	(4,717)
Education & Partnerships	704	2,668	(1,270)	2,102
Children's Care	190	2,594	396	3,180
Adult Social Care and Health Integration	(467)	2,245	147	1,925
Environment & Community Services	18,882	3,108	3,136	25,126
Finance	904	1,688	8,589	11,181
Legal & Governance Services	3,414	1,328	301	5,043
Central Costs	0	(1,293)	(11,161)	(12,454)
Covid-19 Overspend	0	0	0	0
Net Cost of Services	29,162	13,943	(8,339)	34,765
Other Income and Expenditure from the Expenditure and Funding Analysis	(7,185)	6,298	122	(765)
Difference between General Fund Surplus/Deficit and Comprehensive Income and Expenditure Statement Surplus/Deficit on the Provision of Services	21,976	20,241	(8,217)	34,000

Expenditure and Funding – Analysis by Nature

	2020/21 £000	2021/22 £000
Expenditure		
Employees	148,517	123,920
Other Service Expenditure	261,026	296,391
Depreciation and other Capital Charges	41,488	34,800
Interest Payments	6,473	6,843
Precepts and Levies	146	152
Total Expenditure	457,650	462,106
Income		
Government Grants and Contributions	(284,285)	(318,556)
Income from Council Tax and Non Domestic Rates	(63,172)	(73,250)
Interest and Investment Income	(274)	(363)
Fees, Charges and Other Service Income	(75,856)	(64,594)
Total Income	(423,587)	(456,763)
Deficit on the Provision of Services	34,063	5,343

The Council's Fees, Charges and Other Services Income is analysed by type in the table below:

	2020/21 £000	2021/22 £000
Rent Income	(3,878)	(4,740)
Parking	(2,494)	(1,598)
School Income	(34,430)	(37,204)
Licensing	(857)	(749)
Highways, Buildings and Streetlight Maintenance	(6,857)	(7,207)
Covid-19	1,316	(3,173)
Revenues and Benefits	(3,554)	(2,300)
Museums and Entertainment Venues	(502)	(1,812)
Other Income	(18,382)	(5,856)
Total Fees, Charges and Other Service Income	(69,638)	(64,640)

Note 9 Other Operating Income and Expenditure

2020/21		2021/22
£000		£000
146	Levies & Parish Council Precepts	152
269	(Gains) / Losses on the disposal of non-current assets	(5,162)
415	Total	(5,010)

There has been an increase in 2021/22 on gains on the disposal of non-current assets. This figure relates to the amount of capital receipts received in year less disposal of both PPE assets and Assets held for sale.

Note 10 Financing and Investment Activities

2020/21		2021/22
£000		£000
6,473	Interest payable and similar charges	6,843
8,369	Trading Services Activities (Note 16)	8,823
1,013	Charges in relation to Investment Property and changes in their fair value (Note 26)	(59)
21,336	Pension Interest Cost (Note 39)	23,856
37,191	Total Expenditure	39,462
(15,038)	Expected return on Pensions Assets (Note 39)	(17,127)
(274)	Interest receivable and similar income	(363)
(11,898)	Trading Services Activity (Note 16)	(13,867)
(27,210)	Total Income	(31,356)
9,981	Total	8,106

Note 11 Taxation and Non-Specific Grant Income

2020/21		2021/22
£000		£000
(56,419)	Council Tax Income	(62,304)
(6,751)	Business Rates Income	(10,946)
(55,919)	Non ring-fenced government grant (Note 12)	(57,507)
(1,074)	Value of Donated Property, Plant and Equipment Assets (Note 21, 23)	(1,548)
(7,396)	Capital Grants/Contributions (Note 12)	(44,289)
(127,559)	Total	(176,596)

The amount for capital grants/contributions increased in 2021/22 due to additional funding through the Basic Needs Grant, Future High Streets Fund and Towns Fund. There was also an increase in the funding through Tees Valley Combined Authority and Housing Developments (S106).

Note 12 Grant Income

The following grants, contributions and donations were credited to the Comprehensive Income and Expenditure Statement in 2021/22.

Revenue Grants Credited to Taxation and Non Specific Grant Income

2020/21		2021/22
£000		£000
(12,153)	Revenue Support	(12,245)
(27,299)	Business Rates Top-up	(27,299)
(1,332)	New Homes Bonus	(250)
(14,847)	Business Rates Section 31	(16,986)
(157)	Enterprise Zone Funding	(596)
(131)	Renewable Energy	(131)
(55,919)	Total (note 11)	(57,507)
	Department for Education (DfE)	
(50,646)	Dedicated Schools Grant	(53,987)
(3,712)	Pupil Premium	(4,085)
(661)	Education and Skills Funding Agency	(767)
(748)	Staying Put Agency	0
(384)	Universal Infant Free School Meals	(330)
(739)	Supporting & Strengthening Families	0
(89)	PE & Sport	(250)
(1,189)	Other DfE grants	(2,823)
	Department for Levelling Up, Housing, Communities (DLUHC)	
(1,828)	Independent Living	(1,828)
(4,817)	Adult Social Care Grant	(6,339)
(8,392)	Improved Better Care Fund	(8,391)
(802)	Troubled Families	(846)
(60)	Migration Fund	0
(21,010)	Covid-19	(12,607)
(2,046)	Other DLUHC grants	(3,759)
	Home Office	
(823)	Youth Justice Good Practice Grant	(894)
(276)	Other Home Office	(458)
	Department for Business, Energy and Industrial Strategy (BEIS)	
(1,364)	BEIS grants	(1,223)
	Department for Digital, Culture, Media and Sport (DCMS)	
(645)	DCMS grants	(1,149)
	Department for Work and Pensions (DWP)	
(53,153)	Housing Benefit Subsidy	(44,805)
(633)	Housing Benefit Admin	(726)
(2,049)	Other DWP Grants	(2,088)
	Department of Health and Social Care (DHSC)	
(17,629)	Public Health	(19,894)
(10,526)	Covid-19	(8,535)
(313)	Other DHSC grants	(312)
	Department for Environment, Food and Rural Affairs (DEFRA)	
(8)	DEFRA grants	(6)
	Department for Transport (DfT)	
(44)	DfT grants	(53)
	Cabinet Office	
17	Elections	125

(416)	Other Grants	(445)
	Other Contributions	
0	South Tees Clinical Commissioning Group	(153)
(106)	Tees, Esk and Wear Valleys NHS Foundation Trust	(111)
(273)	South Tees Hospitals NHS Foundation Trust	(221)
(27,571)	Tees Valley Clinical Commissioning Group	(28,829)
(1,744)	Redcar and Cleveland Borough Council	(2,839)
(1,320)	Stockton-on-Tees Borough Council	(1,348)
(986)	Hartlepool Borough Council	(828)
(59)	Darlington Borough Council	(60)
(3,480)	Tees Valley Combined Authority	(4,980)
(202)	Police and Crime Commissioner	(377)
(610)	Other Contributions	(539)
(221,402)	Total Revenue Grants Credited to Services	(216,760)
(277,321)	TOTAL REVENUE GRANTS	(274,267)
	Capital Grants	
	Department for Education (DfE)	
(712)	School Condition Allocation	(1,651)
0	Basic Need	(8,679)
(1,193)	Other DfE grants	(418)
	Department for Levelling Up, Housing, Communities (DLUHC)	
(2,268)	Disabled Facility	(2,268)
0	Future High Streets	(8,170)
0	Towns Fund	(3,717)
0	Other DLUHC grants	(1,283)
	Department of Health and Social Care (DHSC)	
0	Other DHSC grants	0
	Department for Transport (DfT)	
(4,241)	Local transport Plan	(3,403)
0	Other DfT Grants	0
	Tees Valley Combined Authority	
(3,042)	Other TVCA Grants	(8,753)
(78)	Other Grants	(682)
	Other Contributions	
(60)	Housing Development	(4,579)
(729)	Other Contributions	(686)
(12,323)	Total Capital Grants (Note 11)	(44,289)
(289,644)	TOTAL GRANTS 2021/22	(318,556)

An increase in funding was received in 2021/22 through the Department for Business, Energy and Industrial Strategy relating to Covid-19 Support which was previously provided through the Department of Levelling Up, Housing, Communities (DLUHC). There has also been an increase in the grant amount from DLUHC due to grant received for the energy rebate of £9m.



Note 13 Dedicated Schools Grant

Council Schools' expenditure is funded primarily from the Dedicated Schools Grant (DSG) distributed by the Department for Education (DfE), an element of which is recouped by the DfE to fund academy schools in the Council's area. DSG is ring fenced and can only be used to fund approved expenditure, as defined in The School and Early Years Finance (England) Regulations 2018. DSG is split between an element to fund a range of educational services provided on a council-wide basis and the Individual Schools Budget (ISB) element that is allocated directly to each School.

Details of DSG funded expenditure for 2021/22 is set out below:

	Central Expenditure	Individual Schools Budget	Total
	£000	£000	£000
Final DSG for 2021/22 before Academy recoupment			(160,073)
Academy figure recouped for 2021/22			(105,979)
Total DSG after Academy recoupment for 2021/22			(54,094)
Plus : Brought forward from 2020/21			3,291
Less : Carry Forward to 2021/22 agreed in advance			
Agreed initial budgeted distribution for 2021/22	(17,232)	(33,571)	(50,803)
In year adjustments	0	0	0
Final budgeted distribution for 2021/22	(17,232)	(33,571)	(50,803)
Less : Actual central expenditure	16,562	0	16,561
Less : Actual ISB deployed to schools	0	37,998	37,998
Balance Carried Forward	(670)	4,427	3,756

It should be noted that any negative DSG balances are classified as unusable reserves from 2020/21 for a 3-year period due to a statutory over-ride currently being in place.



Note 14 Officers' Remuneration

Senior Employees' Remuneration

The Accounts and Audit Regulations (England) 2015 requires the separate disclosure and analysis of remuneration for **senior employees** (defined by the regulations as those employees, who report into the Head of Paid Service – the Chief Executive, or are deemed under regulations as statutory officers of the Council).

2021/22	Salary (including fees and allowances)	Pension contributions paid for by the Council	Total including pensions contribution
	£	£	£
Chief Executive – Tony Parkinson	154,960	17,820	172,780
Director of Finance	91,731	10,549	102,280
Director of Adult Social Care and Health Integration	107,398	12,351	119,748
Director of Environment and Community Services	94,405	10,857	105,262
Director of Regeneration and Culture	97,356	11,196	108,551
Executive Director of Children's Services	125,610	14,445	140,055
Head of Legal and Governance Services – Monitoring Officer	93,141	10,711	103,853
Director of Education and Partnerships	93,141	10,711	103,853
Director of Public Health	95,965	11,036	107,001
Head of Marketing and Communications	54,024	6,288	60,311

2020/21	Salary (including fees and allowances)	Pension contributions paid for by the Council	Payment for loss of Office	Strain to the Pension Fund	Total including pensions contribution
	£	£	£	£	£
Chief Executive – Tony Parkinson	152,670	17,557			170,227
Strategic Director of Finance, Governance and Support/Section 151 Officer (left June 2020)	22,632	2,603			25,235
Director of Finance and Section 151 Officer (started June 2020)	65,788	7,543			73,331
Director of Adult Social Care and Health Integration	105,958	12,168			118,126
Executive Director Growth and Places (Left Oct 2020)	72,190	8,302	66,454	226,101	373,047
Director of Environment and Community Services	88,984	10,233			99,217
Director of Regeneration and Culture	97,356	11,196			108,551
Executive Director of Children's Services	82,502	9,488			91,990
Head of Legal and Governance Services – Monitoring Officer	90,182	10,348			100,530
Director of Education and Partnerships	90,093	10,361			100,454
Director of Public Health	96,076	11,132			107,208
Head of Marketing and Communications	49,975	5,748			55,723

Other Employees' Remuneration

The number of employees (including teaching staff) whose gross remuneration, including benefits, expense allowances, redundancy and other severance payments, exceeding £50,000 is shown below in bands of £5,000.

2020/21			Remuneration Band (£)	2021/22		
MBC	School	Total		MBC	School	Total
28	10	38	50,000 to 54,999	38	14	52
16	6	22	55,000 to 59,999	21	7	28
12	2	14	60,000 to 64,999	11	3	14
2	1	3	65,000 to 69,999	5	1	6
3	3	6	70,000 to 74,999	7	5	12
5	3	8	75,000 to 79,999	1	5	6
0	1	1	80,000 to 84,999	2	2	4
1	0	1	85,000 to 89,999	0	0	0
1	0	1	90,000 to 94,999	0	0	0
0	0	0	95,000 to 99,999	1	0	1
0	0	0	100,000 to 104,999	0	0	0
0	0	0	105,000 to 109,999	0	0	0
0	0	0	110,000 to 114,999	0	0	0
0	0	0	115,000 to 119,999	0	0	0
0	0	0	120,000 to 124,999	0	0	0
0	0	0	125,000 to 129,999	0	0	0
1	0	1	130,000 to 134,999	0	0	0
0	0	0	£135,000 - £139,999	1	0	1
0	0	0	£140,000 - £144,999	0	0	0
0	0	0	£145,000 - £149,999	0	0	0
0	0	0	£150,000 - £154,999	0	0	0
0	0	0	£155,000 - £159,999	0	0	0
0	0	0	£160,000 - £164,999	0	0	0
0	0	0	£165,000 - £169,999	0	0	0
0	0	0	£170,000 - £174,999	0	0	0
0	0	0	£135,000 - £139,999	0	0	0
0	0	0	£140,000 - £144,999	0	0	0
69	26	95	Total	87	37	124

Remuneration is all amounts receivable by an employee, including expenses and allowances chargeable to tax and the estimated money value of any other benefits received excluding pension contributions.

Exit Packages

Details of exit packages are set out in the tables below in bands of £20,000 for amounts up to £100,000 and bands of £50,000 thereafter:

Exit Package Cost Band (Including Special Payments) £	Number of Compulsory Redundancies		Number of Other Departures Agreed		Total Number of Exit Packages by Cost Band		Total Cost of Exit Packages in Each Band	
	2020/21	2021/22	2020/21	2021/22	2020/21	2021/22	2020/21	2021/22
							£000	£000
0 to 20,000	2	1	33	41	35	42	242	196
20,001 to 40,000	2	0	4	5	6	5	154	146
40,001 to 60,000	0	0	0	0	0	0	0	0
60,001 to 80,000	0	0	1	2	1	2	72	138
80,001 to 100,000	0	0	1	3	1	3	92	207
100,001 to 150,000	0	0	0	0	0	0	0	0
Over 150,001	1	0	0	0	1	0	293	0
Total	5	1	39	51	44	52	853	687

Note 15 Members' Allowances and Expenses

2020/21 £000		2021/22 £000
344	Basic Allowance Paid	341
183	Special Responsibility Allowances Paid	174
5	Expenses	5
532	Total	520

Note 16 Trading Operations

The Council has established a number of trading services which are required to operate in a commercial environment and balance their budgets by generating income from other Council departments or from external organisations. Details of these operations are given below:

2020/21				2021/22		
Income £0	Expenditure £0	(Surplus) / Deficit £0		Income £0	Expenditure £0	(Surplus) / Deficit £0
(3,457)	987	(2,470)	Commercial and Industrial Properties	(4,963)	1,376	(3,587)
(2,518)	2,227	(291)	Building Maintenance, Cleaning and Security	(2,537)	2,165	(372)
(1,354)	1,043	(311)	Parking	(1,624)	856	(768)
(4,569)	4,112	(457)	Schools Catering	(4,743)	4,426	(317)
(11,898)	8,369	(3,529)	Total	(13,867)	8,823	(5,044)

Note 17 Audit Fees

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

2020/21		2021/22
£000		£000
115	Fees payable to our current External Auditors, EY, with regard to their services carried out as appointed Auditor (Section 5 Audit Commission Act 1998)	178
18	Fees payable to the Auditor, EY for the certification of Grant Claims and Returns (Section 28 Audit Commission Act 1998)	19
0	Additional charges due to our current External Auditors, EY for an overrun in respect of 2020-21	75
0	Fees payable in respect of other services provided by Veritau	0
133	Total	272

The increase in the level of fees from Ernst & Young relates to the developing complexity of local authority audits, the requirements of the Audit Code of Practice and the value for money assessment. Additional work is also expected to be undertaken in relation to Covid-19 and its impact on the financial statements plus an assessment of the Council as a going concern. The above total of £272k is the Council's estimate of the costs involved but this will only be known fully once the external audit process is completed.

Note 18 Agency Services

The Council had no significant agency arrangements in place, apart from Covid-19 Grants that Government were pass porting direct (via the Council) to third party businesses or individuals in need. The total cash spend allocated by the Council was £7.8 million (this is not included in the Comprehensive Income & Expenditure Statement) was as follows:

	£
Covid-19 Isolation Payments Mandatory	803,000
Covid-19 Restart Grants	5,750,725
Covid-19 Omicron Hospitality & Leisure Grants	656,705
Other Covid-19 Support	171,749
Total	7,382,179

Note 19 Related Parties

The Council is required to disclose material transactions with related parties - bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council. Disclosure of these transactions allows readers of the accounts to assess the extent to which the Council might be constrained in its ability to operate independently or to limit another party's ability to bargain freely with the Council.

Central Government

Central Government has effective control over the general operations of the Council - it is responsible for providing the statutory framework within which the Council operates, 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 are set out in [note 12](#). Debtor and Creditor balances for Central Government bodies are shown in notes [32](#) and [35](#).

Senior Officers and Members

The Council's Senior Managers and Elected Members and their close relations may influence the Council's financial and operating policies. Using the Council's Register of Members' Declarations of Interest and a

separate survey of both Members and Senior Officers, the following disclosures meet the criteria for related party transactions on behalf of the Council. The Director of Finance is a Director of Veritau Tees Valley Ltd. The Head of Finance & Investments is a Director for Middlesbrough Development Company.

Teesside Pension Fund

Details of all transactions with the Pension Fund are shown in the Teesside Pension Fund section of the Statement of Accounts. Specifically, the Council made contribution payments as an employer of £12.8 million (2020/21 - £11.9 million) and made charges to the Fund for Support Services of £1.147 million (2020/21 - £1.120 million).

Middlesbrough Development Company

As set out in the narrative report, the Council set up a wholly owned subsidiary company in February 2019 to develop the housing supply and underused sites in the local area. Middlesbrough Development Company has been given £2.610m of Section 106 funding previously received by the Council and has made a commercial loan for the remaining £3.980m. It has spent £6.177m of the allocated funding (including general running costs). It is now on site for the Boho Village Bright Ideas project and the Tollesby project following the demolition of the old shopping precinct in early 2020.

A number of elected members and senior officers sit on the management committees or boards of local organisations. The significant transactions that the Council had with these organisations are listed below:

Related Parties Year ended 31-MAR-2022				
Organisation	Expenditure transactions in year	Income Transactions in year	Year End Creditor Balances	Year End Debtor Balances
	£000	£000	£000	£000
Cleveland Combined Fire Authority	2,777	0	1	0
Cleveland Police and Crime Panel	370	(37)	141	0
Community Ventures (Middlesbrough Ltd)	27	0	0	0
Groundwork North East Tees Valley Advisory Board	51	5	18	1
Local Government Association	32	0	0	0
Middlesbrough Citizens Advice Bureau - Management Committee	416	0	0	0
Middlesbrough Environment City Trust Limited	209	4	(250)	0
Middlesbrough Voluntary Development Agency	171	0	0	0
North East Regional Employers' Organisation (NEREO)	73	0	0	0
South Tees Hospitals NHS Foundation Trust Council of Governors	641	208	107	8
Tees Valley Combined Authority Board	4,055	15	0	0
Teesside Ability Support Centre (TASC)	583	1	0	0
Veritau	225	0	0	0
Total	9,630	196	17	9

Related Parties Year ended 31-MAR-2021				
Organisation	Expenditure transactions in year	Income Transactions in year	Year End Creditor Balances	Year End Debtor Balances
	£000	£000	£000	£000
Tees Valley Combined Authority	4,063	16	0	15
Middlesbrough Citizens Advice Bureau	415	18	0	0
Middlesbrough College	415	42	0	1
South Tees Hospitals NHS Foundation Trust Council of Governors	965	276	0	66
Middlesbrough Voluntary Development Agency	51	0	0	0
Cleveland Fire Authority	3,183	273	0	0
Middlesbrough Environment City	0	19	0	18
Veritau Tees Valley	185	0	0	0
Groundwork North East	45	1	0	0
Teesside Ability Support Centre (TASC)	515	1	0	0

Note 20 Pooled Budgets

A pooled budget (or fund) is an arrangement where two or more partners make financial contributions to a single fund to achieve specified and mutually agreed aims. It is a single budget, managed by a single host with a formal partnership or joint funding agreement that sets out aims, accountabilities and responsibilities. Middlesbrough Council has two Pooled Budgets, the Better Care Fund and Tees Community Equipment Service.

As host to the Better Care Fund and the Tees Community Equipment Service, the Council is required to include a memorandum account for both pooled budgets in its accounts. Only Middlesbrough's share of the pooled budget's expenditure and income is included in the Comprehensive Income and Expenditure Statement.

Better Care Fund

The Better Care Fund (BCF) has been established by the Government to provide funds to local areas to support the introduction of a fully integrated health and social care system. It is a requirement of the BCF that the Clinical Commissioning Group (CCG) and the Council establish a pooled fund for this purpose.

Section 75 of the National Health Service Act 2006 gives powers to local authorities and CCGs to establish and maintain pooled funds to support the outcomes of the BCF.

The Council has entered into a pooled budget arrangement with NHS Tees Valley Clinical Commissioning Group for the provision of health and social care services to meet the needs of the population of Middlesbrough. The services being commissioned or provided by the Council or Tees Valley Clinical Commissioning Group (TVCCG) depend upon the needs of the service recipient. The Council and TVCCG have an ongoing section 75 agreement in place for funding these services and this is reviewed annually. The Council is the host for this pooled budget and each partner's contribution is set out in the Better Care Fund section 75 agreement.

The aims and benefits for the partners entering in to this agreement are to:

- Improve the quality and efficiency of the services and in particular reduce the number of non-elective admissions to acute hospitals;
- Meet the national conditions and local objectives of the Government's Better Care Fund; and
- Make more effective use of available resources through the establishment and maintenance of a pooled fund for revenue and capital expenditure on the services.

2020/21 BCF £'000		2021/22 BCF £'000	2021/22 ICBF £'000	2021/22 Total Pool £'000
(182)	Balance Brought Forward	(621)		(621)
	<u>Funding Provided to the Pooled Budget</u>			
(2,568)	The Authority	(3,567)		(3,567)
(8,392)	IBCF		(8,392)	(8,392)
(12,109)	Tees Valley CCG	(13,393)		(13,393)
(23,069)		(16,960)	(8,392)	(25,352)
	<u>Expenditure Met from the Pooled Budget</u>			
10,725	The Authority	11,217		11,217
8,392	IBCF		8,392	8,392
2,514	Tees Valley CCG	2,769		2,769
21,631		13,986	8,392	22,378
999	Capital Amounts slipped into 2021/22	1,683		1,683
(621)	Net surplus arising on the pooled budget to be carried forward	(1,912)		(1,912)

Tees Community Equipment Service

The Tees Community Equipment Service is a partnership established by an agreement under Section 31 of the Health Act 1999. The partnership agreement covers the costs of administering the Tees Community Equipment Service including:

- The procurement, storage, delivery, assembly or fitting, maintenance, collection, decontamination and recycling of community equipment provided to support vulnerable or disabled service users living in the community;
- To provide and maintain stock of equipment at additional designated locations, where provided by the Partner of this Agreement, for demonstration and use by the Occupational Therapy Service of that locality;
- To incorporate mechanisms which enable Health and Social Service professionals and members of the public to attend the service's premises to collect equipment;
- A facility for the procurement of non-stock items; and
- The production and distribution of a catalogue describing the service and equipment available.

The agreement was made between eight partners as set out in the memorandum of account. The original eight partners in the Tees Community Equipment Service were Middlesbrough Council, Stockton-on-Tees Borough Council, Redcar & Cleveland Borough Council, Hartlepool Borough Council, Middlesbrough PCT, North Tees PCT, Redcar & Cleveland PCT and Hartlepool PCT. Following NHS reorganisation in 2013/2014, the Primary Care Trusts (PCTs) were abolished and replaced by Clinical Commissioning Groups (CCGs). Middlesbrough Council is the lead authority for the service. The outturn position for the year is set out below:

The outturn position for the year is	2020/21	2021/22
	000	000
Balance Brought Forward	(236)	(380)
Gross Expenditure	1,817	1,949
Gross Income	(1,961)	(2,373)
Balance Carried Forward	(380)	(804)
Contributions from Partners		
Middlesbrough Council	(183)	(191)
Redcar and Cleveland Borough Council	(171)	(178)
Stockton Council	(195)	(203)
Hartlepool Council	(104)	(109)
NHS Tees Valley CCG	(1,199)	(1,086)
Other income	(109)	(111)
	(1,961)	(1,878)

Notes Supporting the Balance Sheet

Note 21 Capital Expenditure and Capital Financing

The total amount of capital expenditure in the year is shown in the table below, 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. The CFR is analysed in the second part of this note.

2020/21		2021/22
£000		£000
232,480	Opening Capital Financing Requirement	245,965
	Capital Investment	
33,072	Property, Plant and Equipment	37,648
292	Heritage	83
0	Assets Held for Sale	0
1,050	Intangible Assets	1,374
456	Investment Property	1,211
395	Long Term Debtors	3,585
7,888	Revenue Expenditure Funded from Capital under Statute	14,555
	Sources of Finance	
(6,374)	Capital Receipts	(13,482)
(18,545)	Government Grants and other contributions applied in year	(22,352)
	Sums Set Aside from Revenue	
(6)	Direct revenue contributions	(21)
(4,743)	MRP/Loans Fund Principal	(5,036)
245,965	Closing Capital Financing Requirement	263,530
	Explanation of Movement in Year	
18,228	Increase in underlying need to borrow (unsupported by government assistance)	22,600
(4,743)	MRP/loans fund Principal	(5,036)
13,485	Increase in Capital Financing Requirement	17,564



Note 22 Capital Commitments

The Council has an approved 2021/22 budget for Capital works of £93.7 million, and a further £66.6 million planned until 2023/24. Contracts for material capital spend are already in place for the following schemes:

Project	2022/23
	Approved Budget
	£000
Middlesbrough Development Company	13,300
Cleveland Centre	1,970
Contact Centre, Bus Station Unit 1	278
BOHO X	19,982
Towns Fund	2,000
Future High Streets Fund	4,483
New Civic Centre Campus	3,878
Local Authority Delivery 2 – Green Homes Grant	1,056
Linthorpe Road Cycleway	786
Total	47,733

Note 23 Property, Plant and Equipment (PPE)

The definition of property, plant and equipment covers all assets with physical substance that are held for use in the production or supply of goods and services, for rental to others, or for administrative purposes, and expected to be used during more than one period. Service potential is of primary interest when managing public sector assets because the purpose of acquiring and holding assets within the public sector is to enable the delivery of services.

2021/22	Land and Buildings	Surplus Assets	Vehicles, Plant, Furniture and Equipment	Infrastructure Assets	Community Assets	Assets Under Construction	TOTAL
	£000	£000	£000	£000	£000	£000	£000
Cost or Valuation							
At 01APR-2021	195,804	47,374	38,849	227,342	8,284	8,266	525,918
Additions	17,586	785	1,367	8,164	125	8,074	36,100
Donations	499	55	0	994	0	0	1,548
Revaluation increases/decreases to Revaluation Reserve	5,529	(1,472)	213	0	0	0	4,271
Revaluation increases/decreases to Deficit on Provision of Services	(3,437)	(1,440)	0	0	0	0	(4,877)
Derecognition - Disposals	(935)	(4,933)	(11,616)	0	0	0	(17,483)
Assets reclassified (to) Held for Sale	0	0	0	0	0	0	0
Assets reclassified (to)/from Assets – other categories	2,095	0	1,239	457	0	(2,542)	1,249
At 31-MAR-2022	217,141	40,369	30,052	236,957	8,409	13,798	546,726

2021/22	Land and Buildings	Surplus Assets	Vehicles, Plant, Furniture and Equipment	Infrastructure Assets	Community Assets	Assets Under Construction	Total
	£000	£000	£000	£000	£000	£000	£000
Accumulated Depreciation and Impairment							
At 01-APR-2021	(2,277)	(119)	(32,672)	(94,000)	0	0	(129,067)
Depreciation charge for the year	(5,448)	(87)	(1,772)	(8,245)	0	0	(15,527)
Revaluation depreciation written out to Revaluation Reserve	3,189	55	1	0	0	0	3,245
Impairment (losses)/reversals recognised in the Surplus/Deficit on the Provision of Services.	0	0	0	(522)	0	0	(522)
Impairment (losses)/reversals written out to the Revaluation Reserve	0	0	0	0	0	0	0
Revaluation depreciation written out to Provision of Services	1,242	96	0	0	0	0	1,338
Derecognition – Disposals	4	13	11,313	0	0	0	11,330
Assets reclassified (to)/from Assets Held for Sale	0	0	0	0	0	0	0
Assets reclassified (to)/from other categories	0	0	(703)	0	0	0	(739)
At 31-MAR-2022	(3,290)	(42)	(23,833)	(102,767)	0	0	(129,943)
Net Book Value At 31-MAR-2022	213,851	40,327	6,219	134,189	8,409	13,798	416,793



2020/21	Land and Buildings	Surplus Assets	Vehicles, Plant, Furniture and Equipment	Infrastructure Assets	Community Assets	Assets Under Construction	TOTAL
	£000	£000	£000	£000	£000	£000	£000
Cost or Valuation							
At 01-APR-2020	187,342	53,775	38,900	216,732	8,282	11,592	516,623
Additions	15,266	803	596	9,814	1	5,769	32,249
Donations	0	0	0	823	0	0	823
Revaluation decreases to Revaluation Reserve	(642)	(3,132)	0	0	0	0	(3,774)
Revaluation decreases to Deficit on Provision of Services	(5,041)	(1,316)	0	0	0	0	(6,357)
Derecognition - Disposals	(621)	(2,468)	(647)	(27)	0	0	(3,763)
Assets reclassified (to) Held for Sale	(462)	(288)	0	0	0	0	(750)
Assets reclassified (to)/from Assets – other categories	(38)	0	0	0	0	(9,095)	(9,133)
At 31-MAR-2021	195,804	47,374	38,849	227,342	8,283	8,266	525,918

2020/21	Land and Buildings	Surplus Assets	Vehicles, Plant, Furniture and Equipment	Infrastructure Assets	Community Assets	Assets Under Construction	Total
	£000	£000	£000	£000	£000	£000	£000
Accumulated Depreciation and Impairment							
At 01-APR-2020	(2,971)	(395)	(31,112)	(82,093)	0	0	(116,571)
Depreciation charge for the year	(5,178)	(70)	(2,197)	(8,042)	0	0	(15,487)
Depreciation written out to the Revaluation Reserve	4,032	48	0	0	0	0	4,080
Impairment (losses)/reversals recognised in the Surplus/Deficit on the Provision of Services.	0	0	0	(3,880)	0	0	(3,880)
Impairment (losses)/reversals written out to the Revaluation Reserve	0	0	0	0	0	0	0
Depreciation written out to the Deficit on Provision of Services	1,840	10	0	0	0	0	1,850
Derecognition – Disposals	0	0	637	16	0	0	653
Assets reclassified (to)/from Assets Held for Sale	0	288	0	0	0	0	288
Assets reclassified (to)/from other categories	0	0	0	0	0	0	0
At 31-MAR-2021	(2,277)	(119)	(32,672)	(93,999)	0	0	(129,067)

Net Book Value At 31-MAR-2021	193,527	47,255	6,177	133,343	8,283	8,266	396,851
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Fair Value Hierarchy

All the Council's Surplus Assets have been assessed as level 3 for valuation purposes.

Valuation Techniques Used to Determine Level 3 Fair Values for Surplus Assets

The Council's Surplus Assets are therefore categorised as Level 3 in the fair value hierarchy as the measurement technique uses significant unobservable inputs to determine the fair value measurements and there is no reasonably available information that indicates that market participants would use different assumptions.

Highest and Best Use of Surplus Assets

In estimating the fair value of the Council's surplus assets the highest and best use of the assets are considered.

Infrastructure Assets

There are currently negotiations at a national level between CIPFA, external audit firms and local authorities regarding highways assets and the reliability of totals relating to gross historical cost and accumulated depreciation due to these assets not being fully depreciated at the point of replacement. This brings some uncertainty in relation to the accuracy of the figures being reported in the tables above. Until a way forward is agreed, the figures will continue to be included in the PPE information.

Also included in the land and buildings totals are a number of leisure properties, which from 1 April 2016 were these transferred to Sport & Leisure Management (SLM) under a Service Concession Arrangement. Under this arrangement, vehicles, plant and furniture and equipment transferred to SLM and were removed from the Council's balance sheet. Land and buildings remain on the balance sheet at their current value. Details of the value of these land and building assets as at 31 March 2022 are included in the table below. All properties were revalued at the date of transfer on 1 April 2016.

	Net Book Value at 31-MAR-2022
	£000
The Manor Youth and Community Centre	1,521
Neptune Centre	7,843
Rainbow Centre	8,465
Middlesbrough Sports Village	14,881
Golf Course	800
Total	33,510

Note 24 Revaluations and Impairments of Property, Plant and Equipment (PPE)

The Council maintains a revaluation rolling programme which ensures that all Property, Plant and Equipment required to be measured at fair value are revalued at least every five years. All valuations were carried out by Align Property Partners, the Council's strategic partner. Valuations of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

The effective date of revaluation for most of the assets revalued during 2021/22 is 1 April 2021. The Council confirms, via discussion with its external valuers, that this valuation basis remains reasonable given the uncertainty around asset values as a result of Covid-19 and that these values are appropriate for use as at 31 March 2022. The significant assumptions applied in estimating fair values at this date are:

- The estimated amount for which a property should exchange on the date of valuation and
- The transaction is at arm's length via willing parties acting knowledgeably and prudently.

Revaluation Analysis

The table below shows the value of assets that have been revalued during 2021/22 and the value of assets that have been revalued over the last four years. The table also identifies the value of assets held at historical cost and at fair value.

	Land and Buildings	Surplus Assets	Vehicles, Plant, Furniture & Equipment	Infrastructure Assets	Community Assets	Assets under Construction	Total PPE
	£000	£000	£000	£000	£000	£000	£000
Carried at historical cost at 31-MAR-2022	41,036	743	6,219	134,189	8,409	13,798	204,394
Valued at current value as at:							
31-MAR-2022	57,721	38,159	0	0	0	0	95,880
31-MAR-2021	27,136	668	0	0	0	0	27,804
31-MAR-2020	28,019	67	0	0	0	0	28,086
31-MAR-2019	38,191	689	0	0	0	0	38,880
31-MAR-2018	21,738	1	0	0	0	0	21,739
Total Cost or Valuation	213,841	40,327	6,219	134,189	8,409	13,798	416,783

*The historical cost for Other Land and Buildings represents acquisitions in year that have yet to be revalued and other assets that were revalued earlier than 31 March 2018 and will be revalued after the 31 March 2022.

Impairment and Revaluation Losses

The Code requires disclosure by class of assets of the amounts for impairment and Revaluation losses and reversals charged to the Surplus or Deficit on the Provision of Services and to Other Comprehensive Income and Expenditure.

These disclosures are consolidated in Notes 23 reconciling the movement over the year in Property, Plant and Equipment balances.

During 2021/22 the Council has recognised a net downward revaluation of £146,938. The higher value downward revaluations are:

- Downward revaluation of Middlesbrough Sports Village of £4.220 million due to a change in BCIS rates and the level of depreciation passed since the previous revaluation
- Downward revaluation of the Neptune Centre of £1.081 million due to a change in BCIS rates
- Downward revaluation of Beech Grove Primary School of £0.764 million due to the level of depreciation and a change of BCIS rates
- Downward revaluation of Priory Woods School of £1.420 million due to a change of BCIS rates
- Downward revaluation of Nunthorpe Grange Farm Land of £5.774 million due to a change in the number of properties proposed to be built at the location
- Downward revaluation of Former Natures World of £0.524 million due to a change in the area of land on the site
- Downward revaluation of Land at Stainsby North of £1.939 million due to residential development potential being removed from the site

The Transporter Bridge was classed as non-operational at the start of 2020/21. Work is ongoing regarding the future purpose of the asset, as to whether it will remain non-operational or repairs will be carried out over a period of time to bring it back into operation. Due to this and the future programme of works, the asset was reclassified to Infrastructure assets and any assets relating to the Bridge were impaired down to nil in 2020/21 and 2021/22

Note 25 Heritage Assets

Heritage assets are tangible assets with historical, artistic, scientific, technological, geophysical or environmental qualities that are held and maintained principally for their contribution to knowledge and culture.

The collections are managed by Museum curators in accordance with policies as detailed in the Museum's Collection Management Plan.

An analysis of the current Heritage Asset valuation held by the Council is set out below:

	Ceramic	Art	Natural World	Other Cultural Interests	Total
	£000	£000	£000	£000	Total
Balance at start of the year	3,363	12,302	9,012	7,766	32,443
Additions:					
Purchases	0	83	0	0	83
Donated	0	0	0	0	0
Disposals	0	0	0	0	0
Net gains/(losses) from fair value adjustments	0	0	0	0	0
transfers:					0
(To)/From Other asset classes	0	0	0	0	0
Other Changes	0	0	0	0	0
Balance at the end of the year	3,363	12,385	9,012	7,766	32,526

Valuation Methods

The Council's Fine Art collection held at Mima has been valued by Christies in 2021. Ceramics held at Mima have been valued by MAAK in 2021 and Jewellery by Galerie Ra (a Dutch gallery) were revalued in 2019. The William Kelly book collection was valued by Sothebys. The remainder of the Heritage Asset collection has been valued using Insurance valuation on the advice of the Council's curators.

Work has commenced on a proposed revaluation programme for the Dorman Museum which will be completed by individual Collection type held within the Museum. It is anticipated that the first revaluation will be received in 2022/23.

The additional spend of £0.083 million in 2021-22 relates to Art works commissioned in year.

Museums' Collections

Ceramics, Porcelains and Figurines

The Council's British Ceramic Art collection is a growing collection and currently contains around 250 items.

Fine Art Collection

The Fine Art collection includes over 1,000 works drawn together from the Middlesbrough Art Gallery and Cleveland Gallery.

The Natural World Collection

The extensive natural science collections number approximately 250,000 specimens covering geology, vertebrate zoology, invertebrate zoology and botany.

Other Heritage Assets

Other Cultural Interests

Items classified under this heading include the Bottle of Notes, statues and memorials including the Brian Clough statue, the William Kelly book collection and various medals and memorabilia at the Captain Cook Museum.

Note 26 Investment Properties

Investment Properties are properties (land, buildings or part thereof) held solely to earn rentals or for capital appreciation or both. If earning rental income was an outcome of a regeneration policy or to fund facilities to attract public and businesses in to the town, the properties concerned should be accounted for as Property, Plant and Equipment.

2020/21		2021/22
£000		£000
15,904	Balance at start of the year	25,536
	Additions	
456	Purchases	1,211
1	Donated	0
0	Disposals	(400)
41	Net gains/(losses) from fair value adjustments	459
	Transfers	
9,134	(To)/From Property, Plant and Equipment	0
25,536	Balance at end of the year	26,806

There are currently 18 assets in total under this classification, which have all been revalued during the 2021/22 financial year due to them being held at fair/market value.

Fair Value Hierarchy

All the Council's investment portfolio has been assessed as level 3 for valuation purposes.

Valuation Techniques Used to Determine Level 3 Fair Values for Investment Properties

The Council's Investment assets are therefore categorised as Level 3 in the fair value hierarchy as the measurement technique uses significant unobservable inputs to determine the fair value measurements and there is no reasonably available information that indicates that market participants would use different assumptions.

Highest and Best Use of Investment Properties

In estimating the fair value of the Council's investment properties, the highest and best use of the properties is considered.

Rental income from Investment Properties and any associated operating expenses are included in the Financing and Investment Activities line in the Comprehensive Income and Expenditure Statement. Details are set out below.

2020/21		2021/22
£000		£000
(1,284)	Rental Income from Investment Property	(2,752)
	Direct operating expenses arising from Investment Property	535
(1,284)	Net Gain	(2,217)

There are no restrictions on the Council's ability to realise the value inherent in its investment properties or on the Council's right to the remittance of income and the proceeds of disposal. The Council has no contractual obligations to purchase, construct or develop investment property or repairs, maintenance or enhancement.

Note 27 Intangible Assets

The Council's Intangible Assets consist wholly of purchased IT licenses and software. A breakdown of The movement on Intangible Asset balances during the year is as follows:

31-MAR-2021		31-MAR-2022
£000		£000
	Balance at Start of Year	
12,971	Gross Book Value at 31 March	14,022
1,050	Additions	1,374
0	Disposals	(2,089)
0	Regroups or Transfers	(1,249)
14,022	Gross Book Value at 31 March	12,058
(9,989)	Accumulated Amortisation at 31 March	(12,148)
(2,159)	Amortisation in Year	(1,272)
0	Amortisation Written Out on Disposal	2,089
0	Amortisation Written Out on Regroups or Transfers	713
(12,148)	Accumulated Amortisation at 31 March	(10,618)
1,873	Net Book Value at 31 March	1,439

Note 28 Assets Held for Sale

If an asset is 'held for sale', the economic benefits of that asset are obtained through its sale rather than through its continuous use by the Council. Such assets cease to be depreciated in financial value, as they are no longer consumed through service provision.

There was one disposal in 2021-22, Land at Former Brackenhoe which was the remaining 50% payment due following the initial 50% payment made in 2020-21

The Council currently has one Asset Held for Sale, Land to the rear of the Gables Public House.

31-MAR-2021		31-MAR-2022
£000		£000
	Short Term Assets Held for Sale	
5,476	Balance outstanding at start of year	2,297
0	Transferred between Long-Term and Current Assets Held for Sale	0
	Assets newly classified as held for sale	
462	Transferred from Property, Plant and Equipment	0
0	Additions	0
(226)	Revaluation losses	0
	Assets declassified as held for sale:	
(3,415)	Assets sold	(2,172)
0	Transferred to Property, Plant and Equipment	0
2,297	Balance outstanding at year end	125

Note 29 Financial Instruments

Financial Instruments are any contract that gives rise to a financial asset in one organisation and a financial liability of another. This covers – investments, cash, debtors, creditors, loans, finance leases, derivatives and guarantees. These are recognised on the Balance Sheet when the Council becomes party to the contractual provisions of the financial instrument. They are classified based on the business model for holding the instrument and its expected cash flow characteristics.

Financial instruments classified at amortised cost are carried in the Balance Sheet at their amortised cost. Their fair values disclosed below have been estimated by calculating the net present value of the remaining contractual cash flows at 31 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 March.
- The fair values of financial guarantees have been estimated based on the likelihood of the guarantees being called and the likely payments to be made.
- 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.

The fair value of a financial instrument is the price that would be received when selling an asset, or the price that would be paid when transferring a liability, to another market participant in an arms'-length transaction. Where liabilities are held as an asset by another party, such as the council's borrowing, the fair value is estimated from the holder's perspective.

Financial Liabilities: These are initially measured at fair value and are then subsequently valued at amortised cost. For the Council's borrowing (Public Works Loan Board, Lender Option Borrower Option and market loans), this means the amounts held in the accounts are based on the outstanding principal plus any accrued interest.

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

Financial Assets: These again are initially measured at fair value and represent loans and loan type amounts where payments of principal and interest take place on set dates and to particular amounts.

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

Two categories of financial asset recently introduced under IFRS9 are fair value through other comprehensive income and expenditure (FVOCI) and fair value through profit and loss (FVPL). These assets are carried at fair value in the balance sheet. FVOCI has a specific restriction meaning that any gains or losses can be reversed through statute, whereas FVPL gains and losses are true charges to the Council's general fund.

All the Council's financial assets, except the long-term investments in Teesside Airport and Suez recycling and recovery, are held at amortised cost. The Council has elected to hold the two long-term investments at FVOCI given the risk of losses on these holdings having a negative effect on the Council's financial position.

Financial Instruments: Balances

The investments and borrowings disclosed in the Balance Sheet consist of the following categories:

Long Term			Short Term	
As at 31-MAR- 2021	As at 31-MAR- 2022		As at 31-MAR-2021	As at 31-MAR- 2022
£000	£000		£000	£000
		Financial Assets – Loans and Receivables		
		Held at amortised cost (unless indicated)		
309	309	Long Term Investments (FVOCI)	0	0
0	0	Short Term Investments	0	10,000
0	0	Cash and Cash Equivalents	24,810	24,622
309	309	Total Investments	24,810	34,622
		Held as Debtors – amortised cost		
9,860	12,783	Long Term Debtors	0	0
0	0	Short Term Debtors	7,254	3,357
9,860	12,783	Total Debtors	7,254	3,357
10,169	13,092	Total Financial Assets	32,064	37,979
		Financial Liabilities – at Amortised Cost		
		Held as Borrowings		
(186,667)	(185,624)	Long Term Borrowing	0	0
0	0	Short Term Borrowing	(32,089)	(22,648)
(186,667)	(185,624)	Total Borrowings	(32,089)	(22,648)
		Held as Other Payables		
0	0	Short Term Creditors	(10,549)	(9,244)
(1,450)	(1,297)	Long Term Creditors	0	0
(1,450)	(1,297)	Total Held as Other Payables	(10,549)	(9,244)
(188,117)	(186,921)	Total Financial Liabilities – at Amortised Cost	(42,638)	(31,892)

Note 30 Financial Instruments: Fair Value and Risks

Fair Value of Assets and Liabilities

Financial Instruments are carried in the Balance Sheet at amortised cost except for Long Term Investments. Their fair value has been assessed by calculating the present value of the cash flows that will take place over the remaining term of the instruments contractual life using the following assumptions:

- Where the instrument will mature in the next 12 months, the carrying amounts are assumed to be a good reflection of fair value;
- The fair value of PWLB and market loans have been calculated by reference to the 'premature repayment' set of rates as at 31 March 2022;
- The fair value of trade payables and other receivables is taken to be the invoiced or billed amount; and
- The carrying amounts of all other instruments are taken to be a reasonable approximation of fair value.

Fair values can be analysed by their level in the fair value hierarchy or how reliable their basis of calculation is:

- 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 that are observable for the asset or liability, other than quoted prices, 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

All Middlesbrough financial instruments; assets and liabilities are rated as level two in the fair value hierarchy. The fair value of borrowings is calculated by ascertaining a fair value from the market price. The calculation applies a discounted cash flow using the rate of the asset and applies it over its life. For investments, debtors and creditors their transaction price is the best proxy for their fair value.

The fair values of the Council's financial instruments are as follows. These are higher than their carrying amounts due to the low value of the bank base rate currently:

2020/21			2021/22	
Carrying Amount	Fair Value		Carrying Amount	Fair Value
£000	£000		£000	£000
		Financial Assets – Loans and Receivables		
25,119	25,119	Held as Investments	34,930	34,931
17,114	17,114	Held as Debtors	16,141	16,141
42,233	42,233	Financial Assets – Loans and Receivables	51,072	51,072
		Financial Liabilities – at Amortised Cost		
(218,756)	(266,812)	Held as Borrowings	(208,272)	(241,002)
(11,999)	(11,999)	Held as Creditors	(9,244)	(9,244)
(229,305)	(277,361)	Financial Liabilities – at Amortised Cost	(217,516)	(250,246)

Financial Instruments: Risks

The fair value of the financial liabilities held at amortised cost above is higher than their balance sheet carrying amount because the Council's portfolio of loans include a number of loans where the interest rate payable is higher than the current rates available for similar loans at the balance sheet date.

Nature and Extent of Risks Arising from Financial Instruments

The Council's activities expose it to a variety of financial risks by holding these instruments:

- Credit risk - the possibility that the counterparty to a financial instrument will fail to meet its contractual obligations, causing a monetary loss to the Council.
- Liquidity risk - the possibility that the Council might not have the cash available to make contracted payments to lenders, suppliers and staff on time.
- Market risk - the possibility that an unplanned financial loss will materialise due to changes in market variables such as interest rates on equity prices.
- Re-Financing Risk – The possibility that maturing amounts cannot be refinanced in interest terms that reflect the provisions made by the organisation.

Overall Procedures for Managing Risk

The Council's overall risk management process focuses on the unpredictability of financial markets, and is structured to implement suitable controls to minimise these risks. The procedures for risk management are set out through a legal framework in the Local Government Act 2003 and associated regulations. These require the Council to comply with the CIPFA Prudential Code on Capital Finance, the CIPFA Code of Practice on Treasury Management in the Public Services and Investment Guidance issued through the Act. Overall, these procedures require the Council to manage risk in the following ways:

- by formally adopting the requirements of the CIPFA Treasury Management Code of Practice.
- by approving annually in advance prudential and treasury indicators for the following three years limiting:
 - The Council's overall borrowing levels and a legal limit.
 - Its maximum and minimum exposures to fixed and variable rates.

- Its maximum and minimum exposures to the maturity structure of its debt.
- Its maximum annual exposures to investments maturing beyond a year.

These are required to be reported and approved at the Council's annual budget setting report or before the start of the year to which they relate. The items above reported with the Capital Strategy Report which outlines the detailed approach to managing risk in relation to the Council's financial instrument exposure. Actual performance is also reported after each year, as is a mid-year update.

The Capital Strategy Report, which incorporates the prudential indicator amounts was approved by the Council on 24 February 2021 and is available on the Council's website. The key issues within the strategy were:

- The Authorised Limit for 2021/22 was set at £315 million. This is the maximum legal limit of external borrowings or other long-term liabilities.
- The Operational Boundary was expected to be £285 million. This is the expected maximum level of debt and other long-term liabilities during the year.
- The maximum amounts of fixed and variable interest rate exposure were set at 100% and 25%, respectively, based on the Council's net debt.

These policies were implemented by the Council's accountancy team and at no point during the 2021/22 financial year were any of these key indicators breached. The Council also maintains written principles for overall risk management, as well as written policies (Treasury Management Practices – TMPs) covering specific areas, such as interest rate risk, credit risk, and the investment of surplus cash. These TMPs are a requirement of the Treasury Management Code of Practice and were also updated on 4 March 2019. No changes have been made since.

Credit Risk

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

This risk is minimised through the Capital Strategy Report, which requires that deposits are not made with banks and financial institutions unless they meet minimum credit criteria, as laid down by Fitch and Moody's Ratings Services. The Capital Strategy Report also considers maximum amounts and time limits in respect of each financial institution. Deposits are not made with banks and financial institutions unless they meet the minimum requirements of the investment criteria outlined above. Details of the Treasury Management Strategy can be found on the Council's website.

The Council's maximum exposure to credit risk in relation to its deposits with banks and building societies of £17.50 million cannot be assessed generally, as the risk of any institution failing to make interest payments or repay the principal sum will be specific to each individual institution.

Recent experience has shown that it is rare for such entities to be unable to meet their commitments. A risk of non-recovery applies to all of the Council's deposits.

No credit limits were exceeded during the period and the Council does not expect any losses from non-performance by any of its counterparties in relation to deposits and bonds. The table below summarises the credit risk exposures of the Council's treasury investment portfolio by credit rating and remaining time to maturity:

	2020/21		2021/22	
	Long Term	Short Term	Long Term	Short Term
Credit Rating	£000	£000	£000	£000
AA	0	5,000		5,000
AA-	0	0		10,000
A+	0	17,000	0	17,500
Total	0	22,000	0	32,500
Credit Risk not applicable	309	0	309	0
Total Investments	309	22,000	309	32,500

Loss allowances on treasury investments are normally calculated by reference to historic default data published by credit rating agencies and adjusted for current economic conditions. A two-year delay in cash flows is assumed to arise in the event of a default. Investments are determined to have suffered a significant increase in credit risk where they have been downgraded by three or more credit rating grades or equivalent since initial recognition, unless they retail an investment grade credit rating. They are determined to be credit impaired when awarded a "D" credit rating or below. At 31 March 2022, none of the Council's investments are captured by this and therefore it is felt that the most likely loss allowances applicable is nil.

In addition, the Council does not generally allow credit for customers. However, £7.051 million invoiced debtors balance is past its due date for payment relating principally to the Council's Public Health responsibilities. The Council maintains a bad debt provision to offset any collection losses. The past due amount can be analysed by age as follows:

2020/21		2021/22
£000		£000
9,040	Less than 3 months	4,053
1,486	Between 3 to 6 months	464
884	Between 6 months to 1 year	688
1,826	More than 1 year	1,846
13,236	TOTAL	7,051

Collateral - The Council initiates a legal charge on property where, for instance, Adult Social Care service users require residential care but cannot afford to pay immediately. The total collateral as at 31 March 2022 was £0.76 million. (31 March 2021 - £0.5 million).

Liquidity Risk

The Council has ready access to borrowings from the money markets and the Public Works Loans Board. There is no significant risk that it will be unable to raise finance to meet its commitments. Instead, the risk is that the Council will be bound to replenish a significant proportion of its borrowing at a time of unfavourable interest rates. The Council sets limits on the proportion of its fixed rate borrowing during specified periods.

The maturity analysis of financial liabilities is as follows:

2020/21		2021/22
£000		£000
(32,245)	Less than 1 Year	(22,648)
(17,222)	Between 1 – 2 Years	(21,802)
(27,548)	Between 2 – 5 Years	(29,638)
(43,296)	Between 5 – 10 Years	(37,226)
(16,398)	Between 10 – 15 Years	(14,244)
(16,122)	Between 15 – 20 Years	(16,973)
(3,684)	Between 20 – 25 Years	(3,984)
(3,707)	Between 25 – 30 Years	(3,845)
(18,578)	Between 30 – 35 Years	(17,936)
(19,956)	Between 35 – 40 Years	(24,974)
(20,000)	More than 40 Years	(15,000)
(218,756)	TOTAL	(208,271)

All trade and other payables are due to be paid in less than one year.

Re-financing Risk

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

The approved treasury indicator limits for the maturity structure of debt and the limits placed on investments

made for greater than one year in duration are the key parameters used to address this risk. The Council's approved treasury and investment strategies address the main risks and the Central Finance team address the operational risks within the approved parameters.

Market Risk

Market Risk - Interest Rate Risk

In the current financial climate there is a low interest rate risk to the Council. All longer term borrowing is held at fixed rate and any risk of further reductions in rates receivable is insignificant given the current low base. Borrowings and Investments are not carried at fair value in the financial statements, so nominal gains and losses on fixed rate borrowings would not impact on the Surplus or Deficit on the Provision of Services or Other Comprehensive Income and Expenditure Statement.

The Council aims to keep a maximum of 25% of its borrowings in variable rate loans. During periods of falling interest rates and where economic circumstances make it favourable, fixed rate loans will be repaid early to limit exposure to losses. Although there is continued uncertainty in relation to how the Brexit deal will develop for the Country, and this may influence interest rates in both a positive and negative way, the low exposure to variable rate financial instruments means that the financial impact of any future decisions in this area are likely to have minimal impact on both the debt and investment portfolios.

Market Risk - Price Risk

The Council does not invest in equity shares and therefore has no exposure to losses arising from movements in share prices.

Market Risk - Foreign Exchange Risk

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

Note 31 Financial Instruments: Income and Expenditure

Amounts recognised in the Comprehensive Income and Expenditure Statement in relation to financial instruments are made up as follows:

2020/21			2021/22	
Financial Assets	Financial Liabilities		Financial Assets	Financial Liabilities
£000	£000		£000	£000
		Income		
(273)	0	Interest Income	(363)	0
		Expenditure		
	6,473	Interest Expense		6,843
	18	Fee Expense		3
	6,491	Total Expenditure		6,846
	6,218	Net Expenditure for the year		6,483

Note 32 Debtors

31-MAR-2021		31-MAR-2022
£000		£000
	Short Term Debtors	
13,909	Central Government Bodies	7,818
7,301	Other Local Authorities	9,182
1,198	NHS Bodies	2,267
59,043	Other entities and individuals	64,811
(33,480)	Bad Debt Provision	(34,133)
47,971	Total	49,945
	Long Term Debtors	
5,608	Cleveland Mall – Holiday Inn	5,515
305	Other Long Term Debtors	169
3,552	The Welding Institute	3,119
395	Middlesbrough Development Company	3,980
9,860	Total	12,783

Note 33 Inventories

2021/22 Financial Year	1 April 2021	Purchases	Expense in the year	Written off	31-MAR-2022
	£000	£000	£000	£000	£000
Stocks	2,313	7,384	(7,069)	0	2,628

2020/21 Financial Year	1 April 2020	Purchases	Expense in the year	Written off	31-MAR-2021
	£000	£000	£000	£000	£000
Stocks	2,425	3,947	(4,059)	0	2,313

Note 34 Cash and Cash Equivalents

31-MAR-2021		31-MAR-2022
£000		£000
53	Cash held by the Council	45
2,257	Bank current accounts	2,077
22,500	Short-term cash deposits	22,500
24,810	Total	24,622

Note 35 Short Term Creditors

31-MAR-2021		31-MAR-2022
£000		£000
(22,284)	Central Government Bodies	(29,797)
(2,636)	Other Local Authorities	(650)
(1,709)	NHS Bodies	(226)
(31,676)	Other Entities and individuals	(38,970)
(58,305)	Total	(69,643)

The increase in short-term creditors relates to amounts owed to central government, mainly in relation to a significant sum of £10m repayable in relation to Covid-19 business support schemes that ended during October 2021. Ongoing reconciliations and data is being provided by the Council to finalise the amounts owed based on the original grants provided.

Note 36 Provisions

A provision is recognised in the accounts where the Council has a legal or constructive obligation arising from a past event and a reliable estimate can be made of the amount of the obligation if not the timing of when the Council will have to settle the obligation.

Current Provisions	Balance at 01-APR-2021	Additional Amount in year	Amounts used in year	Balance at 31-MAR-2022
	£000	£000	£000	£000
Business Rates Appeals	(2,219)	(6,917)	7,382	(1,754)
Early Retirement / Voluntary Redundancy	(187)	0	187	0
Captain Cook Precinct Service Charge Provision	(149)	(18)	0	(167)
Total	(2,556)	(6,935)	7,569	(1,921)

Note 37 Usable Reserves

Usable Reserves are those reserves that can be used to fund future expenditure or reduce local taxation. Further details on the use of the reserves below can be found in the Movement in Reserves Statement.

31-MAR-2021		31-MAR-2022
£000		£000
(4,805)	Capital Grants Unapplied Reserve	(25,112)
(3,125)	Capital Contributions Unapplied Reserve	(6,303)
5	Capital Receipts Reserve	0
(10,500)	Uncommitted General Fund	(11,183)
(51)	Direct Revenue Funding Unapplied	(23)
(38,294)	Earmarked Reserves	(37,625)
(56,770)	Total	(80,246)

The increase in usable reserves is predominantly due to the increase in Capital Grant Funding disclosed in Note 12, which has met all conditions and will be carried forward to finance capital expenditure in 2022-23.

The purpose of each Reserve is as follows:

Capital Grants and Contributions Unapplied Reserves

These reserves hold amounts from Capital Grants and Contributions that have been recognised in the Comprehensive Income and Expenditure Statement in line with the accounting code of practice, but for which the associated capital expenditure has not yet been incurred.

Capital Receipts Reserve

This reserve holds amounts received from the disposal of assets and is only available to fund future capital projects.

General Fund

The accumulated credit balance on the general fund is the excess of income over expenditure in the revenue account after adjusting for movements to and from reserves and other non-cash items. This balance is held as a cushion against future unforeseen and unbudgeted expenditure.

Earmarked Reserves

Funding received in previous financial years and classified as income in regard to the terms and conditions of the grant awarded. This income is rolled forward in reserves to meet the future commitments under the grant. Details of the balances on individual earmarked reserves is contained in [note 7](#).

Note 38 Unusable Reserves

Unusable Reserves are those reserves held by the Council that cannot be utilised to provide services. This includes reserves that hold unrealised gains and losses and adjustment accounts which deal with situations where income and expenditure are recognised statutorily against the General Fund balance on a different basis from that expected by accounting standards as adopted by the Code.

31-MAR-2021		31-MAR-2022
£000		£000
(84,938)	Revaluation Reserve	(86,405)
(138,633)	Capital Adjustment Account	(141,863)
308,117	Pensions Reserve (See Note 39)	232,348
13,159	Collection Fund Adjustment Account	6,981
695	Accumulating Compensated Absences Adjustment Account	943
3,292	Dedicated Schools Grants Adjustment Account	3,756
101,692	Total Unusable Reserves	15,760

A description of each type of reserve is set out below:

Revaluation Reserve

The Revaluation Reserve contains the accumulated net gains made by the Council arising from increases in the value of its Property, Plant and Equipment. The reserve only contains revaluation gains accumulated since 1 April 2007, the date when the Revaluation Reserve was constituted. Accumulated gains and losses accumulated before that date are consolidated into the Capital Adjustment Account. Amounts contained within this reserve will only become available to provide services (or limit resources in the case of losses) once the gains/losses are realised as the assets are disposed of.

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 and 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 amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement.

The Account also contains accumulated gains and losses on Investment Property and gains recognised on donated assets as well as revaluation gains accumulated on Property, Plant and Equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains.

Pensions Reserve

This reserve is used to reconcile the payments made for the year to various statutory pension schemes and the net change in the Council's recognised liability under IAS19 – Employee Benefits, for the same period.

Collection Fund Adjustment Account

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

Accumulated Compensated Absences Adjustment Account

The Accumulated Compensated Absences Adjustment Account reflects the value of compensated absences (employees time off with pay for holidays) earned but not taken in the year.

Dedicated Schools Grants Adjustment Account

From November 2020 The Local Authorities (Capital Finance and Accounting) Regulations (the 2003 Regulations) established new accounting practices in relation to the treatment of local authorities' schools budget deficits such that, where a local authority has a deficit on its schools budget relating to its accounts for a financial year beginning on 1 April 2020, 1 April 2021 or 1 April 2022, it must not charge the amount of that deficit to a revenue account. The local authority must record any such deficit in a separate account established solely for the purpose of recording deficits relating to its school's budget. The CIPFA local authority accounting code has determined this as the 'Dedicated Schools Grant Adjustment Account'. The new accounting practice has the effect of separating schools budget deficits for a period of three financial years.

Movement in Unusable Reserves Statement 2021/22

Movement in Reserves Statement	Revaluati on Reserve	Capital Adj Account	Deferred Capital Receipts Reserve	Dedicated Schools Grants Adj Account	Pensions Reserve	Collection Fund Adjustment Account	Accumulated Compensation Absences Adjustment Account	Total Unusable Reserves
	£000	£000	£000		£000	£000	£000	£000
Balance at 01-APR-2021	(84,938)	(138,633)	0	3,292	308,118	13,159	695	101,694
Allocated from Other Comprehensive Income and Expenditure	(7,516)	0	0	0	(107,236)	0	0	(114,752)
Transfers to/(from) Usable Reserves (Note 6)	6,048	(3,230)	0	464	31,466	(6,178)	248	28,818
Difference between fair value and historical cost depreciation	0	0	0	0	0	0	0	0
Accumulated Revalued Amount on assets sold or scrapped	0	0	0	0	0	0	0	0
Balance at 31-MAR-2022	(86,405)	(141,863)	0	3,756	232,348	6,981	943	15,760

Movement in Unusable Reserves Statement 2020/21

Movement in Reserves Statement	Revaluation Reserve	Capital Adj Account	Deferred Capital Receipts Reserve	Dedicated Schools Grants Adj Account	Pensions Reserve	Collection Fund Adjustment Account	Accumulated Compensation Absences Adjustment Account	Total Unusable Reserves
	£000	£000	£000		£000	£000	£000	£000
Balance at 01-APR-2020	(85,357)	(145,334)	0	0	283,561	(483)	896	53,283
Transfer to unusable reserves				2,783				2,783
Allocated from Other Comprehensive Income and Expenditure	(4,807)	0	0	0	4,317	0	0	(490)
Transfers to/(from) Usable Reserves (Note 6)	0	11,927	0	509	20,239	13,642	(201)	46,116
Difference between fair value and historical cost depreciation	1,314	(1,314)	0	0	0	0	0	0
Accumulated Revalued Amount on assets sold or scrapped	3,912	(3,912)	0	0	0	0	0	0
Balance at 31-MAR-2021	(84,938)	(138,633)	0	3,292	308,117	13,159	695	101,692

Note 39 Pension Schemes Accounted for as Defined Benefit Scheme

The Local Government Pension Scheme is accounted for as a defined benefit scheme. As part of the terms and conditions of employment of its staff, 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 need to be disclosed at the time that employees earn their future entitlement.

Funded Benefits

The funded benefits are those payable by the Fund in accordance with the Local Government Pension Scheme Regulations 2013 and the Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulation 2014.

Unfunded Benefits

The unfunded benefits are pensions arising from additional service awarded on a discretionary basis e.g. Compensatory Added Years ("CAY") pensions that have not previously been 'converted' to funded benefits under Regulation 13A of the Local Government Pension Scheme (Benefits, Membership and Contributions) Regulations 2007. Such benefits are usually charged to the Employer as they are paid. Other unfunded benefits include gratuities and enhanced teachers' pensions recharged to the Employer, and pensions in respect of some other public sector pension schemes. This is in contrast to funded pensions, which are paid for out of the assets of the Fund, and which the Employer has responsibility for funding by paying contributions to the Fund.

Transactions relating to Post-Employment Benefits

The following transactions have been reflected in the Comprehensive Income and Expenditure Statement and the General Fund Balance via the Movement in Reserves Statement during the year, in relation to the Local Government Pension Scheme. The income, expenditure, assets and liabilities set out below includes the actuaries' assessment of the court of appeal decision to include guaranteed minimum pension and the McCloud and Sargeant judgements within the local government scheme benefits going forwards. It also includes the impact of the triennial valuation of the Teesside Pension Fund from 1 April 2019.

Comprehensive Income and Expenditure Statement

Funded 2020/21 £000	Unfunded 2020/21 £000	Comprehensive Income and Expenditure Statement	Funded 2021/22 £000	Unfunded 2021/22 £000
		Charged to the Surplus or Deficit on the Provision of Services		
		As cost of Service:		
24,035	0	Current Service cost	35,542	0
576	0	Settlements and Curtailments	276	0
5,693	605	As Financing and Investment Income and Interest on net defined benefit	6,462	267
30,304	605	Total charged to the Deficit on the Provision of Services	42,280	267
		Charged to Other Comprehensive Income and Expenditure		
5,603	(1,286)	Actuarial (Gains) / Losses	(107,235)	0
35,907	(681)	Total to the Comprehensive Income and Expenditure Statement	(64,955)	267

Movement in Reserves Statement (General Fund)

Funded 2020/21 £000	Unfunded 2020/21 £000	Movement in Reserves Statement (General Fund)	Funded 2021/22 £000	Unfunded 2021/22 £000
(30,304)	(605)	Reversal of total charged to the Deficit on the Provision of Service	(42,280)	(267)
		Actual Amount charged for pensions in the year:		
8,652	2,017	Employers contributions payable to scheme	9,054	2,027
(21,652)	1,412	Total amount included in the General Fund for the year	(33,226)	1,760

Assets and Liabilities in Relation to Post-Employment Benefits

Funded 2020/21 £000	Unfunded 2020/21 £000	Reconciliation of Liabilities	Funded 2021/22 £000	Unfunded 2021/22 £000
(912,552)	(27,305)	Opening Balance at 1 April	(1,106,855)	(24,608)
(24,035)	0	Current service cost	(35,542)	0
(20,731)	(606)	Interest cost	(23,589)	(267)
(4,485)	0	Contributions by scheme participants	(4,850)	0
(183,167)	(1,670)	Actuarial Gains/(Losses) for changes in financial assumptions	20,880	0
0	0	Actuarial Gains/(Losses) for changes in Demographic assumptions	6,454	0
10,799	2,964	Actuarial Gains/(Losses) Other Experience	(4,666)	0
27,892	2,017	Benefits paid	29,550	2,027
(576)	0	Past service curtailments	(276)	0
(1,106,855)	(24,608)	Closing Balance at 31 March	(1,118,894)	(22,848)

Reconciliation of Fair Value of Scheme Assets

Funded 2020/21	Unfunded 2020/21	Reconciliation of Fair Value of Scheme Assets	Funded 2021/22	Unfunded 2021/22
£000	£000		£000	£000
656,297	0	Opening Balance at 1 April	823,345	0
15,038	0	Expected return on plan assets	17,127	0
166,765	0	Actuarial Gains/(Losses)	84,568	0
8,652	2,017	Employer contributions	9,054	2,027
4,485	0	Contributions by scheme participants	4,850	0
(27,892)	(2,017)	Benefits paid	(29,550)	(2,027)
823,345	0	Closing Balance at 31 March	909,394	0

The expected return on scheme assets is determined by considering the expected returns available on the assets underlying the current investment policy. Expected yields on fixed interest investments are based on gross redemption yields as at the Balance Sheet date. Expected returns on equity investments reflect long-term real rates of return experienced in the respective markets.

Scheme History	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022
	£000	£000	£000	£000	£000	£000
Present value of liabilities	(895,644)	(918,758)	(964,345)	(939,858)	(1,131,463)	(1,141,742)
Fair value of assets	704,295	718,360	764,970	656,297	823,345	909,394
Scheme Deficit	(191,349)	(200,398)	(199,375)	(283,561)	(308,118)	(232,348)

The scheme deficit shown above includes £22.848 million in respect of unfunded defined benefit obligations (2020/21 £24.608 million).

The liabilities show the underlying commitments that the Council has in the long term to pay retirement benefits. The net liability has a sustained impact on the net worth of the Council as recorded in the balance sheet. However, statutory arrangements for funding the deficit mean that the financial position of the Council remains healthy because:

- the deficit on the scheme will be made good by increased contributions over the remaining working life of employees (i.e. before payments fall due), as assessed by the Scheme actuary.
- finance is only required to be raised to cover discretionary benefits when the pensions are actually paid.

The total contributions expected to be made to the Local Government Pension Scheme by the Council in the year to 31 March 2023 is £8.375 million.

Independent Actuary and Latest Valuation

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 Discretionary Benefits Liabilities have been assessed by Hymans Robertson, an independent firm of actuaries, estimates for the Teesside Pension Fund being based on latest full valuation of the scheme as at 31 March 2019 with these values rolled forward to 31 March 2021. The calculations have also been done over the duration of the Scheme - which has been forecast at 19.8 years.

The principal assumptions used by the actuary have been:

	2020/21	2021/22
Mortality Assumptions		
Longevity at 65 for current pensioners		
• Men	21.90	21.7
• Women	23.60	23.5
Longevity at 65 for future pensioners		
* Men	23.30	22.9
* Women	25.40	25.3
Other Assumptions		
Medium Weighted Average		
Rate of Inflation (RPI)	N/A	3.65%
Rate of Inflation (CPI)	2.70%	3.20%
Rate of increase in salaries	3.70%	4.20%
Rate of increase in pensions	2.70%	3.20%
Rate of discounting scheme liabilities	2.10%	2.70%
Take up of option to convert annual pension into retirement lump sum	80.00%	80.00%

The LGPS's assets consist of the following categories, by proportion of the total assets held:

	2020/21	2021/22
Equity Investments	79.80%	68.0%
Gilts	0.0%	5.00%
Other Bonds	0.0%	3.00%
Property	7.50%	8.00%
Cash / Liquidity	12.70%	16.00%
	100.0%	100.0%

Sensitivity Analysis

The approximate impact of changing the key assumptions on the present value of the funded defined benefit obligation as at 31 March 2022 and the projected service cost is set out below, sensitivity on unfunded benefits have not been included on materiality grounds:

Change in assumptions at 31-MAR-2022	Approximate % increase to Employer Liability	Approximate monetary amount (£000)
0.1% decrease in Real Discount Rate	2.00%	19,849
1 year increase in member life expectancy	4.00%	45,670
0.1% increase in Salary Increase Rate	0.00%	2,186
0.1% increase in the Pension Increase Rate	2.00%	17,498

The principal demographic assumption is the longevity assumption (i.e. member life expectancy). For sensitivity purposes, Hymans Robertson estimate that a one-year increase in life expectancy would approximately increase the Employers Defined Benefit Obligation by around 3-5%. In practice, the actual cost of a one-year increase in life expectancy will depend on the structure of the revised assumption (i.e. if improvements to survival rate predominantly apply to younger or older ages).

In order to quantify the impact of a change in the financial assumptions used they have calculated and compared the value of the scheme liabilities at the accounting date on varying bases. The approach taken is consistent with that adopted to derive the accounting figures provided in this report, based on the profile (average member ages, retirement ages, etc.) of the Employer as at the date of the most recent valuation.

Note 40 Pensions Schemes Accounted for as Defined Contribution Scheme

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 cost by making contributions based on a percentage of members' pensionable salaries.

In 2021/22 the Council paid £3.017 million (2020/21 – £2.88 million) to Teachers' Pensions in respect of teachers' retirement benefits, representing an average of 23.68% (2020/21 – 23.68%) of pensionable pay.

A number of Public Health staff transferred to the Council from the NHS and as part of the conditions of their transfer have remained in the NHS pension scheme. The Council's contributions to the scheme in 2021/22 was £24,342 (2020/21 £32,518), this represents 13.24% (2020/21 14.39%) of pensionable pay.

Note 41 Leases – Council as Lessor

Operating Leases

The Council leases out property and equipment under operating leases for the following purposes:

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

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

31-MAR-2021		31-MAR-2022
£000		£000
1,408	No Later than 1 year	6,573
3,798	Later than 1 year and not later than 5 years	14,069
20,343	Later than 5 years	29,815
25,550	Total	50,457

The amount at 31 March 2022 has increased significantly due to the additional income received from Captain Cook Square, Cleveland Centre and Tees Advanced Manufacturing Park which were not included in 20/21.

Finance Leases

The Council acted as a facilitator for the relocation of The Welding Institute (TWI) to the Tees Advanced Manufacturing Park in 2017. This was consistent with the Council's priority in economic growth. The lease between the Council and TWI allows the lessee to purchase the property for a nominal amount after 13 years. Also the lease rental payments cover the net council investment in the site & building over the lease period.

As the risks and rewards of the lease reside with TWI, the asset is not included within the Council's Property, Plant and Equipment valuation. A long-term debtor has instead been included in the balance sheet to reflect the investment by the Council and this will be repaid over the life of the remaining lease.

The future minimum lease payments receivable through the finance lease are detailed below:

31-MAR-2021		31-MAR-2021
£000		£000
464	No later the 1 year	464
1,856	Between 1 year and 5 years	1,832
1,660	Later than 5 years	1,411
3,980	Total	3,707

Note 42 Leases – Council as Lessee

Operating Leases

The Council has entered into operating leases for the use of land and buildings, with lives ranging from 10 to 35 years. The future minimum lease payments due under non-cancellable leases in future years are:

31-MAR-2021		31-MAR-2022
£000		£000
407	No Later than 1 year	616
1,325	Later than 1 year and not later than 5 years	1,832
454	Later than 5 years	715
2,186	Total	3,163

Finance Leases

Centre Square Buildings

The Council as part of its regeneration and town centre growth plans has entered into two finance lease contracts for the provision of high quality office accommodation. Buildings 1 & 2 Centre Square, adjacent to the Council's municipal buildings, were completed during September 2020. The properties were built with third-party finance and the leases entered into on the buildings are for a 35-year term with rentals paid on a quarterly basis to CBRE Property Management UK. The total repayment schedule for the two leases over the contract are included in the table below. Due to the interest rate implicit in the lease, most of the early year's rental payments are heavily weighted towards interest rather than principal with this position reversing in the latter years of the contract.

The total future minimum lease payments under these finance leases are given in the table below:

31-MAR-2021	Total future minimum lease payments	31-MAR-2022
£000		£000
711	Amounts due within one year	711
2,844	Amounts due between 1 to 5 years	3,555
20,239	Amounts due after 5 years	18,842
23,794	Total payments due	23,108
(11,902)	Less: Future finance charges	(11,743)
11,892	Present Value of Lease Obligations	11,365

Given that the risks and rewards of the contract sit predominantly with the Council (length of contract, option to purchase for a nominal sum at the end of the lease term etc.) the properties are held on the long-term assets side of the Balance Sheet.

As the aim of Council is to rent these premises out to tenants on shorter-term leases, the assets have been categorised as investment properties in the accounts. They have been valued at fair/market value with their valuation of £13.877 million being determined from future rentals generated. The council has now achieved the letting of all accommodation within both buildings, with the exception of the 'kiosk' unit that exists within the ground floor of Centre Square 2.



Note 43 Contingent Liabilities

At 31 March 2022, the Council had the following contingent liabilities:

Home House Guarantee

An agreement was entered into with Home House, which guaranteed an initial liability of £2.4 million. This was increased to £4.01 million in 1996/1997 as a result of further development at St Johns Gate. The assets of Home Housing are considered sufficient to meet their liabilities without calling upon the guarantee and no provision has been made in the accounts.

Deprivation of Liberty Safeguards - Confirmed

A Supreme Court case judgement has resulted in the Council potentially facing more applications to the Court of Protection regarding Deprivation of Liberty cases. Liabilities may exist which will not be confirmed until claims are made or cases settled. The Deprivation of Liberty Safeguards are due to be replaced by the Liberty Protection Safeguards; the financial ramifications remain unclear at this time.

Note 44 Contingent Assets

There were no contingent assets held by the Council at the Balance Sheet date.

Note 45 Trust Funds

The Council administers a number of Trust Funds, which are varied in nature and relate principally to legacies left by local inhabitants of the area over a number of years. Assets of the funds are invested in external marketable securities; with any cash either being invested internally at 7-day interest rates or externally in the money market. None of the funds are included in the Balance Sheet of the Council.

A summary of the Trust Funds administered by the Council is as follow:

	Cash Balance at 01-APR-2021	Income	Expenditure	Cash Balance at 31-MAR-2022	Net Worth
	£	£	£	£	£
Teesside Education Endowment	7,468	6	0	7,474	7,474
Capt J.V.Nancarrow Trust – Educational support	111,062	87	0	111,149	111,149
Middlesbrough Educational Trust	65,493	51	0	65,544	67,870
Hustler Playing Fields Trust – Sport	49,680	39	0	49,719	1,524,215
W.M.Anderton Trust – Kings Manor School and Acklam 6 th Form College	1,385	1	0	1,386	1,386
Teesside Relief in Sickness	3,956	3	0	3,959	3,959
Lady Crosswaite Bequest – support for the older people	481,631	374	(4,010)	477,995	478,000
Home Independent Trust	88,303	496	(4,605)	84,194	103,434
Wilson & Marwood Trust – support for disadvantaged people	15,109	12	0	15,121	15,549
Stewart Park Trust – Recreation	8,760	7	0	8,767	8,767
Levick Trust – accommodation for over 60's	6,149	5	0	6,154	338,689
Captain Cook Birthplace Trust	0	0	0	0	0
Dorman Museum and Art Gallery Appeal Trust	3,307	3	0	3,310	3,310
King Edward VII & Sister Purvis	25	64	0	89	89
Total	842,328	1,148	(8,615)	834,861	2,663,891

Notes Supporting the Cash Flow Statement

Note 46 Cash Flow Statement – Investing and Financing Activities

The table below shows detail of Investing Activities

2020/21 £000		2021/22 £000
(32,592)	Purchase of property, plant and equipment, investment property and intangible assets	(35,280)
22,000	Purchase of short-term and long-term investments	(10,000)
6,224	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	13,487
(4,368)	Net cash flows from investing activities	(31,793)

The table below shows detail of Financing Activities

2020/21 £000		2021/22 £000
(138)	Amounts applied to Finance Lease Repayments (Capital Element)	(154)
(15,915)	Repayments of short- and long-term borrowing	(10,485)
(16,053)	Net cash flows from financing activities	(10,639)



4. Group Accounts



Group Accounts – Introduction

The Council has only one material interest in terms of group relationships: a wholly owned subsidiary; Middlesbrough Development Company (MDC), which was formed in 2019 by the Council and is involved in housing growth within the Borough based on the Council's strategic plan.

Beyond MDC, the Council has a number of small interests in other companies (including a capital investment in a joint internal audit company – Veritau Ltd (Tees Valley) and a couple of joint ventures but given their extremely small financial input and influence, these need no further disclosure under the local authority accounting code of practice.

The Council is the only shareholder for MDC and has complete operational and financial control over the company and its activities. Board meetings of the company directors are held once a month and are supported by relevant council staff from the Regeneration and Finance directorates. Updates are taken to the Council's Executive when any significant decisions or resources are required by the company.

MDC has two large-scale housing projects underway and which are in the construction phase with the aim of being complete in late 2022 and early 2023 respectively. These two projects in total are for a combined value of £13.3 million and are being funded by a combination of both council grants and prudential borrowing. The developments will either be sold to interested parties once complete, or held for rental income purposes for a period of up to 35 years, which will repay any borrowing costs incurred by the company. MDC is also in the early stages of a project to bring derelict housing back into use in the TS1 and TS3 postcodes plus specific initiatives to resolve a number of eyesore sites within the Borough.

As at 31 March 2022, the company had been allocated £6.6m of funding with £4m issued as a commercial loan and £2.6m as Section 106 capital grant funding. The company had spent £5.9m of this on capital projects with £0.3m on general administration and was holding the remaining £0.4m in the bank as cash.

The company's financial activities have been consolidated into the Council's Group Accounts on a line-by-line basis, after first realigning accounting policies with the Council where appropriate and eliminating any relevant intra-Group transactions.

The purpose of these Group Accounts is to provide a comprehensive position for Middlesbrough Council incorporating the company, which the Council owns and has significant influence over. The Group Accounts show the full extent of the Council's assets and liabilities, providing transparency on these additional arrangements and that these are beyond the totals given in the Council's own financial statements.

The Group Accounts include the following:

- Group Comprehensive Income and Expenditure Statement, which shows the income and expenditure of the Council in line with statutory regulations, international financial reporting standards and CIPFA Accounting Code of Practice requirements.
- Group Movement in Reserves - shows the movement in the year on reserves held by the Council.
- Group Balance Sheet - reports the Council Group financial position at the year-end.
- Group Cash Flow Statement - shows the changes in cash and cash equivalents of the Group during the year.
- Notes to the Group Accounts – information provided where the balances are materially different to those in the single entity accounts or additional information is required for users of the accounts to understand the financial relationship.

The capital spend set out above plus the commercial loan have been incorporated into the group balance sheet, plus the creation of an unusable reserve for the capital grant funding which will be offset against future depreciation charges. The accumulated deficit on MDC's profit and loss account plus the grant funding reserve have been recognised as adjustments to the income and expenditure totals for the year. The group reserves have increased by £2.3m above the Councils' single entity accounts total by the incorporation of these amounts.

Group Accounts – Movement in Reserves Statement

This statement is a combination of the Council's comprehensive income and expenditure position plus the accumulated deficit on Middlesbrough Development Company's accounts as at 31 March 2022. It also incorporates an unusable reserve for capital grant funding due to difference in accounting policy between the company accounts under UK GAAP and the Council's under IFRS.

2021/22	General Fund Balance	Earmarked Revenue Reserves	Capital Receipts Reserve	Direct Revenue Funding Unapplied	Capital Grants Unapplied	Council Usable Reserves (a)	Council Unusable Reserves (b)	Share of Company Reserves (c)	Total Group Reserves (a+b+c)
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Balance at 01-APR-2021	(10,500)	(38,294)	5	(51)	(7,930)	(56,770)	101,692	(1,036)	43,886
<u>Movement in reserves during 2021/22</u>									
Total Comprehensive Income and Expenditure	5,343	0	0	0	0	5,343	(114,751)	(1,231)	(110,639)
Adjustments between accounting basis & funding basis under regulation	(5,357)	0	(5)	28	(23,485)	(28,819)	28,819	0	0
Transfers to/(from) other reserves	(669)	669	0	0	0	0	0	0	0
Net Decrease / (increase) in year	(683)	669	(5)	(28)	(23,485)	(23,476)	(85,932)	(1,231)	(110,639)
Balance at 31-MAR-2022	(11,183)	(37,625)	0	(23)	(31,415)	(80,246)	15,760	(2,267)	(66,753)



2020/21	General Fund Balance	Earmarked Revenue Reserves	Capital Receipts Reserve	Direct Revenue Funding Unapplied	Capital Grants Unapplied	Council Usable Reserves (a)	Council Unusable Reserves (b)	Share of Company Reserves (c)	Total Group Reserves (a+b+c)
	£000	£000	£000	£000	£000	£000	£000	£000	£000
Balance at 01-APR-2020	(9,400)	(19,311)	(145)	0	(13,078)	(41,934)	53,283	48	11,397
Reporting of Schools budget deficit to new Adjustment Account at 1 April 2020	0	(2,783)	0	0	0	(2,783)	2,783	0	0
Revised Opening Balance	(9,400)	(22,094)	(145)	0	(13,078)	(44,717)	56,066	48	11,397
Movement in reserves during 2020/21									
Total Comprehensive Income and Expenditure	34,063	0	0	0	0	34,063	(490)	(1,084)	32,489
Adjustments between accounting basis & funding basis under regulation	(51,363)	0	150	(51)	5,148	(46,116)	46,116	0	0
Transfers to/(from) other reserves	16,200	(16,200)	0	0	0	0	0	0	0
Net Decrease / (increase) in year	(1,100)	(16,200)	150	(51)	5,148	(12,053)	45,626	(1,084)	32,489
Balance at 31-MAR-2021 carried forward	(10,500)	(38,294)	5	(51)	(7,930)	(56,770)	101,692	(1,036)	43,886



Group Accounts – Comprehensive Income and Expenditure Statement

This statement represents the income and expenditure of both the Council and Middlesbrough Development Company with intra-group transactions being removed and accounting policies being aligned as appropriate.

Comprehensive Income and Expenditure Statement for the Year Ended 31 March 2022							
2020/21					2021/22		
Gross Expenditure	Gross Income	Net Expenditure / (Income)	Cost of Services by Service Area	Note	Gross Expenditure	Gross Income	Net Expenditure / (Income)
£000	£000	£000			£000	£000	£000
16,502	(11,877)	4,625	Regeneration and Culture		19,182	(4,694)	14,488
18,313	(26,097)	(7,784)	Public Health		15,805	(25,582)	(9,777)
83,717	(79,831)	3,886	Education and Partnerships		87,391	(80,797)	6,594
50,682	(5,022)	45,660	Children's Care		60,119	(6,463)	53,656
96,239	(56,889)	39,350	Adult Social Care and Health Integration		101,155	(57,724)	43,431
52,019	(8,564)	43,455	Environment and Community Services		54,801	(6,039)	48,762
81,920	(69,630)	12,290	Finance		65,585	(59,494)	6,091
18,148	(4,474)	13,674	Legal & Governance Services		17,539	(2,100)	15,439
473	(5,989)	(5,516)	Central Costs		10,901	(12,572)	(1,671)
0	416	416	Covid-19 Overspend		5,700	(5,310)	390
418,013	(267,957)	150,056	Total Cost of Service		438,178	(260,775)	177,403
415	0	415	Other Operating Income and Expenditure		152	(5,162)	(5,010)
37,277	(27,210)	10,067	Financing & Investment Activities		22,647	(14,332)	8,315
0	(127,559)	(127,559)	Taxation and Non Specific Grant Income		0	(176,596)	(176,596)
455,705	(422,726)	32,979	(Surplus) or Deficit on Provision of Services		460,977	(456,865)	4,112
			<i>Items not re-classified to the Surplus or Deficit on the Provision of Service</i>				
		(641)	(Surplus) on revaluation of Property Plant and Equipment				(4,271)
		4,317	Actuarial (Gains)/Losses on Pension Fund				(107,235)
		(4,166)	Depreciation written out to the Revaluation reserve				(3,245)
		(490)	Other Comprehensive Income and Expenditure				(114,751)
		32,489	Total Comprehensive Income and Expenditure				(110,639)

Group Accounts – Balance Sheet

This statement represents the combined assets, liabilities and reserves for the Council and Middlesbrough Development Company, with intra-group transactions being removed and accounting policies being aligned where appropriate

31-MAR-2021		Note	31-MAR-2022
£000			£000
397,950	Property, Plant & Equipment		422,680
32,443	Heritage Assets		32,526
25,536	Investment Properties		26,806
1,873	Intangible Assets		1,439
309	Long Term Investments		309
9,465	Long Term Debtors		8,803
467,576	Total Long Term Assets		492,563
0	Short Term Investments		10,000
2,297	Short Term Assets Held for Sale		125
2,313	Inventories		2,628
48,058	Short Term Debtors		49,884
25,064	Cash and Cash Equivalents		25,035
77,732	Total Current Assets		87,672
(32,089)	Short Term Borrowing		(22,648)
(58,314)	Short Term Creditors		(69,644)
(1,528)	Short Term Provisions		(1,921)
(91,931)	Total Current Liabilities		(94,213)
(14,199)	Net Current Assets / (Liabilities)		(6,541)
(1,028)	Long Term Provisions		0
(186,667)	Long Term Borrowing		(185,624)
(1,450)	Other Long Term Liabilities		(1,297)
(308,118)	Pension Liability		(232,348)
(497,263)	Total Long Term Liabilities		(419,269)
(43,886)	Net Assets/(Liabilities)		66,753
(56,636)	Usable Reserves		(79,903)
100,522	Unusable Reserves		13,150
43,886	Total Reserves		(66,753)

Group Accounts – Cash Flow

This statement reconciles the operating positions of the Council and Middlesbrough Development Company to their changes in cash balances during the financial year.

31-MAR-2021 £000		Note	31-MAR-2022 £000
(32,979)	(Deficit) on provision of services transferred to the General Fund		(4,112)
	Adjustment for items not affecting cash flow		
15,487	Depreciation of Property Plant and Equipment (PPE)		15,553
2,159	Amortisation of Intangible Assets		1,272
8,526	Impairments to PPE / Assets Held for Sale		4,061
(41)	Fair Value gain on Investment Properties		(459)
(1,076)	Donated PPE and Heritage Assets		(1,631)
6,525	Net Book Value on Disposal of Non-current Assets		8,725
13,942	Difference between Current Service Cost and Contributions made to the Pension Scheme		24,737
6,298	Net of Interest changes applied to the Pension Scheme Deficit		6,729
49	Movement in Provisions		(634)
18,890	Surplus on provision of services after non cash adjustments		54,241
(7,394)	Adjustments for items that are Financing or Investing Activities		(14,927)
	Other operating cash flows		
13,708	Cash absorbed by the reduction in Creditors		8,055
(2,505)	Cash absorbed by the increase in Debtors		(4,851)
112	Cash absorbed by the increase in Inventories		(315)
22,811	Net cash flow from Operating Activities		42,203
(5,412)	Investing Activities		(36,618)
(15,188)	Financing Activities		(5,614)
2,211	Net increase/(decrease) in Cash and Cash Equivalents		(29)
22,853	Cash and Cash Equivalents at the start of the period		25,064
25,064	Cash and Cash Equivalents at the end of the period		25,035

Group Accounts – Notes to the Accounts

The group notes are largely the same as those specific within the Council only Statement due to the alignment of accounting policies between the two organisations. However, there are some areas to highlight as detailed below:

Group Accounts – Note 1 Debtors

The table below sets out both short and long-term debtors of the group. These have been consolidated and adjusted for intra-group transactions.

31-MAR-2021		31-MAR-2022
£000		£000
	Short Term Debtors	
13,996	Central Government Bodies	7,859
7,301	Other Local Authorities	9,080
1,198	NHS Bodies	2,267
59,043	Other entities and individuals	64,811
(33,480)	Bad Debt Provision	(34,133)
48,058	Total	49,884
	Long Term Debtors	
5,608	Cleveland Mall – Holiday Inn	5,515
305	Other Long Term Debtors	169
3,552	The Welding Institute	3,119
9,465	Total	8,803

Group Accounts – Note 2 Creditors

The table below sets out the short-term creditors of the group. These have been consolidated and adjusted for intra-group transactions.

31-MAR-2021		31-MAR-2022
£000		£000
(22,293)	Central Government Bodies	(29,798)
(2,636)	Other Local Authorities	(650)
(1,709)	NHS Bodies	(226)
(31,676)	Other Entities and individuals	(38,970)
(58,314)	Total	(69,644)

Group Accounts – Note 3 Cash & Cash Equivalents

The table below sets out the cash & cash equivalent position of the group for the two entities combined.

31-MAR-2021		31-MAR-2022
£000		£000
53	Cash held by the Council	45
2,511	Bank current accounts	2,490
22,500	Short-term cash deposits	22,500
25,064	Total	25,035

Group Accounts – Note 4 Property, Plant & Equipment (PPE)

The value of PPE shown in the group accounts differs from that of the single entity as follows:
For group accounting purposes MDC capital spend on PPE is classed as assets under construction.

31-MAR-2021		31-MAR-2022
£000		£000
396,851	Property Plant & Equipment – Middlesbrough Council	416,783
1,099	Plus: Middlesbrough Development Company	5,897
397,950	Total	422,680

Group Accounts – Note 5 Financial Instruments

Although the company has an agreement to borrow up to £7m from the Council for the Boho Village scheme (Oct 2020) and the balance was £3.980 million at 31 March 2022, this amount is eliminated on consolidation of the two sets of accounts. The amount of borrowing for MDC is already factored into the Council's investment strategy to date and for the future and is shown within the Council's own notes to the accounts.

Group Accounts – Note 6 Share Capital & Ownership

Middlesbrough Development Company has total share capital of £1. The Mayor of Middlesbrough Council acts as the only shareholder for the company and in this regard, the Council has complete ownership of the entity. If MDC was wound up all assets and liabilities would transfer to the Council upon dissolution. As such, the Council guarantees all financial transactions whilst the company is operational.

Group Accounts – Note 7 Deferred Grant Income

The major accounting policy difference between the Council and MDC relates to the treatment of capital grant funding. Part of the resources available to MDC is £5 million of Section 106 monies received previously from developers and which the Council can use on affordable housing and housing growth. This has been allocated to the scheme at Newbridge Court (formerly Tollesby Shops) and other operational costs.

The Council follows international financial reporting standards where, grant income (whether revenue or capital based) is recognised as income when all conditions or performance obligations in respect of the funding have been met. MDC follows UK GAAP accounting where the grant funding is held in the balance sheet as a deferred liability until it is released to match future depreciation charges once the assets are operational. As a result, it has been necessary to align this accounting policy with the Council's for the purposes of producing the group accounts on a consistent basis.

As the additional income is not available to the Council for revenue purposes, it has been allocated to an unusable reserve before it is matched to the future capital charges. The movement on this account is as follows over the last two financial years:

2020/21 FY		2021/22 FY
£000		£000
0	Opening balance – grant funding allocated	1,170
1,170	Additions in year	1,440
1,170	Closing balance – grant funding allocated	2,610

Group Accounts – Note 8 Audit of Accounts

Under Section 477 of the Companies Act 2006 (in respect of the current annual turnover of the company which is a deficit and the number of employees at 1) MDC is exempt from the requirement of the Act for the audit of its accounts for the financial year. However due to the need to consolidate the accounts into the Council's group arrangements, the company directors have decided to appoint an external auditor and undertake an audit process. Further details on this can be seen in the financial statements for 2020/21 and 2021/22 which are available from the MDC website. www.middlesbroughdevelopmentcompany.co.uk.

5. Collection Fund Accounts



Collection Fund Income and Expenditure Account

The Collection Fund summarises the transactions of the billing authority in relation to the collection from taxpayers and the redistribution to Local Authorities and the Government of Council Tax and Business Rates.

2020/21		2021/22		
£000		£000	£000	£000
Total		Council Tax	Business Rates	Total
	Income			
(73,013)	Council Tax receivable	(75,894)	0	(75,894)
(15,314)	Business Rates receivable	0	(21,773)	(21,773)
(88,327)	Total Income	(75,894)	(21,773)	(97,667)
	Expenditure			
	Precepts and Demands:			
58,707	Middlesbrough Council	60,611	0	60,611
8,941	Cleveland Police and Crime Commissioner	9,163	0	9,163
2,705	Cleveland Fire Authority	2,770	0	2,770
	Business Rates			
17,886	Payments to Central Government	0	17,818	17,818
358	Payments to Cleveland Fire Authority	0	356	356
17,528	Payments to Middlesbrough Council	0	17,461	17,461
170	Costs of Collection	0	170	170
	Bad & Doubtful Debts			
(1)	Write Offs	(5)	13	8
7,197	Provision for Bad Debts	1,327	202	1,529
(431)	Provision for Appeals	0	(950)	(950)
113,060	Total Expenditure	73,866	35,070	108,936
	Contributions towards previous year's estimate			
784	Collection Fund Deficit / (Surplus)	(1,276)	(20,278)	(21,554)
25,517	Deficit / (Surplus) for the Year	(3,304)	(6,981)	(10,285)
	COLLECTION FUND BALANCE			
(755)	Balance brought forward at 1 April	2,978	21,784	24,762
25,517	Deficit / (Surplus) for the year (as above)	(3,304)	(6,981)	(10,285)
24,762	Balance carried forward at 31 March	(326)	14,803	14,477
	Allocated to:			
13,158	Middlesbrough Council	(273)	7,254	6,981
379	Cleveland Police and Crime Commissioner	(41)	0	(41)
333	Cleveland Fire Authority	(12)	148	136
10,892	Central Government	0	7,401	7,401
24,762	Balance carried forward at 31 March	(326)	14,803	14,477

Notes to the Collection Fund

Note 1 Income from Council Tax

Calculation of the Council Tax base

The Council Tax replaced the Community Charge on the 1 April 1993 and is a tax based on property valuation bandings (A to H). There is a basic tax for the middle band (Band D) with proportionately higher and lower taxes for the other bands. The Council's tax base i.e. the number of chargeable dwellings in each band (adjusted for discounts where applicable), converted to an equivalent number of Band D dwellings was calculated as follows:

Band	Estimated No. of Taxable Properties after Discounts	Ratio	Band D Equivalent Council Tax	Band D Equivalent Dwellings
			£000	
A*	31	+5/9	30,554	17
A	18,025	+6/9	21,114,957	12,017
B	7,880	+7/9	10,769,542	6,129
C	8,973	+8/9	14,013,928	7,976
D	4,678	+9/9	8,219,936	4,678
E	2,310	+11/9	4,960,692	2,823
F	827	+13/9	2,099,473	1,195
G	484	+15/9	1,416,816	806
H	28	+18/9	99,452	57
	43,237		62,725,350	35,698
Less: Adjustments for assumed non-collection based on budgets assumption of 96.6% collection rate			(2,132,662)	(1,214)
Total			60,592,688	34,484

A* - Band A properties receiving Disabled Relief

The average Council Tax for band D dwellings for Middlesbrough Council was £1,757.11

Note 2 Income from Business Rates

In 2013/2014, the administration of Non Domestic Rates (NDR) changed following the introduction of a business rates retention scheme which aims to give Councils a greater incentive to grow businesses but also increases the financial risk due to volatility and non-collection of rates. Instead of paying NDR to the central pool, local authorities retain a proportion of the total collectible rates due. In Middlesbrough's case the local share is 49%. The remainder is distributed to the preceptors, which for Middlesbrough are Central Government (50%) and Cleveland Fire Authority (1%).

The total non-domestic rateable value at 31 March 2022 was £101,659,272 (£103,369,078 at 31 March 2021) and the national non-domestic multiplier for the year was 51.2p (51.2p in 2020/21).

Note 3 Previous Years Council Tax Deficit / Surplus

The Council has a statutory requirement to provide details each January of the projected Council Tax deficit or surplus at the end of the financial year. The estimated previous year's Council Tax deficit or surplus is payable to / from the Collection Fund by the Billing Authority and Precepting Authorities in proportion to amounts raised or owing:

2020/21 £000		2021/22 £000
1,064	Middlesbrough Council	818
162	Cleveland Police and Crime Commissioner	125
49	Cleveland Fire Authority	38
1,275	Total Deficit / (Surplus)	981

Note that for 2021/22 the £0.981 million is after the deduction of 1/3rds of the Exceptional Balance of £1.039 million, which is to be financed in 2023/24.

Note 4 Council Tax and Business Rates Provisions

Following a review of the provision, the model has been updated to reflect changes in the collection rates, profiled over the debt lifecycle. This moves away from providing 100% for debt over 5 years old, to a scaled model, providing zero for the current year and then incrementally increasing by 10% each year, until over 10 years old.

The methodology for the provision for appeals is the same as previous years as this is based on live data from the Analyse Local system.

The total provisions held for the Collection Fund at 31 March 2022 are set out in the table below:

	Council Tax BDP £000	Business Rates BDP £000	Provision for Appeals £000	Total £000
Opening Balance as at 1 April 2021	23,678	8,784	4,529	36,991
Reductions in the provision in year		0	(950)	(950)
Increase in the provision in year	1,327	203	0	1530
Closing balance as at 31 March 2022	25,005	8,987	3,579	37,571

6. Teesside Pension Fund Accounts and Notes



Notes to the Pension Fund Accounts

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Teesside Pension Fund Statement of Accounts

Introduction

The Teesside Pension Fund (the Fund) is part of the Local Government Pension Scheme (LGPS). The Fund is administered by Middlesbrough Council and the Council is the reporting entity for the Fund.

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

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

The Council has delegated decision making in relation to the Fund to the Pension Fund Committee. The day to day administration of the Fund and the operation of the management arrangements and investment portfolio is the responsibility of the Director of Finance (Section 151 Officer) of the Council.

The Pension Fund Committee consists of representatives of the employers of the Fund (specifically Councillors of the Local Authority employers together with one representative chosen from the other scheme employers), and employee representatives (from relevant Trade Unions) and makes decisions without reference to the Council. The Pension Fund Committee sets investment strategy and recommends investment decisions. An independent Pensions Board exists and operates as a scrutiny panel to ensure the Pension Fund Committee acts within the statutory and regulatory framework.

Operation

The Fund is operated as a funded, defined benefit occupational pension scheme which provides for the payment of benefits to employees and former employees of the Teesside local authorities and of those bodies admitted to the Fund, and in some circumstances payment of benefits to those individual's dependants; collectively referred to as members. The benefits paid to members include retirement pensions, dependant's pensions, death grants and lump sums.

The Fund is financed by contributions from members, employers and the income from the Fund's investment portfolio of some £56 billion. The funding policy aims to ensure that the assets held by the scheme are adequate to meet the future liabilities (members' pensions and lump sums) of the Fund allowing for future changes to pensions and pay.

Financial Statements

The Fund's accounts provide information on the financial position, membership, investment performance and risks associated with the Fund. They show the results of the Fund's stewardship in managing the resources entrusted to it and provide information on the income and expenditure of the Fund and the investments it controls.

While membership rose in 2022, the Fund continued to pay more in benefits than it received in contributions as more members are drawing pensions. Net withdrawal of funds were £64.2 million (2021 £61.4 million). During the year, the overall value of the Fund increased by £514 million to £5.07 billion.

Membership

Membership of the LGPS is voluntary and employees, including non-teaching staff, are free to choose whether to join the scheme, remain in the scheme or make their own arrangements. Teaching staff have access to their own defined benefit scheme the details of which are provided in the Councils financial statements.

The tables overleaf summarises the membership of the scheme over recent years showing an overall increase in all categories of members: active members, members who have deferred rights and those who are drawing pensions.

Membership of the Fund	2018	2019	2020	2021	2022
Active	23,295	22,724	23,438	24,238	25,434
Deferred	23,243	23,361	23,488	23,322	26,249
Pensioner	22,757	23,983	24,651	25,366	26,212
Total	69,295	70,068	71,577	72,926	77,895

Summary of Changes in Membership	Active Members	Deferred Members	Pensioner Members	Dependants	Total
At 01-APR-2021	24,238	23,322	22,156	3,210	72,926
Adjustments	(85)	3,055	105	16	3,091
New Members	3,347	719	1,316	261	5,643
Change in Status	(539)	(708)	(175)	0	(1,422)
Leavers	(1,527)	(139)	(495)	(182)	(2,343)
At 31-MAR-2022	25,434	26,249	22,907	3,305	77,895
% of Total Membership	32.7%	33.7%	29.4%	4.2%	100.0%

Employers participating in the Teesside Pension Fund Accounts include:

- Scheduled bodies - local authorities or similar bodies whose staff are automatically entitled to be members of the Fund.
- Admission bodies - organisations that participate in the Fund under an admission agreement between the Fund and the relevant organisation. Admission bodies include voluntary and charitable organisations and private contractors that are undertaking a local authority function following out sourcing to the private sector.



Teesside Pension Fund Statement of Accounts

Fund Accounts for the year ended 31 March 2022

2020/21			2021/22
£000		Note	£000
	Dealings with members, employers and others directly involved in the Fund		
(95,393)	Contributions	6	(97,666)
(3,061)	Transfers in from other pension funds	8	(2,371)
(5,577)	Other income	9	(3,626)
(104,031)	Total Income from Members		(103,663)
149,785	Benefits payable	7	153,758
8,158	Payments to and on account of leavers	10	5,974
157,943	Total Expenditure to Members		159,732
53,912	Net / withdrawals from dealings with members		56,069
7,484	Management expenses	11 ,20	8,128
61,396	Net withdrawals including fund management expenses		64,197
	Returns on investment		
(13,741)	Investment income	12	(176,365)
(901,667)	Profits and losses on disposal of investments and changes in the market value of investments	13	(401,744)
(915,408)	Net returns on investment		(578,109)
(854,012)	Net (increase)/decrease in the net assets available for benefits during the year		(513,912)
3,705,473	Net assets of the scheme as at 1 April		4,559,485
4,559,485	Net assets of the scheme as at 31 March		5,073,397
2020/21	Net Assets Statement as at 31 March		2021/22
4,553,817	Investments Assets	13	5,072,094
20,969	Current Assets	16	12,806
(15,301)	Current liabilities	17	(11,503)
4,559,485	Net assets of the Fund at 31 March		5,073,397

Notes to Teesside Pension Fund Accounts

Note 1 Basis of Preparation

The accounts are prepared on a going concern basis; that is, on the assumption that the Council will continue to operate as the administering authority for the Pension Fund and the Pension Fund will continue to meet its financial obligations for the foreseeable future from the date that the audited accounts are issued, this period being at least twelve months from the approval of these financial statements.

The financial statements are prepared in line with the requirements of the CIPFA Code of Practice on Local Authority Accounting, which states that as authorities cannot be created or dissolved without statutory prescription, they must prepare their financial statements on a going concern basis of accounting. The Council is established under the Local Government Regulations 2013 as an Administering Authority of the Local Government Pensions Scheme and is therefore a statutory body expected to be a going concern until notification is given that the body will be dissolved, and its functions transferred.

The Pension Fund has carried out an assessment on its financial position and performance during 2021/22 and beyond as part of its going concern assessment. This included consideration of the following:

- The Fund had assets of c. £5.07 billion as at 31 March 2022. £3.92 billion (77%) of this is held in assets which are considered to be liquid and which could be converted to cash if required (including £0.82 billion actually held as cash).
- The Fund has estimated that in 2021/22 it will pay out approximately £175 million in benefits and other outgoings in the coming twelve months and is forecasting contribution income in the region of £85 million. This shortfall in contribution income verses benefits and other expenditure of £90 million will be met partly from other regular investment income, which is estimated to be £20 million in 2021/22 with the remaining £70 million being taken from the Fund's cash balance, which was £817 million at the 31 March 2022.

On this basis, management believes it is appropriate to continue to prepare the financial statements on a going concern basis, and that there are no material uncertainties in relation to this basis of preparation.

The statement of accounts summarises the Funds's transactions for the 2021/22 financial year and its position at year end as at 31 March 2022. The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2020/21, which is based upon international Financial Reporting Standards (IFRS), as amended for the UK local government sector.

The accounts summarise the transactions of the Fund and report 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.

Note 2 Accounting standards issued but not yet been adopted

At the balance sheet date, the following new standards and amendments to existing standards have been published but not yet adopted:

- IFRS 16 Leases will require local authorities that are lessees to recognise most leases on their balance sheets as right-of-use assets with corresponding lease liabilities (there is no recognition for low-value and short-term leases). CIPFA/LASAAC have however deferred implementation of IFRS16 for local government to 1 April 2024 due to the impact of Covid-19.

Note 3 Summary of Significant Accounting Policies

Accruals

The accounts have been prepared on an accruals basis, and the accruals threshold set by management is £100,000. The exception to this accruals basis is individual transfer values, which are recognised on a cash transfer basis.

Fund Account – Revenue Recognition

Contributions Income

Normal contributions, from both the members and the employers, are accounted for on an accruals basis in the payroll period to which they relate. The employers' percentage rate is set by the Actuary, whilst the employees' rate is determined by the Local Government Pension Scheme (LGPS) Regulations.

Employer deficit funding contributions are accounted for on the due dates set by the actuary, or on receipt if earlier.

Employer strain on the fund and any augmentation contributions are accounted for in the period in which the liability arises. Amounts due in the year but still outstanding at the year-end are accrued, according to the accruals threshold.

Transfer Values

Transfer values represent the sums receivable in respect of members who have either joined or left the Fund during the financial year and are calculated in accordance with the LGPS Regulations.

Individual transfer values in and out have been accounted for in the period in which they were paid or received.

Transfers in from members wishing to use the proceeds from their additional voluntary contributions to purchase scheme benefits, are accounted for on a receipts basis within transfers in.

Bulk transfers are accounted for on an accruals basis in accordance with the terms of the transfer agreement.

Investment Income

Investment income has been recognised as due on the ex-dividend date and is credited to the Fund on the date of the dividend, if received. The investment income is not grossed up for tax, as it is reported as net cash received.

Interest Income

Interest income is recognised in the Fund account when it is received and is accrued at the year end, using the effective interest rate of the financial instrument as at the date of acquisition.

Dividend Income

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

Distributions from Pooled Funds

Distributions from Pooled Funds are recognised on the date of issue. Any amount not received at the year-end is disclosed in the net assets statement as a current financial asset.

Property Related Income

Property related income consists primarily of rental income. Rental income from operating leases on properties owned by the Fund is accounted for on an accruals basis.

Movement in the Net Market Value of Investments

Changes in the net market value of investments (including investment properties) are recognised as income or expense and comprise all realised and unrealised profits/losses during the year.

Fund Account – Expense Items

Benefits Payable

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

Taxation

The Fund is a registered public service scheme under section 1 (1) of schedule 36 of the Finance Act 2004 and, as such, is exempt from UK income tax on interest received and from capital gains tax on the proceeds of investments sold. Income from overseas investments suffers withholding tax in the country of origin, unless exemption is permitted. Any withholding tax recovered is credited on receipt. We account for dividends and recoverable tax on a cash basis but do not account for non-recoverable tax

Management Expenses

The Code does not require any breakdown of pension fund administrative expenses. However, in the interests of greater transparency, the Fund discloses its pension fund management expenses in accordance with CIPFA's guidance, "Accounting for Local Government Pension Scheme Management Expenses (2016)".

Administrative Expenses

All administrative expenses are accounted for on an accruals basis. All staff costs of the pension administration team are charged direct to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund. Expenses for actuarial, audit and legal fees are paid directly by the Fund.

Oversight and Governance Costs

All oversight and governance expenses are accounted for on an accruals basis. All staff costs associated with governance and oversight are charged direct to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund.

Investment Management Expenses

All investment management expenses are accounted for on an accruals basis. Fees of external investment managers and the Fund's custodians are agreed in the respective mandates governing their appointments. Broadly, these are based on the market value of the investments under their management and therefore increase or reduce as the value of these investments change. The costs of the Council's in house fund management team are charged direct to the Fund and a proportion of the Council's costs representing management time spent by officers on investment management is also charged to the Fund.

Property Expenses

Property expenses have been recorded gross and shown as a deduction from the gross rental income received in determining net rents from properties.

Financial Instruments

A financial instrument is any contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another. The term, 'financial instrument' covers both financial assets and financial liabilities and includes financial assets and liabilities such as trade receivables and trade payables.

IFRS 13 Fair Value Measurement

The standard provides a consistent definition of fair value and enhanced disclosure requirements. It is designed to apply to assets and liabilities covered by those IFRS standards that currently permit or require measurement at fair value (with some exceptions). The Fund currently complies with this standard.

Foreign Currency Transactions

Foreign income and sales and purchase of investments in foreign currencies received during the year have been converted into Sterling at the exchange rate at the date of transaction. Amounts outstanding at the year-end have been valued at the closing exchange rates on 31 March 2022.

Net Assets Statement

Financial Assets

Financial assets are included in the net assets statement on a fair value basis as at 31 March 2022. A financial asset is recognised in the net assets statement on the date the Fund becomes party to the contractual acquisition of an asset. From this date, any gains and losses arising from changes in the fair value of assets are recognised in the Fund account. The value of investments as shown in the net assets statement have been determined as follows;

Market Quoted Investments

Investments are valued at fair value as at 31 March 2022, as provided by the Fund's custodian. Quoted UK securities are valued at the bid price based on quotations in the Stock Exchange Daily Official List. Overseas quoted securities are, similarly, valued at the bid price from overseas stock exchanges, translated at closing rates of exchange.

Pooled Investment Vehicles

Pooled investment vehicles are valued at closing bid prices if both bid and offer prices are published, otherwise at the closing single price. In the case of pooled investment vehicles that are accumulation funds, the change in market value also includes income which is reinvested in the Fund, net of applicable withholding tax.

Fixed Interest Securities

The value of fixed income investments excludes interest earned but not paid over at the year end. The interest earned is accrued within the investment income receivable.

Unquoted Investments

Unlisted securities, including partnerships, are valued with regard to latest dealings and other appropriate financial information as provided by their respective managers or those controlling the partnerships.

Freehold and Leasehold Properties

Properties are shown as valued at 31 March 2022. Properties are valued annually by an independent external valuer on a fair value basis, and in accordance with the Royal Institute of Chartered Surveyors' Valuation Standards (9th Edition).

Custody and Security of Investments

Most investments are held in nominee name by the Fund's Global Custodian, Northern Trust. Exceptions to this are directly owned properties, money market cash deposits and specified unquoted investments, which would be registered in the name of the administering authority. Where the Custodian does not provide a custody service in their own right, they utilise third party Sub Custodians, who are appointed by the Custodian. The agreement between the Fund and the Custodian provides for certain indemnities where there has been loss as a result or action or inaction by the Custodian or its Sub Custodians. This is supported by limited insurance cover procured by the Custodian.

Outstanding Commitments

The Fund has made commitments to investments, which are not included in the accounts of the Fund until the monies have been drawn down by the relative manager. These are shown in [Note 13](#).

Cash and Cash Equivalents

Cash comprises of cash in hand and demand deposits. Cash equivalents are short term, highly liquid investments that are readily convertible to known amounts of cash and that are subject to minimal risk of changes in value.

Disposal of Investments

Profits/losses on the disposal of investments are realised when the transactions are legally complete.

Interest on Cash Balances

All surplus cash balances of the Fund are invested externally, interest being credited to the Fund.

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 IAS26 (Accounting and Reporting by Retirement Benefit Plans) and relevant actuarial standards. As permitted under the Code, the Fund has adopted to disclose the actuarial present value of promised retirement benefits by way of a note, refer to [Note 15](#).

Additional Voluntary Contributions

The Fund provides an additional voluntary contributions (AVC) scheme for its members, the assets of which are invested separately from those of the Fund. The Fund has appointed the Prudential Assurance Co Ltd as the current provider. AVCs are paid to the AVC provider by the employers and are specifically for providing additional benefits for the individual contributors. Each AVC contributor receives an annual statement showing the value of their account and any movements in the year. AVCs are not included in the accounts in accordance with Regulation 4 (1) b of the Local Government Pension Scheme (Management and Investment of Funds) Regulation 2016, but are disclosed as a note only ([Note 18](#)).

Value Added Tax

Expenses and property purchase costs are charged net to the Pension Fund. The VAT is reclaimed via Middlesbrough Council's VAT regime.

Note 4 Critical Judgements, Sensitivities and Accounting Estimates

Unquoted private equity investments

It is important to recognise the highly subjective nature of determining the fair value of private equity investments. They are inherently based on forward-looking estimates and judgements involving many factors. Unquoted private equities are valued by the investment managers using the International Private and Venture Capital Association guidelines or European Venture Capital Association definition of conservative value. The value of unquoted private equities at 31 March 2022 was £384,298,548 (£149,793,736 at 31 March 2021).

Pension Fund Liabilities

The pension fund liability is calculated every three years by the appointed actuary, with annual updates in the intervening years. The methodology used is in line with accepted guidelines and in accordance with IAS26 (Accounting and Reporting by Retirement Benefit Plans). Assumptions underpinning the valuations are agreed with the actuary and are summarised in [Note 15](#). This estimate is subject to significant variances based on changes to the underlying assumptions.

Freehold and Leasehold Property

Independent external valuers, Cushman & Wakefield use techniques to determine the fair value of directly held freehold and leasehold property in accordance with the Royal Institute of Chartered Surveyors' Valuation Standards (9th edition).

Note 5 Assumptions made about the Future and other Major Sources of Estimation Uncertainty

The Statement of the Accounts contains estimated figures that are based on assumptions made by the Fund about the future or that are otherwise uncertain. Estimates are made taking into account historical experience, current trends and other factors. However, because balances cannot be determined with certainty, actual results could be materially different from the assumptions and estimates.

Item	Uncertainties	Effect if actual results differ from assumptions
Actuarial present value of promised retirement benefits	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the fund with expert advice about the assumptions to be applied.	The effects on the net pension liability of changes in individual assumptions can be measured for example, a 0.1% per annum decrease in the discount factor assumption could increase liability by around £19.856 million.
Pooled Investment Vehicles	Infrastructure and global property investments are valued at fair value in accordance with the International Private and Venture Capital Association guidelines or European Venture Capital Association definition of conservative value. These investments are not publicly listed and as such there is a degree of estimation involved in the valuation.	Unobservable market values amount to £4,253 billion and are relating to infrastructure, real estate, and pooled equity vehicles
Freehold and leasehold property	Independent external valuers, Cushman & Wakefield use techniques to determine the fair value of directly held freehold and leasehold property in accordance with the Royal Institute of Chartered Surveyors' Valuation Standards (9th edition).	The effect of variations in the factors supporting the valuation would be an increase or decrease 19.5% in the value of directly held property £53.9 million, on a fair basis of £331.1 million.

Note 6 Contributions

Contributions from both members and employers are accounted for on an accrual basis in the payroll period. The employers' percentage rate is set by the actuary, whilst the employees' rate is determined by the Local Government Pension Scheme (LGPS) Regulations.

		2020/21	2021/22
		£000	£000
Employers	Normal	(63,910)	(67,214)
	Additional Contributions	(13)	(12)
	Deficit Recovery Contributions	(1,055)	(506)
Members	Normal	(30,415)	(29,934)
Total		(95,393)	(97,666)

Analysis of Total Contributions

		2020/21	2021/22
		£000	£000
Administering Authority – Middlesbrough Council		(13,451)	(12,629)
Scheduled Bodies		(68,071)	(72,217)
Admission Bodies		(13,871)	(12,820)
Total		(95,393)	(97,666)

Note 7 Benefits Payable

Pensions/lump sum benefits payable include all amounts known to be due at the end of the financial year.

		2020/21	2021/22
		£000	£000
Pensions		123,640	127,421
Commutations and lump sum retirement benefits		22,947	22,750
Lump sum death benefits		3,198	3,587
Total		149,785	153,758

Analysis of Total Benefits

		2020/21	2021/22
		£000	£000
Administering Authority – Middlesbrough Council		24,159	24,119
Scheduled Bodies		91,839	95,869
Admission Bodies		33,787	33,770
Total		149,785	153,758

Note 8 Transfers in from Other Pension Funds

Transfer values represent the sums receivable in respect of members who have joined the Fund during the financial year.

		2020/21	2021/22
		£000	£000
Individual transfers in from other schemes		(3,061)	(2,371)
Total		(3,061)	(2,371)

Note 9 Other Income

	2020/21	2021/22
	£000	£000
Capital Costs of Early Retirements	(4,311)	(2,748)
Other income	(1,266)	(878)
Total	(5,577)	(3,626)

Note 10 Payments to and on account of leavers

	2020/21	2021/22
	£000	£000
Refunds to members leaving scheme	205	199
Payments for members joining state scheme	159	483
Individual transfers to other schemes	7,794	5,292
Total	8,158	5,974

Note 11 Management Expenses

The Fund discloses its pension fund management expenses in accordance with CIPFA's guidance 'Accounting for Local Government Pension Scheme Management Expenses (2016)'. This includes administrative expenses, investment management expenses and oversight and governance costs.

	2020/21	2021/22
	£000	£000
Administrative costs	1,938	2,238
Investment management expenses	4,955	5,474
Oversight and governance costs	553	397
Total	7,446	8,109

All investment management expenses are accounted for on an accruals basis. Fees of external managers and custodian are agreed in respective mandates governing their appointments.

	2020/21	2021/22
	£000	£000
Management fees	3,662	3,959
Custody fees	23	25
Transaction costs	719	939
Loans & investment support service charges	551	551
Total	4,955	5,474

Note 12 Investment Income

Investment income has been recognised as due on the ex-dividend date and is credited to the fund on the date of dividend.

	2020/21	2021/22
	£000	£000
Income from pooled investment vehicles	511	(159,957)
Net rents from properties (see note below)	(12,584)	(15,554)
Interest on cash deposits	(1,668)	(854)
Total	(13,741)	(176,365)

Rental Income and Property Expenses

	2020/21	2021/22
	£000	£000
Gross Rental income	(13,563)	(16,172)
Property Expense / (Income)	979	618
Net Rents from Properties	(12,584)	(15,554)

Note 13 Investment Assets

The Pension Fund invest in several types of assets in order to maximise the return on the investment for the Fund.

2021/22	Value at 01-APR-2021	Purchases at Cost	Sale Proceeds	Change in Market Value	Value at 31-MAR-2022
	£000	£000	£000	£000	£000
Equities	90	0	0	(1)	89
Pooled Investment Vehicles	3,869,990	1,320,339	(1,672,195)	336,132	3,854,266
Pooled Property Investments	64,040	0	(8,197)	11,698	67,541
Properties	277,200	0	0	53,915	331,115
	4,211,320	1,320,339	(1,680,392)	401,744	4,253,011
Cash Deposits	340,650				817,250
Other Investment Balances	1,847				1,833
Net Investment assets	4,553,817				5,072,094

2020/21	Value at 01-APR-2020	Purchases at Cost	Sale Proceeds	Change in Market Value	Value at 31-MAR-2021
	£000	£000	£000	£000	£000
Equities	89	0	0	1	90
Pooled Investment Vehicles	2,868,327	876,896	(765,047)	889,814	3,869,990
Pooled Property Investments	51,134	190	(386)	13,102	64,040
Properties	278,450	0	0	(1,250)	277,200
	3,198,000	877,086	(765,433)	901,667	4,211,320
Cash Deposits	501,295				340,650
Other Investment Balances	13,933				1,847
Net Investment assets	3,713,228				4,553,817

Change in Market Value

The change in the market value of investments during the year 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. Realised profit was £228,314,613 and unrealised gain was £173,429,159. Prior year realised profit was £136,402,035 and unrealised gain was £765,265,080.

Transaction Costs

Transaction costs are included in the cost of purchases and sale proceeds. Transaction costs include costs charged directly to the scheme such as fees, commissions, stamp duty and other fees. Transaction costs

incurred during the year amounted to £938,946 (2020/2021 £719,226). In addition to the transaction costs disclosed here, indirect costs are incurred through the bid-offer spread on investments within pooled investment vehicles. The amount of indirect costs is not separately provided to the Fund. For accounting purposes the transaction costs have been re-allocated to expenses.

Investments Analysed by Fund Manager

The fund is mainly in-house managed with the only exception being the direct property portfolio managed by CBRE Limited.

- For 2021/2022 the value at 31 March 2022 of the direct property portfolio was: £331,115,000
- For 2020/2021 the value at 31 March 2021 of the direct property portfolio was: £277,200,000

The remainder of the Fund is all managed in-house.

The following investments represent more than 5% of the net assets of the scheme.

Security	Market Value 31-MAR-2021	% of net assets of the scheme	Market Value 31-MAR-2022	% of net assets of the scheme
	£000		£000	
Border to Coast PE Overseas Dev Mkts	953,478	22.64%	1,608,520	37.82%
Border to Coast PE UK Listed Equity	1,292,616	30.69%	615,588	14.47%
SSGA MPF Pacific Basin Ex-Japan Index	451,648	10.72%	334,706	7.87%

In addition, the following investments represent more than 5% of any class or type of security. The asset classes used for this note are not the CIPFA classifications, but those represented in the Fund's valuation by its Custodian and reported to the Teesside Pension Fund Committee.

Asset Class / Security	Market Value 31-MAR-2021	% of asset class	Market Value 31-MAR-2022	% of asset class
	£000		£000	
UK Equities				
Border to Coast UK L E-AA GBP	1,1292,616	99.99%	615,588	99.99%
Oversea Equities				
Border to Coast OS DEV M-AA GBP	953,478	43.56%	1,608,520	66.41%
SSGA MPF Pacific Basin ex-Japan Index	451,648	20.63%	334,706	13.82%
SSGA MPF Euro Ex UK Equity Index Sub Fund	207,819	9.49%	122,869	5.07%
Border to Coast Emerging Market Hybrid Fund	0	0.00%	210,824	8.70%
Private Equities				
Crown Co Investment Opp II PLC	17,658	11.79%	36,950	9.61%
Crown Secondaries Special Opportunities II	0	0.00%	19,718	5.13%
Unigestion SA	0	0.00%	28,130	7.32%
Pantheon Global Co-Investment Opportunities IV	12,276	8.20%	26,412	6.87%
Crown Growth Global Opportunities III	11,278	7.53%	36,711	9.55%
Blackrock Private Opportunities Fund IV	9,229	6.16%	22,974	5.98%
Border to Coast Private Equity Series 1A	24,546	16.39%	64,718	16.84%
Capital Dynamics Global Secondaries V	10,402	6.94%	19,497	5.07%
The Model T Finance Company	20,000	13.35%	26,500	6.90%
Infrastructure				

ACIF Infrastructure	18,647	12.71%	22,632	8.62%
Border to Coast Infrastructure Series 1A	17,918	12.21%	34,667	13.20%
Border to Coast Infrastructure Series 1C	0	0.00%	24,528	9.34%
JP Morgan IIF UK I LP	36,719	25.03%	47,209	17.98%
Ancala Infrastructure Fund II	9,946	6.78%	18,922	7.21%
Gresham House BSI Infrastructure LP	12,525	8.54%	21,167	8.06%
Other Alternatives				
Darwin Leisure Development Fund – Class D	17,400	18.93%	18,656	15.48%
Darwin Leisure Prop Units - Class C	22,769	24.77%	23,488	19.49%
Darwin Bereavement Services Fund - Class B	16,070	17.48%	17,042	14.14%
Darwin Bereavement Services Fund - Income Units	0	0.00%	10,264	8.52%
Darwin Leisure Property Fund K - Income Units	15,290	16.63%	15,449	12.82%
Hearthstone Residential Fund 1	8,498	9.24%	9,566	7.94%
Gresham House BSI Housing Fund LP	5,806	6.32%	13,285	11.03%
Pantheon Senior Debt Secondaries II	0	0.00%	7,638	6.34%
Other Debt				
Insight IIFIG Secured Finance II Fund	0	0.00%	24,755	50.35%
Graftongate Investments Ltd (Leonardo)	0	0.00%	4,406	8.97%
Greyhound Retail Park Chester	0	0.00%	20,000	40.68%
Direct Property				
Doncaster (Omega Boulevard)	30,350	10.95%	37,800	11.42%
Birmingham (Bromford Central)	18,150	6.55%	23,950	7.23%
Gateshead (Team Valley Trading Estate)	20,500	7.40%	23,600	7.13%
Rugby (Valley Park)	17,250	6.22%	18,200	5.50%
London (Park Royal, Minerva Road)	0	0.00%	21,600	6.52%
London (Park Royal, Coronation Road)	0	0.00%	18,000	5.44%
Lutterworth (Magna Park)	15,700	5.66%	19,700	5.95%
Property Unit Trusts				
Standard Life Investments European Property Growth Fund	36,403	56.84%	46,347	68.62%
LAMIT - Local Authorities Property Fund	4,017	6.27%	4,722	6.99%
Hermes Property	4,330	6.76%	5,064	7.50%
Threadneedle Property	3,520	5.50%	4,114	6.09%
Legal and General Managed Property Fund	5,937	9.28%	7,294	10.80%

Geographical Analysis of Investments

	As at 31 March 2021		As at 31 March 2022	
	£000	%	£000	%
United Kingdom	1,755,016	42%	1,243,738	30%
United States	1,029,673	24%	1,123,077	26%
Asia Pacific	737,691	17%	817,262	19%
Europe	485,317	12%	591,638	14%
Japan	203,614	5%	266,463	6%
Others	9	0%	210,833	5%
Total	4,211,320	100%	4,253,011	100.00%

Equities

	As at 31-MAR-2021	As at 31-MAR-2022
	£000	£000
UK quoted	81	80
Overseas quoted	8	9
Total	89	89

Pooled Investment Vehicles and Properties

	As at 31-MAR-2021	As at 31-MAR-2022
	£000	£000
UK Equity	1,292,616	615,668
Pooled Property investment Vehicle	64,040	67,541
Private Equity	149,794	384,299
Infrastructure	146,725	262,599
Other Alternative Investments	91,928	120,486
Other Debt	0	49,161
UK Unit and Investment Trusts Total	1,745,103	1,499,754
Overseas Equities	2,188,927	2,422,142
Overseas Unit and Investment Trusts Total	2,188,927	2,422,142
Total	3,934,030	3,921,896

UK Properties

	As at 31-MAR-2021	As at 31-MAR-2022
	£000	£000
Freehold	215,275	264,115
Leasehold	61,475	67,000
Total	277,200	331,115

The properties were valued on the basis of Material Valuation Uncertainty at 31 March 2021 by Cushman and Wakefield LLP acting as an External Valuer. The valuer's opinion of the Market Value of the Fund's interests in the properties has been reported (as per VPS 3 and VPGA 10 of the RICS Red Book Global). The current response to Covid-19 means that we are faced with an unprecedented set of circumstances on which to base a judgement.

Cash Deposits

	As at 31-MAR-2021	As at 31-MAR-2022
	£000	£000
Sterling Cash deposits	340,650	817,250

Other Investment Balances

	As at 31-MAR-2021	As at 31-MAR-2022
	£000	£000
Cash deposits with custodian	1,470	1,470
Interest due on cash deposits	377	363
Total	1,847	1,833

Outstanding Commitments

As at 31 March 2022, the Fund had the following outstanding commitments.

	Initial Commitment	Capital Payments made	Outstanding commitments at 31 March 2022
Infrastructure			
	GBP	GBP	GBP
Border to Coast Infrastructure Series 1A	100,000,000	39,831,082	60,168,918
Border to Coast Infrastructure Series 1B	50,000,000	12,017,540	37,982,460
Border to Coast Infrastructure Series 1C	50,000,000	24,417,319	25,582,681
Capital Dynamics Clean Energy Infrastructure Fund VIII	20,000,000	9,100,754	10,899,246
Capital Dynamics Clean Energy Infrastructure Fund VIII - Co Investment	10,000,000	4,550,377	5,449,623
Gresham House, British Strategic Investment Infrastructure Fund	20,000,000	17,971,505	2,028,495
Innisfree PFI Continuation Fund	10,000,000	9,708,498	291,502
Innisfree PFI Secondary Fund 2	10,000,000	8,360,796	1,639,204
TPF Co-Investment BSI LP - Waste Knot	10,000,000	10,000,000	0
Total GBP	280,000,000	135,957,871	144,042,129
	EUR	EUR	EUR
Access Capital Infrastructure Fund	23,000,000	21,436,000	1,564,000
Access Capital Infrastructure Fund II	20,000,000	12,478,000	7,522,000
Access Capital Infrastructure Fund II (Fund 2)	22,000,000	5,205,000	16,795,000
Ancala Infrastructure Fund II	23,000,000	17,868,481	5,131,519
Foresight Energy Infrastructure	17,000,000	3,697,048	13,302,952
Total EUR	105,000,000	60,684,529	44,315,471
	USD	USD	USD
Blackrock Global Energy & Power Infrastructure Fund III	25,000,000	13,103,679	11,896,321
Blackrock Global Renewable Power III	25,000,000	5,037,160	19,962,840
JP Morgan Infrastructure Investments Fund (IIF)	50,000,000	50,000,000	0
Total USD	100,000,000	68,140,839	31,859,161
Other Alternatives			
	GBP	GBP	GBP
Bridges Evergreen TPF Housing Co-Investment LP	5,000,000	765,180	4,234,820
Darwin Bereavement Services Fund - Income Units	10,000,000	10,000,000	0
Gresham House Housing Fund	20,000,000	13,096,625	6,903,375
Hearthstone Residential Fund 1 LP	10,000,000	10,000,000	0
Hearthstone Residential Fund 2 LP	20,000,000	3,090,030	16,909,970
Total GBP	65,000,000	36,951,835	28,048,165
	EUR	EUR	EUR
La Salle Real Estate Debt Strategies IV	25,000,000	3,461,358	21,538,642

Total EUR	25,000,000	3,461,358	21,538,642
	USD	USD	USD
Pantheon Senior Debt Secondaries II	25,000,000	9,292,937	15,707,063
Total USD	25,000,000	9,292,937	15,707,063
Other Debt			
	GBP	GBP	GBP
Greyhound Retail Park, Chester	20,000,000	20,000,000	0
Insight, IIFIG Secured Finance II Fund	25,000,000	25,000,000	0
Leonardo Warehouse Unit, Yeovil	30,030,934	4,405,529	25,625,405
Total GBP	75,030,934	49,405,529	25,625,405
Private Equity			
	GBP	GBP	GBP
Border to Coast Private Equity Series 1A	100,000,000	44,011,329	55,988,671
Border to Coast Private Equity Series 1B	50,000,000	14,904,335	35,095,665
Border to Coast Private Equity Series 1C	50,000,000	6,888,867	43,111,133
Capital Dynamics LGPS Collective for Pools	10,000,000	5,100,000	4,900,000
The Model T Finance Company	49,999,950	26,499,975	23,499,975
Hermes Innovation Fund	20,000,000	9,631,283	10,368,717
Total GBP	279,999,950	107,035,789	172,964,161
	EUR	EUR	EUR
Access Capital Fund VIII Growth Buy-Out Europe	30,000,000	14,760,000	15,240,000
Access Capital Co-Investment Fund Buy-Out Europe II	22,000,000	8,825,000	13,175,000
Capital Dynamics Mid-Market Direct V	20,000,000	9,661,359	10,338,641
Crown Growth Global Opportunities III	30,000,000	21,000,000	9,000,000
Unigestion Direct II	25,000,000	11,775,306	13,224,694
Unigestion Secondary V	50,000,000	24,500,000	25,500,000
Total EUR	177,000,000	90,521,665	86,478,335
	USD	USD	USD
Blackrock Private Opportunities Fund IV	25,000,000	17,998,407	7,001,593
Capital Dynamics Global Secondaries V	22,000,000	14,300,000	7,700,000
Crown Co-Investment Opportunities II	30,000,000	25,655,000	3,345,000
Crown Co-Investment Opportunities III	30,000,000	5,340,000	24,660,000
Crown Global Opportunities VII	40,000,000	13,480,000	26,520,000
Crown Secondaries Special Opportunities II	25,000,000	14,287,500	10,712,500
Pantheon Global Co Investment Opportunities IV	30,000,000	26,020,000	3,980,000
Total USD	202,000,000	118,080,907	83,919,093

Note 14 Financial Instruments

Net Gains and Losses on Financial Instruments

Financial Assets	2020/21	2021/22
	£000	£000
Fair Value through profit and loss account	(901,667)	(401,744)

Fair Value of Financial Instruments

	Fair Value through profit and loss	Assets at amortised cost	Liabilities at amortised cost	Fair Value through profit and loss	Assets at amortised cost	Liabilities at amortised cost
	As at 31-MAR-2021			As at 31-MAR-2022		
	£000	£000	£000	£000	£000	£000
Financial Assets						
Equities	90			89		
Pooled Investments	3,869,990			3,854,266		
Pooled Property Investments	64,040			67,541		
Cash		349,550			817,250	
Other investment balances		1,847			1,833	
Sundry debtors and prepayments		20,969			12,806	
	3,934,120	372,366	0	3,921,896	831,889	0
Financial Liabilities						
Sundry creditors			(15,301)			(11,503)
	0	0	(15,301)	0	0	(11,503)
Net Financial Assets	3,934,120	363,429	(15,301)	3,921,896	831,889	(11,503)

Valuation of Financial Instruments Carried at Fair Value

The valuation of financial instruments has been classified into three levels, according to the quality and reliability of information used to determine fair values.

Level 1

Financial instruments at Level 1 are those where fair values are derived from unadjusted **quoted prices in active markets** for identical assets or liabilities. Products classified as level 1 comprise quoted equities, quoted fixed securities, quoted index linked securities and unit trusts.

Level 2

Financial instruments at Level 2 are those where quoted market prices are not available; for example, where an instrument is traded in a market that is not considered to be active, or where valuation techniques are used to determine fair value and where these techniques use inputs that are based significantly on observable market data.

Level 3

Financial instruments at Level 3 are those where at least one input that could have a significant effect on the instrument's valuation is not based on observable market data. Such instruments would include unquoted equity investments and hedge funds, which are valued using various valuation techniques that require significant judgement in determining appropriate assumptions.

The values of the investment in private equity are based on valuations provided by the general partners to the private equity funds in which Teesside Pension Fund has invested. These valuations are prepared in accordance with the International Private Equity and Venture Capital Valuation Guidelines, which follow the valuation principles of IFRS and US GAAP. Valuations are usually undertaken as at 31 March annually. Cash flow adjustments are used to roll forward the valuations to 31 March as appropriate.

Teesside Pension Fund has no investments in hedge funds.

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.

Valuation of Financial Instruments carried at fair value

	Level 1	Level 2	Level 3	Total
	£000	£000	£000	£000
Value as at 31-MAR-2022				
Financial assets at fair value through profit and loss account	89	2,745,971	1,175,836	3,921,896
Non-financial assets through profit and loss account	0	0	331,115	331,115
Loans and receivables	831,889	0	0	831,889
Financial Liabilities at amortised cost	(11,503)	0	0	(11,503)
Total Financial Assets	820,475	2,745,971	1,506,951	5,073,397

Valuation of Financial Instruments carried at fair value

	Level 1	Level 2	Level 3	Total
Value as at 31-MAR-2021	£000	£000	£000	£000
Financial assets at fair value through profit and loss account	90	2,465,168	1,468,862	3,934,120
Non-financial assets through profit and loss account	0	0	277,200	277,200
Financial Assets at amortised cost	372,366	0	0	372,366
Financial Liabilities at amortised cost	(15,301)	0	0	(15,301)
Total Financial Assets	357,155	2,465,168	1,746,062	4,568,385

Sensitivity of Assets at level 3

Having analysed historical data and current market trends, and consulted with independent investment advisors, the Fund has determined that the valuation classification 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 31 March 2022.

Valuation of Financial Instruments carried at fair value – 31 March 2022

	Assessed valuation range (+/-)	Value at 31-MAR-2022	Value on increase	Value on decrease
		£000	£000	£000
Pooled Investments - Overseas Equity	12.96%	602,790	680,912	524,669
Pooled Investments - Private Equity	18.75%	384,299	456,355	312,243
Pooled Investments - Infrastructure	18.75%	79,234	94,091	64,378
Pooled Investments - Other Alternatives	18.75%	14,005	16,631	11,379
Pooled Investments - Other Debt	18.75%	49,161	58,379	39,944
Pooled Investments - Property	7.05%	46,347	49,615	43,080
Total		1,175,836	1,355,982	995,692

Valuation of Financial Instruments carried at fair value – 31 March 2021

	Assessed valuation range (+/-)	Value at 31-MAR-2021	Value on increase	Value on decrease
		£000	£000	£000
Pooled Investments - Overseas Equity	13.46%	1,235,449	1,401,741	1,069,158
Pooled Investments - Private Equity	17.27%	149,794	175,664	123,925
Pooled Investments - Infrastructure	17.27%	35,473	41,599	29,347
Pooled Investments - Other Alternatives	17.27%	5,806	6,809	4,803
Pooled Investments - Property	8.69%	42,340	46,019	38,661
Total		1,468,862	1,671,832	1,265,894

Reconciliation of Fair Value Measurements within level 3 during 2021/22

	Market Value 01-APR-2021	Transfer between levels	Purchases	Sales	Unrealised Gains/Losses	Realised Gains/Losses	Market Value 31-MAR-2022
	£000	£000	£000	£000	£000	£000	£000
Pooled Investments – Overseas Equity	1,235,989	0	0	(660,000)	(151,499)	178,300	602,790
Pooled Investments – Private Equity	149,794	0	131,825	(17,391)	120,071	0	384,299
Pooled Investments – Infrastructure	35,473	0	62,103	(6,803)	(11,539)	0	79,234
Pooled Investments – Other Alternatives	5,806	0	6,760	0	1,439	0	14,005
Pooled Investments - Other Debt	0	0	49,406	0	(245)	0	49,161
Pooled Investments – Property	42,340	0	0	0	4,007	0	46,347
Total	1,469,402	0	250,094	(684,194)	(37,766)	178,300	1,175,836

Reconciliation of Fair Value Measurements within level 3 during 2020/21

	Market Value 01-APR-2020	Transfer between levels	Purchases	Sales	Unrealised Gains/Losses	Realised Gains/Losses	Market Value 31-MAR-2021
	£000	£000	£000	£000	£000	£000	£000
Pooled Investments – Overseas Equity	1,433,862	0	0	(745,023)	405,904	141,246	1,235,989
Pooled Investments – Private Equity	33,836	0	108,082	(6,850)	14,726	0	149,794
Pooled Investments – Infrastructure	59,565	(59,322)	22,195	(3,554)	16,589	0	35,473
Pooled Investments – Other Alternatives	7,221	0	1,686	(2,166)	(935)	0	5,806
Pooled Investments	28,246	0	13,534	(386)	946	0	42,340
Total	1,562,730	(59,322)	145,497	(757,979)	437,230	141,246	1,469,402

Nature and Extent of Exposure to Risk Arising from Financial Instruments

Risk and Risk Management

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 in the value of the fund and to maximise the opportunity for gains across the whole Fund portfolio. The Fund achieves this through asset diversification to reduce exposure to market risk (price 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. Responsibility for the Fund's risk management strategy rests with the Teesside Pension Fund Committee. The Funding Strategy Statement and the Statement of Investment Principles identify and analyse the risks faced by the pensions operations. These policies are reviewed regularly to reflect changes in activity and market conditions.

Market Risk

Market risk is the risk of loss from fluctuations in equity and commodity prices, interest and foreign exchange rates and credit spreads. The Fund is exposed to market risk from its investment activities, particularly through its equity holdings. The level of risk exposure depends on market conditions, expectations of future price and yield movements and the asset mix.

The Fund identifies, manages and controls market risk exposure within acceptable parameters, whilst optimising the return on risk.

In general, excessive volatility in market risk is managed through the diversification of the portfolio in terms of geographical and industry sectors and individual securities. To mitigate market risk, the Fund and its investment advisors undertake appropriate monitoring of market conditions and benchmark analysis.

The Fund manages these risks in three ways:

1. The actuarial valuation of the Fund which is carried out every three years and resets the employer contribution rates.
2. The asset liability study which is carried out every three years or more frequently if required considers alternative asset allocations for the Fund and the long term impact on employer contribution rates.
3. Quarterly monitoring of the performance of the Fund against selected benchmarks, and annual performance reports to the Pension Fund Committee.

Other Price Risk

Other price risk represents the risk that the value of a financial instrument will fluctuate as a result of changes in the market prices (other than those arising from interest rate risk or foreign exchange risk), whether those changes are caused by factors specific to the individual instrument or its issuer or factors affecting all such instruments in the market.

The Fund is exposed to share price risk. This arises from investments held by the fund for which the future price is uncertain. All securities investments present a risk of loss of capital. The maximum risk resulting from financial instruments is determined by the fair value of the financial instruments.

The Fund's investment managers mitigate this price risk through diversification and the selection of securities and other financial instruments is monitored by the Council to ensure it is within limits specified in the Fund Strategy Statement and the Investment Strategy Statement.

Other Price Risk – Sensitivity Analysis

Following analysis of historical data and expected investment return movement during the financial year, in consultation with Portfolio Evaluation Ltd, the Fund has determined that the following movements in market price risk are reasonably possible for the 2021/22 reporting period.

2021/22 Price Risk		Value as at 31-MAR-2022	Change	Value on Increase	Value on Decrease
Asset Type	Region	£000	%	£000	£000
Equities	UK	80	14.98%	92	68
	Non UK	9	12.96%	10	8
	Total	89		102	76
Managed and Unitised Funds	UK	912,542	14.98%	1,049,241	775,843
	Non UK	3,009,265	12.96%	3,399,266	2,619,264
	Total	3,921,807		4,448,507	3,395,107
Total		3,921,896		4,448,609	3,395,183

2020/21 Price Risk		Value as at 31-MAR-2021	Change	Value on Increase	Value on Decrease
Asset Type	Region	£000	%	£000	Asset Type
Equities	UK	81	16.07%	94	68
	Non UK	90	13.46%	10	8
	Total	90		104	76
Managed and Unitised Funds	UK	1,477,735	16.07%	1,715,207	1,240,263
	Non UK	2,456,295	13.46%	2,786,912	2,125,678
	Total	3,934,030		4,502,119	3,365,941
Total		3,934,120	Total	4,502,223	3,366,017

Interest Rate Risk

Interest rate risk is the risk to which the Fund is exposed to changes in interest rates and relates to its holdings in cash. The Fund's direct exposure to interest rate movements as at 31 March 2021 and 31 March 2022 is set out below:

Asset Type at 31 March	2020/21 £000	2021/22 £000
Cash and cash equivalents	340,650	817,250
Other Investment balances	1,847	1,833
Total	342,497	819,083

Sensitivity Analysis

The Fund 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 analysis that follows assumes that all other variables, in particular exchange rates, remain constant, and shows the effect in the year on the net assets available to pay benefits of a +/- 25 basis points (BPS) change in interest rates.

Asset Type		+ 25 BPS	- 25 BPS
Carrying value at 31-MAR-2022	£000	£000	£000
Cash and cash equivalents	817,250	2,043	(2,043)
Cash balances	1,833	5	(5)
Total	819,083	2,048	(2,048)

Asset Type		+ 25 BPS	- 25 BPS
Carrying value at 31-MAR-2021	£000	£000	£000
Cash and cash equivalents	340,650	851	(851)
Cash balances	1,847	5	(5)
Total	342,497	856	(856)

Currency Risk

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 financial instruments that are denominated in any currency other than the functional currency of the Fund (£UK). The Fund's currency rate risk is considered by the Fund's Investment Advisors and Investment Managers. The Pension Fund Committee is informed quarterly of the Fund's currency exposure.

The following tables summarise the Fund's currency exposure as at 31 March 2021 and as at 31 March 2022, showing the sensitivity analysis of foreign exchange movements.

Currency Risk 31-MAR-2022	Value £000	Change %	Value on Increase £000	Value on Decrease £000
Australian Dollar	9	8.10%	10	8
Euro	591,638	5.20%	622,403	560,873
Japanese Yen	266,463	9.20%	290,978	241,948
US Dollar	1,123,077	8.30%	1,216,292	1,029,862
Asia Pacific ex Japan basket	817,262	8.10%	883,460	751,064
Total	2,798,449		3,013,143	2,583,755

Currency Risk 31-MAR-2021	Value £000	Change %	Value on Increase £000	Value on Decrease £000
Australian Dollar	9	8.60%	10	8
Euro	485,317	5.80%	513,465	457,169
Japanese Yen	203,613	9.30%	222,549	184,677
US Dollar	1,029,673	8.60%	1,118,225	941,121
Asia Pacific ex Japan basket	737,691	8.60%	801,132	674,250
Total	2,456,303		2,655,381	2,257,225

Following analysis of historical data in consultation with Portfolio Evaluation Ltd, the Fund considers the likely volatility associated with foreign exchange rate movements to be as shown above. A percentage strengthening/weakening of the pound against the various currencies in which the fund holds investments would decrease/increase the net assets available to pay benefits as highlighted above.

Credit Risk

Credit risk represents the risk that the counterparty to a transaction or a financial instrument will fail to discharge an obligation and cause the Fund to incur a financial loss. The Fund is exposed to credit risk on its investment portfolio, including its cash deposits, and on the contributions receivable from the Fund's participating employers. The market values on investments usually reflect an assessment of credit risk in their pricing and as a result the risk of the loss is implicitly provided for in the fair value of the Fund's investments. Credit risk on cash deposits is managed by Middlesbrough Council's in-house Treasury Management Team, following the Council's Treasury Management Policy. This policy is described in detail in Middlesbrough Council's Annual Report. Credit risk on contributions receivable from employers is minimised by regular monitoring of monthly receipt of payments from employees. There is no provision for doubtful debts against the amounts due from employers as at 31 March 2022. The LGPS Regulations require that a risk assessment of any new transferee admission body is carried out, and that a bond or guarantee is obtained where necessary. The Teesside Pension Fund Committee must approve the admission of any new body. Bonds or guarantees have been obtained for the Fund's admission body employers, where possible. The Fund is potentially exposed to credit risk from certain scheduled employers that have neither tax-raising powers nor a guarantee from central government.

Collateral and other Credit Enhancement

The pension fund does not use collateral and other credit enhancement.

Liquidity Risk

Liquidity risk is the risk that the Fund will not be able to meet its financial obligations as they fall due. The Fund holds in-house cash resources to meet the day to day needs and to pay pensions. If there is insufficient cash available to meet immediate needs, there are sufficient other assets available which can be realised at short notice and at minimal cost. With the exception of investments in private equity, infrastructure partnerships and other alternatives there are no commitments to contribute further capital to any of the existing fund investments. When private equity, infrastructure partnership and other alternatives capital calls are received, payments are made from cash or, if there are insufficient cash funds available, other assets are realised.

Note 15 Actuarial Valuations

Contributions are paid to the Fund by the employers to provide for the benefits which will become payable to Scheme members when they fall due. The funding objectives are to meet the cost of Scheme members' benefits whilst they are working and to build up assets to provide adequate security for the benefits as they accrue.

In order to check that the funding objectives are being met the Fund is required to carry out an Actuarial Valuation every 3 years, The Triennial Valuation. An Actuarial Valuation was carried out as at 31 March 2019 using the 'Projected Unit Method', which produced the following results:

	31-MAR-2016	31-MAR-2019
	£ million	£ million
Net Liabilities	3,122	3,561
Assets	3,133	4,088
Surplus	11	527
Funding Level	100%	115%

The actuarial assumptions used to calculate the promised value of benefits at 31 March 2022 were:

Funding Assumptions

Pre-retirement discount rate (ongoing funding target)	4.5%
Pre-retirement discount rate (orphan body funding target)	4.5%
Post-retirement discount rate (ongoing funding target)	4.5%
Post-retirement discount rate (orphan body funding target)	3.0%
Pre and Post-retirement discount rate (low risk funding target)	1.3%
Salary increase assumption	3.1%
Benefit increase assumption (CPI)	2.1%

The assumed life expectancy from age 65 (years) assumptions

Mortality Assumptions:	Years
Longevity at 65 for current pensioners:	
• Men	21.80
• Women	23.40
Longevity at 65 for future pensioners :	
• Men	23.10
• Women	25.20

Note 16 Current Assets

Current assets are cash and any other asset that will be turning into cash within one financial year.

Debtors	31-MAR-2021	31-MAR-2022
	£000	£000
Other Debtors	2,740	2,723
Sundry Debtors	1,183	615
Contributions due in respect of	Employers	5,965
	Members	2,755
Cash balances	9,706	748
Total	20,969	12,806

Analysis of Debtors	31-MAR-2021	31-MAR-2022
	£000	£000
Other local authorities	3,918	4,736
Other entities and individuals	7,346	7,322
Add cash balances	9,706	748
Total	20,969	12,806

Scheduled Bodies have the option to pay the capital cost of Early Retirements over five years.

Note 17 Current Liabilities

Current Liabilities are the amounts owing within the next financial year.

Amounts due within one year	31-MAR-2021	31-MAR-2022
	£000	£000
Rents received in advance	(2,042)	(2,774)
Accrued expenses	(12,361)	(7,715)
Other payables	(898)	(1,014)
Total	(15,301)	(11,503)

Analysed by	31-MAR-2021	31-MAR-2022
	£000	£000
Other local authorities	(1,120)	(1,121)
Public Corp & Trading Funds	(1,058)	(5,499)
Other entities and individuals	(13,123)	(4,883)
Total	(15,301)	(11,503)

Note 18 Related Party Transactions

The Fund is administered by Middlesbrough Council. During the reporting period, the council incurred costs of £1,147,000 (2020/21: £1,120,000) in relation to the administration and management of the fund and was reimbursed by the fund for these expenses. Middlesbrough Council is one of the largest members of the pension fund and made employer contribution payments of £8.6 million over the period (2020/21 - £8.1 million).

Note 19 External Audit Costs

The external fees payable to the Fund's external auditors Ernst & Young LLP.

	2020/21	2021/22
	£000	£000
Fees payable to our current external auditors, EY, with regard to their services carried out as appointed auditor (Section 5 Audit Commission Act 1998)	49	48
Total Fees	49	48

The amounts above are one year behind the relevant financial year quoted due to the work being done in arrears after the end of each relevant year i.e. 2020/21 relates to the audit of 2019/20 FY and 2021/22 relates to the 2020/21 FY.

It should be noted that the Fees for 2019/20 went to PSAA arbitration for dispute and were reduced from £76k to £49k as part of that process. The audit fee for 2020/21 has yet to be finalised but the small reduction relates to marginally less work to complete in relation to Covid-19 procedures and a similar resolution of any PSAA dispute for that year.

Note 20 Senior Employees' Remuneration

Key Management Personnel	2020/21	2021/22
	£000	£000
Short Term Benefits	66	66
Post-Employment Benefits	10	15
Total	76	81

Note 21 Events after the Balance Sheet Date

There are no events to report in this category at the authorised for issue date 29th July 2022.

The Compliance Statement

The Compliance Statement Local Government Pension Scheme Regulations

Middlesbrough Council administers the Teesside Pension Fund in accordance with:

The Local Government Pension Scheme Regulations 2013 (as amended)

The Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014 (as amended) and

The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016

Full details of the Governance Policy and Compliance Statement can be seen at

http://www.teespen.org.uk/documents/index.php?name=GOVERNANCE_2

[Full details of the changes to the scheme, along with updated scheme guides, are on our website at www.teespen.org.uk](http://www.teespen.org.uk)

Investment Strategy Statement

The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016 require that Local Government Pension Scheme's administering authorities prepare, publish and maintain an Investment Strategy Statement (ISS). The current version of the Teesside Pension Fund ISS was approved by the Pension Fund Committee in March 2021 and contains statements on:

- Investment responsibilities, setting out the key responsibilities of the Teesside Pension Fund Committee, key officers of the Fund, the Fund's Custodian and the Independent Investment Advisors.
- The investment strategy and the type of investments held, e.g. equities, bonds, property etc.
- The maximum and minimum amount allowable in each asset class and any discretion by the administering authority to increase the limits on various types of investment.
- Risk, including the ways in which risks are to be measured and managed.
- The existing investment management arrangements, including details of the Fund's commitment to investment pooling through its jointly owned pooling company Border to Coast.
- The Fund's position as a responsible investor and its promotion of ethical, social and corporate governance best practice.
- The exercise of the rights (including voting rights) attaching to investments, and the Fund's statement of commitment to the Stewardship Code.
- The Fund's commitment to measure and report investment performance.
- The level of compliance with the Myners Principles.

The statement is maintained and published by Middlesbrough Council, copies of which are available on application, or it can be seen at the Fund's website:

<http://www.teespen.org.uk/documents/index.php?name=ISS>

The Funding Strategy Statement

The Local Government Pension Scheme Regulations 2013, require each Administering Authority, to produce a Funding Strategy Statement, setting out a long term view on funding liabilities. The main areas covered by the statement are:

- The purpose of the statement:
 - Establishes a clear and transparent strategy which identifies how employers' pension liabilities are best met going forward;
 - Supports the regulatory framework to maintain as nearly constant employer contribution rates as possible; and
 - Take a prudent longer term view of funding liabilities.
- The purpose of the Fund, i.e. receive contributions and make pensioner payments.
- The solvency and target funding levels of the Fund, i.e. 100% of the liabilities of the Fund can be met over the long term.
- The identification of key risks to the Fund, and the control mechanisms in place to mitigate these risks.
- Links to the Fund's investment strategy.
- The key responsibilities of the administering authority, scheme employers and the Fund's Actuary are also set out.

The latest Funding Strategy Statement was approved by the Pensions Fund Committee and was effective from March 2020, and can be seen at

<http://www.teespen.org.uk/documents/index.php?name=FSS>

Governance Policy

Under the Local Government Pension Scheme Regulations 2013 Middlesbrough Council, the Administering Authority to the Teesside Pension Fund, is required to draw up a Governance Policy which sets out the procedures for the governance of the Fund. In summary, the policy sets out that the administering authority delegates its functions under the above Regulations to the XPS group (previously Kier Business Services Ltd) as administrator and the Pension Fund Committee to act in a similar manner to a Board of Trustees

The Policy also sets out the:

- Terms of reference of the Pension Fund Committee;
- Structure of meetings;
- Membership; and
- Principles of governance.

The latest policy document can be viewed at:

<https://www.teespen.org.uk/about-us/pensions-panel/>

Communications Policy

Under the Local Government Pension Scheme Regulations 2013 Middlesbrough Council, the Administering Authority to the Teesside Pension Fund, is required to draw up a statement(s) of policy concerning communications with members and Scheme employers.

The Teesside Pension Fund actively communicates with all of its stakeholders, including the members, the employers and other external organisations. For example, we have been providing every active member of the scheme with a statement of accrued benefits since 2001, well before it became compulsory to do so. The statement of accrued benefits also includes the member's State Pension Forecast to aid in their financial planning.

We also provide newsletters twice a year to all of our active and pensioner members; this allows us to inform participants of any scheme changes which may be made.

A Communications Policy Statement has been drawn up in order to ensure that the Fund offers clear communication to stakeholders of the Local Government Pension Scheme. The latest policy statement can be seen at:

<https://www.teespen.org.uk/about-us/communications-policy/>

Teesside Pension Fund

Statement of the Actuary for the year ended 31 March 2022

This statement has been prepared in accordance with Regulation 57(1)(d) of the Local Government Pension Scheme Regulations 2013. It has been prepared at the request of the Administering Authority of the Fund for the purpose of complying with the aforementioned regulation.

Description of Funding Policy

The funding policy is set out in the Administering Authority's Funding Strategy Statement (FSS), dated June 2021. In summary, the key funding principles are as follows:

- Manage employers' liabilities effectively and ensure that sufficient resources are available to meet all liabilities as they fall due.
- Enable primary contribution rates to be kept as nearly constant as possible and (subject to the Administering Authority not taking undue risks) at reasonable cost to the taxpayers, and scheduled, resolution and admitted bodies, while achieving and maintaining Fund solvency and long-term cost efficiency, which should be assessed in light of the risk profile of the Fund and employers, and the risk exposure policies of the Administering Authority and employers alike.
- Seek returns on investments within reasonable risk parameters.

Funding Position as at the last formal funding valuation

The most recent actuarial valuation carried out under Regulation 62 of the Local Government Pension Scheme Regulations 2013 was as at 31 March 2019. This valuation revealed that the Fund's assets, which at 31 March 2019 were valued at £4,088 million, were sufficient to meet 115% of the liabilities (i.e. the present value of promised retirement benefits) accrued up to that date. The resulting surplus at the 2019 valuation was £527 million.

Individual employers' contribution requirements for the period 1 April 2020 to 31 March 2023 were set in accordance with the Fund's funding policy as set out in its FSS.

Principal Actuarial Assumptions and Method used to value the liabilities

Full details of the methods and assumptions used are described in the 2019 valuation report and FSS.

Method

The liabilities were assessed using an accrued benefits method which takes into account pensionable membership up to the valuation date; and makes an allowance for expected future salary growth to retirement or expected earlier date of leaving pensionable membership.

Assumptions

A market related approach was taken to valuing the liabilities, for consistency with the valuation of the Fund's assets. The key financial assumptions adopted for the 2019 valuation were as follows:

Financial assumptions	31 March 2019
Pre-retirement discount rate (ongoing funding target)	4.45%
Pre-retirement discount rate (orphan body funding target)	4.45%
Post-retirement discount rate (ongoing funding target)	4.45%
Post-retirement discount rate (orphan body funding target)	3.00%
Pre and Post-retirement discount rate (low risk funding target)	1.30%
Salary increase assumption	3.10%
Benefit increase assumption (CPI)	2.10%

The key demographic assumption was the allowance made for longevity. The life expectancy assumptions are based on the S2N tables with improvements in line with the CMI 2018 model, with smoothing (Sk) of 7.5, initial adjustment of 0% and a long term rate of 1.5% p.a. for males and females. Based on these assumptions, the average future life expectancies at age 65 are as follows:

	Males	Females
Current Pensioners	21.8 years	23.4 years
Future Pensioners*	23.1 years	25.2 years

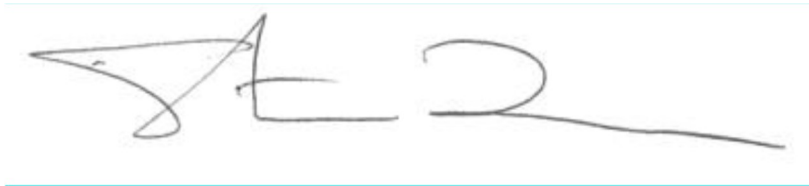
*Aged 45 at the 2019 Valuation.

Copies of the 2019 valuation report and Funding Strategy Statement are available on request from the Administering Authority to the Fund.

Experience over the period since 31 March 2019

Markets were severely disrupted by COVID 19 in March 2020, but over most of 2020/21 and 2021/22 they recovered strongly. However, due to the war in Ukraine, March 2022 markets were particularly volatile, which affects values as at the accounting date. All other things being equal, the funding level of the Fund as at 31 March 2022 is likely to be marginally better than that reported at the previous formal valuation as at 31 March 2019.

It is important to note that the formal triennial funding valuation as at 31 March 2022 may show a different picture when the finalised position is disclosed in next year’s annual report. In particular, changes in Fund membership, changes in anticipated real investment returns, and changes in demographic assumptions will affect the valuation results. The Funding Strategy Statement will also be reviewed as part of the triennial funding valuation.



Steven Law FFA

19 May 2022

For and on behalf of Hymans Robertson LLP

Schedule of Contribution Rates

Net rate of contribution payable by each employing organisation for the period 1 April 2021 to 31 March 2022 under regulation 62 of the Local Government Pension Scheme Regulations 2013.

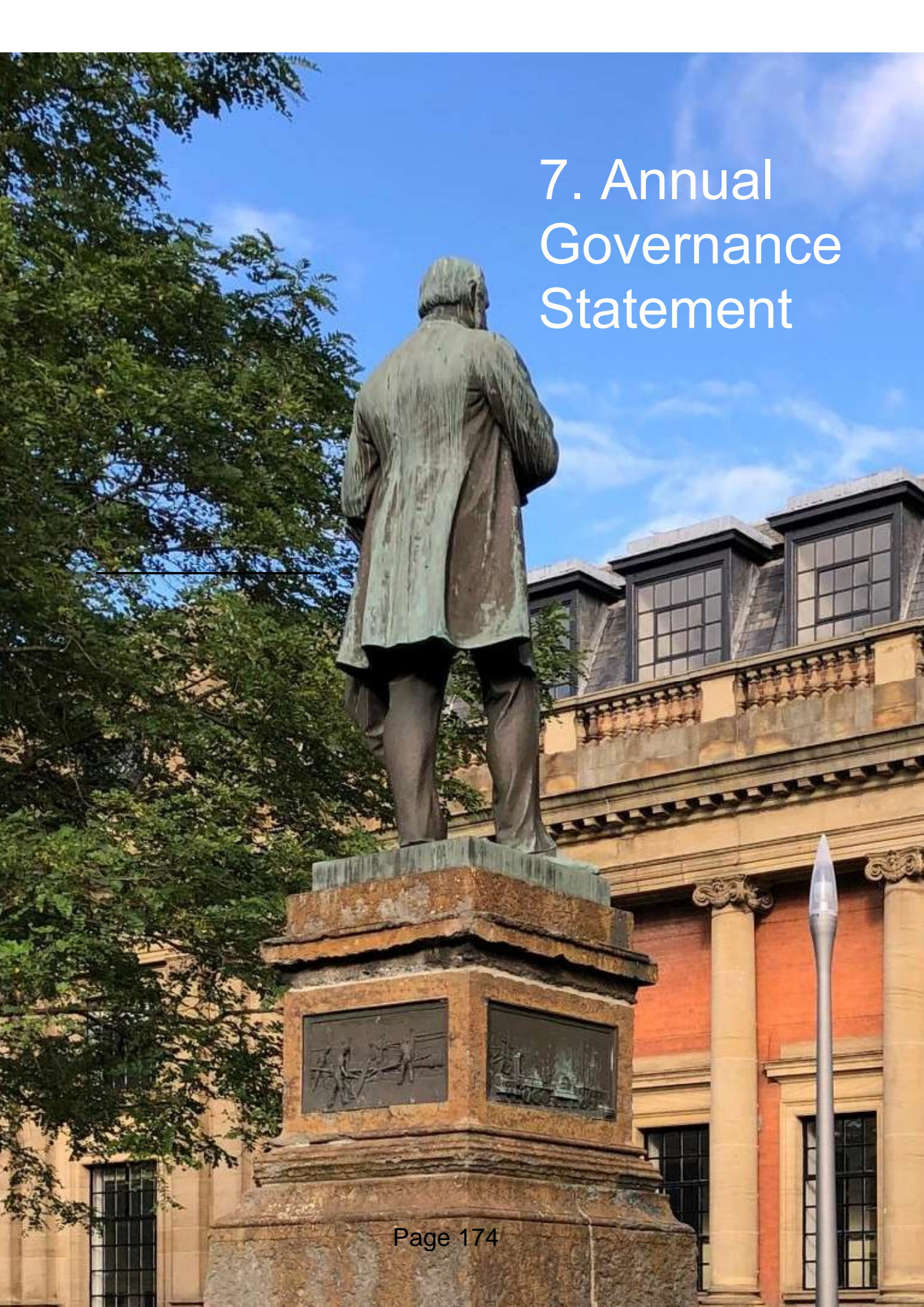
	Employers Rates %	Employees £000	Employers £000
Ad_Astra Academy Trust	17.5%	204	613
All Saints Academy	17.5%	34	97
Ash Trees Academy	17.5%	81	133
Badger Hill Academy	17.5%	11	31
Beamish Museum Ltd	23.3%	126	520
Beyond Housing	23.4%	442	1,426
Billingham Town Council	17.7%	7	19
Bulloughs Cleaning Services	17.9%	3	11
Business and Enterprise North East	24.5%	3	100
Caldicotes Primary Academy	17.5%	8	24
Care and Custody Health Ltd	15.9%	6	15
Care Quality Commission	17.9%	964	2,239
Carmel Education Trust	17.5%	362	1,097
Catcote Academy	17.5%	109	325
Caterlink - RCBC	21.5%	7	25
Caterlink - St_Oswalds	22.3%	3	13
Churchill's (Collaborative Trust)	17.5%	0	1
Churchill's Outwood Grange	17.5%	4	13
Cleveland College of Art and Design	15.2%	130	309
Cleveland Fire Brigade	14.8%	241	541
Community Integrated Care	23.0%	1	4
Compass Badger / Freebrough / Whitecliffe	18.9%	5	13
Compass Contract Services Ltd	17.9%	10	31
Compass Group - Manor	18.9%	18	68
Conyers School	17.5%	154	460
Creative Management Services Ltd	29.4%	2	10
Diocese of Middlesbrough Trustee	22.3%	9	20
Dyke House Academy	17.5%	82	238
Easterside Academy	17.5%	28	86
Eden Academy Trust Limited	17.5%	68	199
Egglecliffe Primary School	17.5%	8	25
Emmanuel School Foundation	17.5%	75	224
Endeavour Academies Trust	17.5%	124	362
Enquire Learning Trust (Central)	17.5%	83	164
Extol Academy Trust (Eldon Grove)	17.5%	51	150
Fabrick Housing Group	20.1%	925	2,465
Falcon Education Academies Trust	17.5%	31	94
Frederick Natrass Primary Academy	17.5%	21	62
Freebrough Academy	17.5%	46	134

Future Regeneration of Grangetown	30.9%	3	12
Galileo Multi Academy Trust	17.5%	217	635
Grangefield Academy	17.5%	50	148
Green Lane Primary Academy	17.5%	32	99
Guisborough Town Council	17.7%	6	19
Hardwick Green Primary Academy	17.5%	24	71
Harrow Gate Primary Academy	17.5%	32	95
Hartlepool Borough Council	12.4%	3,345	6,444
Hartlepool Care Services Ltd	27.9%	1	7
Hartlepool College of Further Education	15.2%	172	438
Hartlepool Sixth Form College	15.2%	19	50
Holy Trinity Primary School	17.5%	15	44
Horizons Specialist Academy Trust	17.5%	234	688
Hutchinson's Catering	17.9%	4	13
Ian Ramsey Church of England Academy	17.5%	51	150
Ingleby Barwick Town Council	17.7%	2	6
Ingleby Manor Free School & Sixth Form	17.5%	38	110
Ironstone Academy Trust - Ormesby Primary School	17.5%	15	49
Ironstone Academy Trust - Zetland Primary School	17.5%	18	57
James Cook Learning Trust	17.5%	62	185
Kader Academy	17.5%	20	61
KGB Cleaning Ltd - LJS	14.8%	1	3
KTS Academy	17.5%	82	253
Legacy Learning Trust	17.5%	156	462
Liberata UK Ltd	0.0%	60	0
Lingfield Academy Trust	17.5%	47	145
Lockwood Parish Council	17.7%	1	2
Loftus Town Council	17.7%	2	8
Manor Community Academy	17.5%	58	169
Mbro and Stockton Mind	17.9%	3	9
Mellors Catering Ltd - Dormanstown	21.2%	1	5
Mellors Catering Services Ltd (Central)	17.9%	22	10
Mellors Catering Services Ltd (Normanby)	17.9%	3	8
Mellors Ironstone	17.9%	3	9
Mellors NPCAT	17.9%	6	19
Mellors Riverside	18.9%	0	1
Mellors Skelton	18.9%	0	0
Middlesbrough College	15.2%	421	991
Middlesbrough Council	11.5%	3,978	8,651
Mitie Cleveland Fire	17.5%	1	2
NEAT Academy Trust	17.5%	53	150
Nicholas Postgate Catholic Academy Trust	17.5%	537	1,578
NMRN Trading	15.8%	3	8
Normanby Primary School	17.5%	31	95
North East Learning Trust	17.5%	47	140
North Ormesby Primary Academy	17.5%	14	42

North Shore Academy	17.5%	45	130
Northern Lights Learning Trust	17.5%	17	22
Norton Primary Academy	17.5%	25	74
Nunthorpe Academy	17.5%	84	245
Nunthorpe Primary Academy	17.5%	14	43
Oak Tree Academy	17.5%	26	79
One Awards Limited	22.2%	34	126
One IT Services and Solutions Ltd	15.6%	51	100
One IT Services Ltd - Porter	15.9%	2	5
ONsite Building Trust	19.3%	3	10
Our Children 1 Academy Trust	17.5%	40	124
Outwood Academy Acklam	17.5%	74	223
Outwood Academy Bishopsgarth	17.5%	47	142
Outwood Academy Bydales	17.5%	29	85
Outwood Academy Normanby	17.5%	42	122
Outwood Academy Ormesby	17.5%	52	153
Outwood Academy Redcar	17.5%	32	96
Outwood Riverside	17.5%	9	51
Overfields Primary School	17.5%	14	42
Pentland Academy	17.5%	29	89
Police & Crime Commissioner for Cleveland	14.5%	88	161
Prince Regent Street Trust	17.5%	53	160
Redcar & Eston CIC	17.9%	13	27
Redcar and Cleveland Borough Council	10.2%	3,352	5,282
River Tees Multi Academy Trust	17.5%	63	174
Riverdale Primary School	17.5%	8	26
RM Education	18.9%	6	17
Rose Wood Academy	17.5%	27	59
Rye Hills Academy	17.5%	9	23
Saltburn Marske and New Mask Parish Council	17.7%	4	11
Skelton and Brotton Parish Council	17.7%	3	10
Skelton Primary School	17.5%	32	94
SLM Charitable Trust MBC	11.5%	54	93
SLM Community Leisure Charitable Trust	19.2%	34	102
SLM Fitness & Health Ltd (MBC)	11.5%	5	9
SLM Fitness and Health Ltd	19.2%	2	7
SLM Food & Beverage Ltd (MBC)	11.5%	2	4
SLM Food and Beverage Ltd	19.2%	1	4
South Tees Development Corporation	20.2%	151	340
St_Aidans Primary School	17.5%	17	54
St_Francis of Assisi	17.5%	21	63
St_Mark's Academy	17.5%	37	109
St_Mary's CE Primary School	17.5%	7	22
Stagecoach Transit	43.5%	1	349
Steel River Academy Trust	17.5%	80	242
Stockton Borough Council	13.1%	5,296	10,890

Stockton Riverside College	15.2%	415	1,010
Sunnyside Academy	17.5%	43	131
Tascor Services Ltd - PFI	18.0%	1	3
Tees Active Limited	18.2%	94	256
Tees Valley Collaborative Trust	17.5%	117	337
Tees Valley Combined Authority	15.3%	400	808
Tees Valley Community Asset Preservation Trust	17.0%	2	5
Tees Valley Education Trust	17.5%	117	337
Teesside Learning Trust	17.5%	3	5
Teesside University	15.8%	2,172	4,952
Teesville Primary School	10.2%	16	59
The Chief Constable for Cleveland	14.5%	1,669	3,648
Thornaby C of E Primary	17.5%	20	63
Thornaby Town Council	17.7%	0	3
Unity City Academy	17.5%	58	170
Veritau Tees Valley	10.2%	8	13
Viewley Hill Academy Trust	17.5%	19	57
Vision Academy Learning Trust	17.5%	294	875
Whitecliffe Academy	17.5%	8	24
Wynyard Church of England Primary School	17.5%	23	69
XPS Administration Ltd	15.3%	24	55
Yarm Primary School	17.5%	19	57
Total Contributions 2021/22		29,934	67,732

7. Annual Governance Statement



Annual Governance Statement 2021/22

To follow once approved by Corporate Affairs and Audit Committee for the 2021/22 financial year.

8. Glossary of Terms



Glossary of Terms

Accounting Period

The period of time covered by the accounts; normally a period of 12 months commencing on 1 April and ending as at the balance sheet date of 31 March.

Accrual

A sum included in the accounts to cover income or expenditure attributable to the accounting period covered by the accounts but for which payment had not been received/made at the balance sheet date.

Accrued Benefits

The benefits for service up to a given point in time, whether vested rights or not.

Actuarial Gains and Losses

For a defined benefit 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 or losses) or the actuarial assumptions have changed.

Actuarial Valuation

A valuation of assets held, an estimate of the present value of benefits to be paid and an estimate of required future contributions, by an actuary, on behalf of a pension fund.

Accumulated Absences Account

A requirement under IFRS is that the Council must make an accrual in its accounts at year end for any annual leave earned but not taken by employees at the end of the financial year.

Admitted Bodies

Organisations that participate in the Teesside Pension Fund under an admission agreement between the Fund, and the relevant organisation.

Admitted bodies include voluntary and charitable organisations and private contractors that are undertaking a local authority function following an outsourcing to the private sector.

Annual Governance Statement

The Annual Governance Statement is compiled following the review by the Council of the effectiveness of the systems of internal control and governance arrangements.

Assets Held for Sale

Assets held for sale are those where the value of the asset will be recovered by selling the asset rather than through usage. To be classed as held for sale the asset must meet the following criteria:

- be available for immediate sale in its present condition.
- Its sale must be highly probable.
- management expects the sale to take place within twelve months.

Assets Under Construction

At any time some projects will be incomplete and will need to be classified as 'fixed assets under construction. It is usual for assets under construction to be recognised but recorded as non-operational until they are available for use, at which point they are recognised as operational assets.

Audit

An independent examination of the Council's activities, either by internal audit or the Council's external auditor.

Balance Sheet

A statement of the balances and reserves at the Local Authority's disposal, the net current assets employed in its operation and the value of fixed assets held.

Budget

A statement reflecting the Council's spending plans for a specific period. The annual revenue budget is normally finalised and approved in February prior to the commencement of the new financial year.

Capital Charges

A charge to service revenue accounts to reflect the cost of utilising fixed assets in the provision of services.

Capital Expenditure

Expenditure on the acquisition of a fixed asset or which adds to the value of an existing fixed asset.

Capital Adjustment Account

The Capital Adjustment Account reflects the difference between the cost of fixed assets consumed and the capital financing set aside to pay for them.

Capital Financing

The methods of financing capital expenditure. This includes borrowing, direct revenue financing, leasing, the use of capital receipts, capital grants and external contributions.

Capital Grant

Grant from Central Government used to finance specific schemes in the capital programme.

Capital Receipts

Proceeds from the sale of capital assets. Such income may only be used for capital purposes, i.e. to repay outstanding borrowing or to finance new capital expenditure. Any receipts which have not yet been utilised, are referred to as "Capital Receipts Unapplied".

Cash and Cash Equivalents

Cash equivalents are - "short term, highly liquid investments that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value". They are shown in the Balance Sheet along with cash under the heading "Cash and Cash equivalents".

Collection Fund Account

This account records the income received by the Council in relation to local taxation and non-domestic rates. It also shows how the income has been distributed to the preceptors and to the general fund.

Community Asset Transfer

A change in management and/or ownership of land or buildings from public bodies (most commonly local authorities) to communities (community and voluntary sector groups, community enterprises, social enterprises, etc.)

Component Accounting

Where assets can be broken down into different components which have a material value and substantially different economic lives, then each component should be separately valued.

Contingency

The sum of money set aside to meet unforeseen expenditure or liability.

Contingent Asset

A contingent asset arises in a situation where a potential inflow or economic benefit to the authority will only be confirmed by the occurrence or otherwise of some future event but where the value of the benefit cannot be measured reliably.

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 authority'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 provided by the end of the financial year for which payment has not yet been made.

Current Assets

An asset which will be consumed or cease to have material value within the following financial year (e.g. stocks and debtors).

Current Liabilities

These are amounts owed by the Council due for payment within the following financial year (e.g. creditors or cash overdrawn).

Current Service Costs (Pensions)

The increase in the present value of a defined benefit pension scheme's liabilities arising from an employee's service in the current financial year.

Curtailment (Pensions)

An event that reduces the expected years of future service of present employees in a defined benefit pension scheme or reduces the defined benefits for some or all of their future service.

Debtors

Income due to the Council for services carried out or grants/contributions due in the financial year for which payment has not been received by the end of that year.

Deferred Pensions

Individuals who have ceased to be active members of a pension scheme but are entitled to benefits payable at a later date.

Defined Benefit Scheme

A pension scheme which calculates benefits due from the scheme independently to the contributions payable and the return on the investments made by the scheme.

De-minimis

For capital accounting, a de-minimis value is set below which any items of expenditure are excluded from the capital accounts and instead treated as revenue expenditure. The Council's de-minimis levels are outlined in the statement of accounting policies.

Depreciation

The allocation of the cost of consuming a tangible asset over its useful life. Consumption includes the wearing out, using up or other reduction in the useful life of a fixed asset whether arising from use, passage of time or obsolescence through either changes in technology or demand for the goods and services produced by the asset.

Direct Revenue Financing

The financing of capital projects from revenue resources.

Discretionary Benefits

Retirement benefits, which the employer has no legal, contractual or constructive obligation to award and which are awarded under the authority's discretionary powers.

Earmarked Reserves

Funding set-aside to be used for a specific purpose at some point in the future.

Expected Rate of Return on Pension Assets

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.

Extraordinary Items

Transactions that fall outside of the ordinary activities of the council and are not expected to reoccur.

Non-Current Assets

Assets that have a useful life and yield benefits to the Council and the services it provides for a period of more than one year.

General Fund

The main revenue account used to fund the cost of providing Council services. The main sources of income

credited to the fund are the council tax and business rates precepts and the revenue support grant (RSG) from central government.

Heritage Assets

A tangible asset with historical, artistic, scientific, technological, geophysical or environmental qualities that is held and maintained principally for its contribution to knowledge and culture.

Impairment

The diminishing in quality, strength, amount, or value of an asset.

IFRS - International Financial Reporting Standards

International Financial Reporting Standards (IFRS) are a set of international accounting standards stating how particular types of transactions and other events should be reported in financial statements. IFRS are issued by the International Accounting Standards Board and specify exactly how organisations must maintain and report their accounts.

Local Authorities have had to prepare their accounts in accordance with IFRS requirements since April 2010.

Intangible Assets

An asset that is not physical in nature. Examples of this type of asset include IT software and other licences and patents and trademarks.

Investment Property

An investment property is defined as a property, which is held exclusively for revenue generation or for the capital gains that the asset is expected to generate.

Leases

A lease is a contract between a lessor and lessee for the hire of a specific asset with the ownership of the asset being retained by the lessor. There are two main types of lease, operating and finance leases.

A finance lease is a lease that transfers substantially all the risks and rewards of ownership of an asset to the lessee and the minimum lease payments amount to substantially all (90% or more) of the fair value of the leased asset. An operating lease is a lease other than a finance lease.

Local Management of Schools

Under the Local Management of Schools Funding arrangements, the Council is required to pass on the calculated share of each funding stream budget directly to all its schools. Individual schools have direct responsibility for managing their budgets and any surplus or deficit incurred in the financial year is carried forward to the following financial year as part of the schools balances earmarked reserve.

Materiality

A figure is classified as material if its omission or misstatement could influence decisions users take on the basis of the financial statements.

Minimum Revenue Provision (MRP)

The minimum amount Local Authorities are required to set aside each year for the repayment of outstanding long-term debt.

Movement in Reserves Statement

This statement highlights the movement in the year for the earmarked reserves held by the Council. This is split between 'usable reserves' (those held to fund future expenditure) and unusable reserves (technical accounting adjustments).

Non-Domestic Rates (also known as Business Rates)

Charges paid by occupiers of non- domestic properties for council services. The charge is calculated by multiplying the rateable value of a property by a multiplier set by Central Government.

Net Book Value

The current value of a fixed asset after taking account of depreciation.

Non-Operational Assets

Fixed assets owned by the Council but not currently being used in the delivery of services. They include surplus properties awaiting disposal, investment properties and assets under construction.

Operational Assets

Fixed assets owned by the Council and used in the delivery of Council services.

Operating Segments

The breakdown of the Council's activities into distinct service divisions/ outcome areas.

Past Service Cost

The increase in the present value of a defined pension scheme liabilities relating to employee service in prior periods arising as a result of the introduction of, or improvement to, retirement benefits.

Post Balance Sheet Events

There are two types of post balance sheet events. Adjusting events are those events that provide additional evidence of conditions that existed at the balance sheet date and require adjustments to be made to the accounts. Non adjusting events are those events after the balance sheet date which provide evidence of conditions not existing at the balance sheet date. These may require disclosure in the accounts stating the nature of the event and an estimate of the financial impact.

Precept

The levy made on the council by other bodies for income collected from Council taxpayers on their behalf e.g. Fire or Police Authority.

Provisions

Funds set aside to cover liabilities which are likely or certain to be incurred at a future date but where the exact amount and timing of the liability is currently not known.

Prudence

The **accounting** principle that requires liabilities and expenses to be recorded as soon as they occur, but revenues only when they are assured or realised.

Related Parties

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

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

Related Party Transactions

A related party transaction is the transfer of assets or liabilities or the performance of services by, or for, a related party irrespective of whether a charge is made.

Revaluation Reserve

The balance sheet reserve that records increases in the valuation of fixed assets that have not yet been realised through the disposal of the asset. Decreases in asset valuations are also taken to the revaluation reserve if an asset has previously had an increase in valuation.

Revenue Expenditure

The day-to-day costs incurred in providing Council services. This includes staffing, supplies & services, transport and utility costs etc.

Revenue Support Grant

The main source of Central Government grant funding for Local Authorities.

Scheduled Bodies

Local authorities or similar organisations whose staff are automatically entitled to become members of the Teesside Pension Fund.

Specific Grants

Government grants awarded to Local Authorities and earmarked for specific services, e.g. Standards Fund

Grant for Children’s Services.

Stocks (Inventories)

Goods or merchandise available for sale or distribution held at the balance sheet date. This can include the following:

- goods or other assets purchased for resale.
- consumable stores.
- raw materials and components purchased for incorporation into products for sale.
- products and services in intermediate stages of completion.
- long-term contract balances, and finished goods.

Unusable Reserves

Reserves that are held by the Council for accounting purposes. The gains or losses in these reserves are unrealised and as a result are not available for future use by the Council.

Usable Reserves

Unutilised resources set aside to allow planning for future Revenue & Capital expenditure.

Useful Life

The period over which the Council will derive benefits from the use of a fixed asset.

Work in Progress

The total value of the materials and labour costs incurred to date on unfinished projects



MIDDLESBROUGH COUNCIL

Report of:	Head of Internal Audit, Veritau
Submitted to:	Corporate Affairs and Audit Committee, 29 September 2022
Subject:	Internal Audit and Counter Fraud progress report

Summary

Proposed decision(s)
<p>That the Committee:</p> <ul style="list-style-type: none"> notes the progress of internal audit and counter fraud work in 2022/23 and the outcomes from work completed since the last report to this committee.

Report for:	Key decision:	Confidential:
Information	n/a	No

Contribution to delivery of the 2021-24 Strategic Plan		
People	Place	Business
Receiving details of internal audit and counter fraud work completed will help the Committee perform its role. Internal audit and counter fraud work contributes towards achieving the Council’s priorities by identifying potential issues which may obstruct that achievement.	Internal Audit assists management in delivering their priorities by working to an annual programme of work that includes assignments linked to corporate risks and priorities, and which seeks to add value by assessing the quality of controls, ensure value for money and achieve better outcomes for local people.	Delivering balanced budgets, maintaining front line services, and addressing budget shortfalls are priorities for the Council. Ensuring appropriate controls are in place and preventing fraud from occurring and recovering loss helps the Council achieve these aims.

Ward(s) affected
None.

What is the purpose of this report?

1. To provide Members with an update on progress with the delivery of internal audit and counter fraud work and on reports issued and other work completed since the last update report to this committee.

Why does this report require a Member decision?

2. Internal audit professional standards require that internal audit reports to the committee on progress with the delivery of audit plans and on the findings and conclusions from work completed.

Report Background

3. Internal audit provide independent and objective assurance and advice on the Council's operations. It helps the organisation to achieve overall objectives by bringing a systematic, disciplined approach to the evaluation and improvement of the effectiveness of risk management, control and governance processes.
4. The work of internal audit is governed by the Accounts and Audit Regulations 2015 and relevant professional standards. These include the Public Sector Internal Audit Standards (PSIAS), CIPFA guidance on the application of those standards in Local Government and the CIPFA Statement on the role of the Head of Internal Audit.
5. Fraud is a significant risk to the public sector. Annual losses are estimated to exceed £51 billion in the United Kingdom. Veritau are engaged to deliver a counter fraud service for Middlesbrough Council. The service helps the council to mitigate fraud risks and to take appropriate action where fraud is suspected.
6. The purpose of this report is to provide an update on internal audit and counter fraud work carried out in 2022/23. The Council's internal audit and counter fraud work programmes were approved by this Committee in April 2022.

Internal Audit Progress report

7. The internal audit progress report is contained in annex 1. It reports on progress against the internal audit work programme. This includes a summary of current work in progress, internal audit priorities for the year, completed work, and follow-up of previously agreed audit actions.

Counter Fraud Progress report

8. The counter fraud progress report is contained in annex 2. It reports on progress against the counter fraud work programme. A range of work is detailed including activity to promote awareness of fraud, work with external agencies, and information on the level of fraud reported to date.

What decision(s) are being asked for?

9. That the committee:
 - notes the progress of internal audit and counter fraud work in 2022/23.

Why is this being recommended?

10. Internal audit professional standards require that progress in delivering internal audit work, and the findings and outcomes from audit work are reported to the committee.

Other potential decisions and why these have not been recommended

11. This report is for information. There are no other options available.

Impact(s) of recommended decision(s)

12. There are no implications to this report in relation to:

- *Legal*
- *Financial*
- *Policy Framework*
- *Equality and Diversity*
- *Risk*

13. The Council will fail to comply with proper practice for internal audit if Members are not regularly updated on progress of and outcomes from internal audit work.

Actions to be taken to implement the decision(s)

14. n/a

Appendices

Annex 1 – internal audit progress report September 2022

Annex 2 – counter fraud progress report September 2022

Background papers

No background papers were used in the preparation of this report

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INTERNAL AUDIT PROGRESS REPORT 2022/23

Date: 29 September 2022

Annex 1





BACKGROUND

- 1 Internal audit provides independent and objective assurance and advice about the Council's operations. It helps the organisation to achieve overall objectives by bringing a systematic, disciplined approach to the evaluation and improvement of the effectiveness of risk management, control and governance processes.
- 2 The work of internal audit is governed by the Accounts and Audit Regulations 2015 and relevant professional standards. These include the Public Sector Internal Audit Standards (PSIAS), CIPFA guidance on the application of those standards in Local Government and the CIPFA Statement on the role of the Head of Internal Audit.
- 3 The internal audit work programme was agreed by this committee in April 2022. The plan is flexible in nature and work is being kept under review to ensure that audit resources are deployed to the areas of greatest risk and importance to the Council.
- 4 The purpose of this report is to update the committee on internal audit activity up to 31 August 2022.



INTERNAL AUDIT PROGRESS

- 5 Our current priorities are to complete the remaining work which commenced during 2021/22. Good progress has been made on these audits and a number have been finalised. In addition, we have commenced work on a number of new areas including Council Tax and NNDR, creditors and Towns Fund governance.
- 6 We also continue to review quarterly Supporting Families claims, and other grant claims including those relating to Covid-19 support. A summary of internal audit work currently underway as well as work finalised in the year to date is included in appendix 1.
- 7 The work programme showing current priorities for internal audit work is included at appendix 2. Alongside the work in the 'do now' and 'do next' categories are indicative timescales for when work has commenced or is expected to commence and for when final reports will be produced. These timescales are subject to change and work priorities may also change during the year depending on an ongoing consideration of risk.
- 8 The programme includes a number of audits in the 'do later' category. The internal audit work programme is designed to include all potential areas that should be considered for audit in the short to medium term, recognising that not all of these will be carried out during the current year (work is deliberately over programmed).
- 9 Four audit reports have been finalised since the last report to this committee in July 2022 and details of these are included at appendix 3.

- 10 Appendix 4 lists our current definitions for action priorities and overall assurance levels.



FOLLOW-UP OF AGREED ACTIONS

- 11 All actions agreed with services as a result of internal audit work are followed up to ensure that underlying control weaknesses are addressed. A summary of the current status is at appendix 5.

APPENDIX 1: 2022/23 INTERNAL AUDIT WORK

Audits in progress

Audit	Status
Senior management reviews	In progress
Children's commissioning & contract management	In progress
Teesside Pension Fund – Investments	In progress
Supplier relief	In progress
Increase in demand (Children's Services)	In progress
Middlesbrough Development Company	In progress
Firewalls (ICT)	In progress
Payroll	In progress
Creditors	In progress
Towns Fund governance	In progress
Burial grounds	Draft report issued
Main Accounting	Draft report issued

Final reports issued

Audit	Reported to Committee	Opinion
Project management – Boho X	July 2022	Limited Assurance
Asset maintenance	July 2022	Substantial Assurance
Teesside Pension Fund – overpayments	July 2022	Substantial Assurance
Schools themed audit – purchasing cards & asset management	July 2022	Substantial Assurance
Future High Streets Fund	September 2022	Substantial Assurance
Home working	September 2022	Substantial Assurance
ICT change management	September 2022	Substantial Assurance
Benefits - overpayments	September 2022	Substantial Assurance

Other work in 2022/23

Internal audit work has been undertaken in a range of other areas during the year, including those listed below.

- A review of grant claims including the Children's Services Practice Improvement Grant and claims relating to Scambusters.
- A review of returns completed by the Council for the Supporting Families scheme .

- A review of Covid grant schemes including Track and Trace and the Contain Outbreak Management Fund.
- Data analysis on debtors accounts to provide feedback on potential data errors including duplicate entries.
- Ongoing governance work relating to allegations made by former Executive members.

APPENDIX 2: CURRENT PRIORITIES FOR INTERNAL AUDIT WORK

Audit / Activity	Rationale for inclusion / change in priority	Expected / Actual start	Expected finish
Corporate & cross cutting			
Category 1 (do now)			
Senior management reviews	Raised by the CAAC as an issue for review.	August 2022	December 2022
Supplier relief	Significant priority for the Council.	August 2022	December 2022
Category 2 (do next)			
Financial planning and resilience Risk management Performance management and data quality Corporate governance Strategic planning Ethics and culture Local Plan strategy and development	These audits are considered the next priority audits at this time based on current risk and other work ongoing. No timescales are currently planned for these.		
Category 3 (do later)			
Budgeting and savings plans Partnerships Procurement and contract management Workforce planning HR	These audits are not considered high priority at the current time but this will be re-evaluated as the year progresses.		

Audit / Activity	Rationale for inclusion / change in priority	Expected / Actual start	Expected finish
Corporate complaints Information governance Democratic services and elections Environment and climate change Health and safety Business continuity			
Financial / corporate systems			
Category 1 (do now)			
Main accounting	Key financial system.	March 2022	September 2022
Teesside Pension Fund – Investments	Key financial system.	March 2022	September 2022
Payroll	Key financial system.	August 2022	November 2022
Creditors	Key financial system.	September 2022	November 2022
Category 2 (do next)			
Council Tax/NNDR	Key financial system.	September 2022	December 2022
Debtors	Key financial system. This will follow on from some initial data analysis work.	October 2022	Q4 2022/23
Category 3 (do later)			
Teesside Pension Fund – administration			
Benefits & Council Tax Support			
Capital accounting and assets			

Audit / Activity	Rationale for inclusion / change in priority	Expected / Actual start	Expected finish
Treasury Management VAT accounting			
ICT			
Category 1 (do now)			
Firewall security	Key ICT risk area and agreed with the service as a priority for review.	August 2022	December 2022
Category 2 (do next)			
Strategy and governance ICT risk management Patch management Cyber security	These audits are considered the next priority audits at this time based on current risk and other work ongoing. The next audits will be agreed with the ICT service during the year.		
Category 3 (do later)			
Operational audits			
Category 1 (do now)			
Burial Grounds	Concerns have been raised about the governance in this area. The audit is now in draft and the findings and actions are being agreed with the service.	November 2021	September 2022
Children's Commissioning and Contract Management	Deferred from 2020/21. Links to the audit work carried out last year following the	March 2022	December 2022

Audit / Activity	Rationale for inclusion / change in priority	Expected / Actual start	Expected finish
	Ofsted inspection. There have been delays due to a lack of officer availability.		
Middlesbrough Development Company	Significant priority for the Council.	August 2022	November 2022
Increase in demand (Children's Service)	Recognised nationally as a significant risk. The audit was originally planned as 'Children's caseload management'.	September 2022	Q4 2022/23
Towns Fund governance	A significant priority for the Council and an audit was agreed as an action from the Boho X work.	September 2022	December 2022
Category 2 (do next)			
Tees Community Equipment Service	A review of the service along with compliance with financial procedures. Some initial data analysis is being carried out.	September 2022	December 2022
Homecare	A review of homecare payments was identified as an area for audit following other work; we have identified issues at other Councils.	October 2022	Q4 2022/23
Selective landlord licensing	This has been raised as an area for review by the relevant DMT.	Q3 2022/23	Q4 2022/23
Category 3 (do later)			
Domestic violence	These audits are considered the next priority audits at this time based on current risk and other work ongoing.		
Schools themed audit – School's Financial Value Standard			
Shopping centre development			
Regeneration projects			
Planning complaints			
Transporter Bridge (follow-up)			

Audit / Activity	Rationale for inclusion / change in priority	Expected / Actual start	Expected finish
Social care referrals and assessments Legislative changes Recruitment and retention Liberty Protection Safeguards Public health Environmental health Homelessness Special Educational Needs Exclusions (schools) Recruitment of foster carers Home to school transport Highways and fleet management Planning Economic development Town Hall strategic management	These audits are not considered high priority at the current time but this will be re-evaluated as the year progresses.		

APPENDIX 3: SUMMARY OF KEY ISSUES FROM AUDITS FINALISED SINCE THE LAST REPORT TO THE COMMITTEE

System/area	Opinion	Area reviewed	Date issued	Comments / Issues identified	Management actions agreed
Future High Streets Fund	Substantial Assurance	Performance information, use of expenditure, alignment to objectives and council plans.	12 July 2022	Governance arrangements are generally working well however the rationale for approving or rejecting applications is not always clearly documented.	A project monitoring and reporting guidance document will be created.
Home working	Substantial Assurance	Corporate guidance, health and safety, ensuring regular contact is maintained with staff.	18 July 2022	Controls in place are working well, however Not all responses have been received to either accept or turn down the Council's variation to contract offer and mandatory training is not complete in all cases.	HR will follow this up including sending reminders to managers.
ICT change management	Substantial Assurance	Authorisations, implementation of changes and monitoring.	26 July 2022	No major issues identified.	
Benefits – overpayments	Substantial Assurance	Calculation and processing of overpayments, performance monitoring.	26 August 2022	No major issues identified.	

APPENDIX 4: AUDIT OPINIONS AND PRIORITIES FOR ACTIONS

Audit opinions

Our work is based on using a variety of audit techniques to test the operation of systems. This may include sampling and data analysis of wider populations. It cannot guarantee the elimination of fraud or error. Our opinion relates only to the objectives set out in the audit scope and is based on risks related to those objectives that we identify at the time of the audit.

Opinion	Assessment of internal control
Substantial assurance	A sound system of governance, risk management and control exists, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited.
Reasonable assurance	There is a generally sound system of governance, risk management and control in place. Some issues, non-compliance or scope for improvement were identified which may put at risk the achievement of objectives in the area audited.
Limited assurance	Significant gaps, weaknesses or non-compliance were identified. Improvement is required to the system of governance, risk management and control to effectively manage risks to the achievement of objectives in the area audited.
No assurance	Immediate action is required to address fundamental gaps, weaknesses or non-compliance identified. The system of governance, risk management and control is inadequate to effectively manage risks to the achievement of objectives in the area audited.

Priorities for actions

Priority 1	A fundamental system weakness, which presents unacceptable risk to the system objectives and requires urgent attention by management
Priority 2	A significant system weakness, whose impact or frequency presents risks to the system objectives, which needs to be addressed by management.
Priority 3	The system objectives are not exposed to significant risk, but the issue merits attention by management.

APPENDIX 5: FOLLOW UP OF AGREED AUDIT ACTIONS

Where weaknesses in systems are found by internal audit, the auditors agree actions with the responsible manager to address the issues. Agreed actions include target dates and internal audit carry out follow up work to check that the issue has been resolved once these target dates are reached. Follow up work is carried out through a combination of questionnaires completed by responsible managers, risk assessment, and by further detailed review by the auditors where necessary. Where managers have not taken the action they agreed to, issues are escalated to more senior managers, and ultimately may be referred to the Corporate Affairs and Audit Committee.

Actions completed

A total of 5 actions have been completed since the last report to this committee in July 2022. A summary of the priority of the 5 completed actions are included below.

Actions agreed	
Priority of actions	Number of actions agreed
1	0
2	4
3	1
Total	5

Actions agreed by directorate						
Priority of actions	Adult Social Care	Children's Services	Environment and Community	Finance	Legal and Governance	Regeneration
1	0	0	0	0	0	0
2	0	0	0	0	0	4
3	0	0	0	0	0	1
Total	0	0	0	0	0	5

Actions Outstanding

A total of 32 actions with original due dates that have passed are still outstanding. A summary of the priority of these actions is included below.

Actions agreed		Actions agreed by directorate						
Priority of actions	Number of actions agreed	Priority of actions	Adult Social Care	Children's Services	Environment and Community	Finance	Legal and Governance	Regeneration
1	9	1	0	0	7	0	0	2
2	13	2	0	5	6	1	0	1
3	10	3	0	2	0	5	3	0
Total	32	Total	0	7	13	6	3	3

Of the 32 actions outstanding 24 have had a revised date agreed. The remaining actions are currently being followed-up with the relevant service.

Actions outstanding for more than 6 months (Priority 1 and 2)

Fourteen actions have currently been outstanding for longer than 6 months beyond the agreed implementation date and are included in the table below. Revised dates have been agreed and we will follow these up when the new implementation date becomes due.

Audit	Priority	Original Date	Revised Date	Finding / Action	Reason for Delay
Transporter Bridge	2	Mar 21	Apr 23	Management should ensure that maintenance and staff meetings at the Transporter Bridge are regularly held and minuted. All identified actions should be recorded and followed up to ensure that remedial action is delivered by action owners within the agreed timescales.	There is no agreed date for when the bridge will return to operational service. Some initial work has been carried out to address the actions and emergency repairs are being undertaken but this will not make the bridge operational. Officers would require further funding to be agreed to bring the bridge back into full operation. As a result, the remaining actions which largely relate to operational issues have been revised to an implementation date of April 2023.

Audit	Priority	Original Date	Revised Date	Finding / Action	Reason for Delay
Transporter Bridge	2	Mar 21	Apr 23	Senior staff from both Transport & Infrastructure and Property & Commercial Services should meet regularly to ensure that relevant matters are discussed and minuted (e.g. maintenance or inspection programmes and day-to-day issues relating to the Transporter Bridge). All identified actions should be recorded and followed up to ensure that remedial action is delivered by action owners within the agreed timescales.	As Above
Transporter Bridge	1	Mar 21	Apr 23	Management should review the effectiveness of the current management arrangements for the Transporter Bridge. Going forward, the Council should consider external technical consultancy or guidance to ensure that both the service and the structure remain fit for purpose.	As Above
Transporter Bridge	1	Mar 21	Apr 23	Management should ensure that effective governance arrangements are implemented for the Transporter Bridge. This should include performance being regularly reported to all stakeholders and a service level agreement agreed between the Council and Stockton Borough Council which details all management responsibilities to ensure that the facility remains fit for purpose.	As Above

Audit	Priority	Original Date	Revised Date	Finding / Action	Reason for Delay
Transporter Bridge	1	Mar 21	Apr 23	A documented maintenance schedule must be produced (by an appropriately qualified in-house employee or external consultant) to detail what checks are to be carried out at the Transporter Bridge and their associated frequency. Documented systems should be adopted whereby individuals sign for checks carried out on a registered job card as soon as they have been completed. A maintenance log should be created to detail all activities that are undertaken by on site staff as well as outside contractors.	As Above
Transporter Bridge	2	Mar 21	Apr 23	A training needs analysis should be compiled for all staff at the Transporter Bridge. This analysis should highlight the training required, differentiating between mandatory training for legislative requirements and other advisable training for best practice. The analysis should identify how and by whom the training will be delivered and the associated frequency. Training records for all staff should be maintained to ensure an up to date record of all staff training completed and to be completed is available.	As Above
Transporter Bridge	1	Mar 21	Apr 23	Management should ensure that, in the interest of safety for members of staff, public, visitors, activity agents and for the vessels that travel underneath the	As Above (survey completed in December 2021).

Audit	Priority	Original Date	Revised Date	Finding / Action	Reason for Delay
				structure, that the Transporter Bridge has a full structural survey. All remedial actions identified as a result of that survey must be addressed as directed by the survey findings. The facility should remain closed until it has been deemed fit for purpose by surveyors.	
Transporter Bridge	1	Mar 21	Apr 23	Management should organise a risk workshop with all relevant staff for the purposes of compiling a register that captures all risks facing the Transporter Bridge including health and safety risks and those relating to the strategic objectives of the Transporter Bridge i.e. risks that could prevent the attainment of the Council's vision and aims. The risk register should then be periodically reviewed (e.g. at least twice a year) to ensure that the risks remain relevant and that planned mitigation actions are implemented according to timescales.	As Above
Debtors	2	Sep 21	Sep 22	The VAT Officer will investigate cases with incorrect VAT treatment identified during the audit and will provide further training and guidance for relevant staff.	A new VAT officer is now in place who will investigate and produce some key points on the incorrect VAT treatment with further training and guidance provided where necessary.

Audit	Priority	Original Date	Revised Date	Finding / Action	Reason for Delay
Use of CCTV	2	Sep 21	Feb 22 ¹	The CCTV Code of Practice and associated procedures to be supplied to all scheme managers and responsible officers, with appropriate briefings and/or training.	Procedures have been developed. A meeting with scheme managers will be held to confirm their understanding and the action will then be completed.
Use of CCTV	2	Dec 21	Feb 22	The Single Point of Contact (SPoC – this is the Operational Community Safety Manager) will produce an annual report based on a review of annual self-assessments from scheme managers, which will include scheme performance against key measures and targets to be agreed with the Head of Strategy, Information and Governance (SRO).	The Annual report has now been produced; once agreement from the Head of SRO has been evidenced then the action will be completed.
Use of CCTV	1	Dec 21	Feb 22	Scheme managers and responsible officers will be identified for all schemes and they will maintain Code Assessment Packs, demonstrating compliance with the Council's local code of practice. The Operational Community Safety Manager will produce an annual report based on a review of annual self-assessments by scheme managers.	Initial actions delivered but evidence required of ongoing maintenance of compliance records. A meeting will be held with scheme managers to follow up on compliance and once this has taken

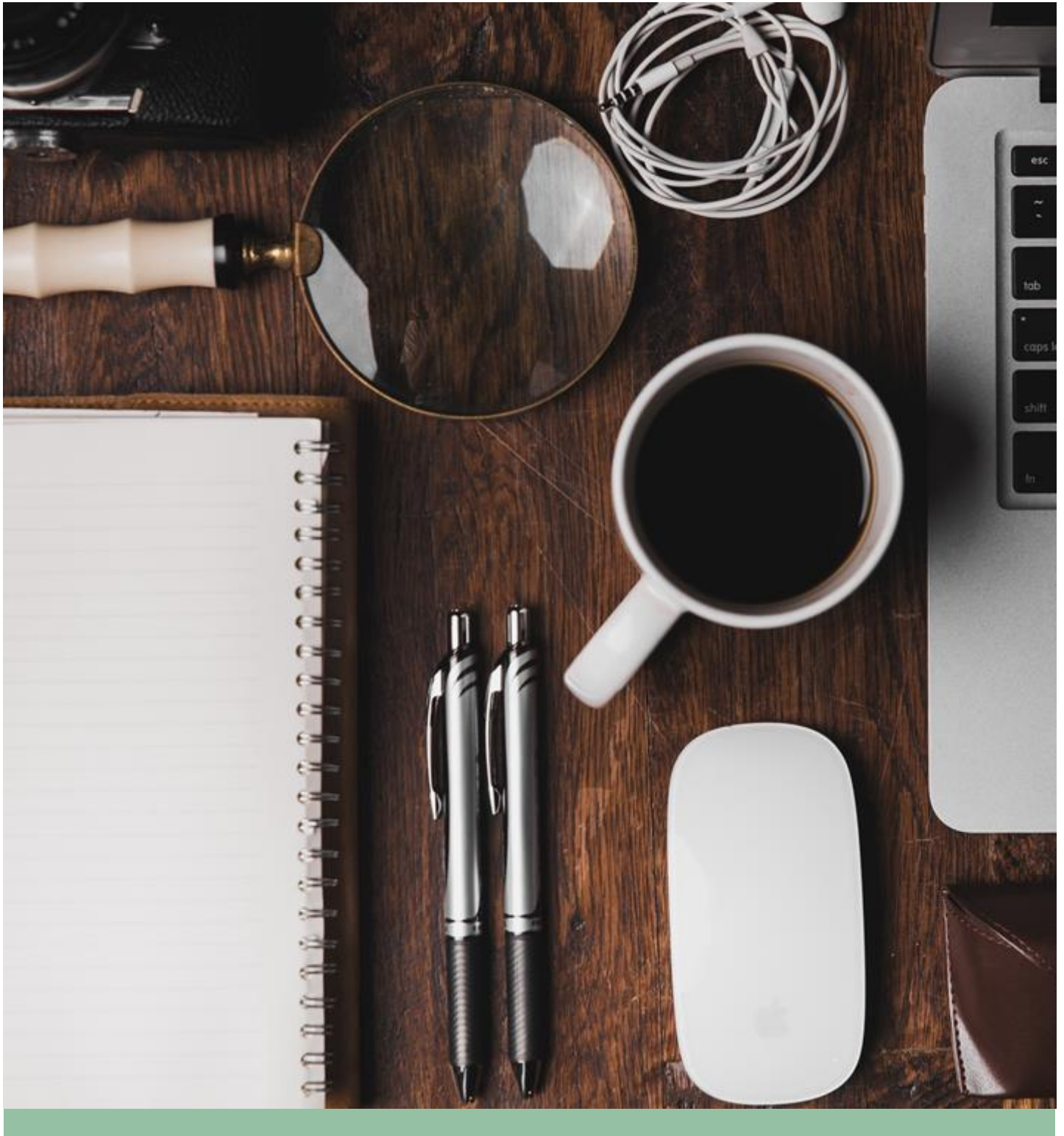
¹ The CCTV actions all had revised dates of 28 February 2022. A follow-up of these actions is now underway and the actions are expected to be completed once satisfactory evidence is provided as per the narrative included in the 'reasons for delay' column.

Audit	Priority	Original Date	Revised Date	Finding / Action	Reason for Delay
					place the action will be complete.
Use of CCTV	1	Sep 21	Feb 22	A central register of all public space surveillance camera equipment operated by the Council, including the location of each piece of equipment, its asset reference, and the manager responsible, will be developed and maintained by the Operational Community Safety Manager.	Cameras have been mapped to create a central register that contains their location and object ID. A follow-up audit will be carried out in July-August 2022 to confirm implementation and agree any additional actions that may be required.
Use of CCTV	2	Dec 21	Mar 22	Contract owners to work with the North East Procurement Organisation (NEPO) and the CCTV provider to enforce current contract stipulations regarding performance and to update them where required in line with the Council's Code Assessment Pack and annual review process.	Monthly meetings have been held; evidence of these to be provided and if satisfactory the action will be complete.

COUNTER FRAUD PROGRESS REPORT 2022/23

Date: 29 September 2022

Annex 2





BACKGROUND

- 1 Fraud is a significant risk to the public sector. The government estimates that the taxpayer loses up to £51.8 billion to fraud and error in public spending every year¹. Financial loss due to fraud can reduce a council's ability to support public services and cause reputational damage.
- 2 Veritau delivers a corporate fraud service to the Council which aims to prevent, detect and deter fraud and related criminality. We employ qualified criminal investigators to support departments with fraud prevention, proactively identify issues through data matching exercises, and investigate any suspected fraud. To deter fraud, offenders face a range of outcomes, including prosecution in the most serious cases
- 3 This report updates the Corporate Affairs and Audit Committee on counter fraud activity to date.



FRAUD MANAGEMENT

- 4 The Council's counter fraud framework is subject to annual review. The outcome of that review is being reported to the committee in the current session. The framework report includes an updated strategy action plan, anti-fraud, corruption, and bribery policy, and fraud risk assessment.
- 5 The counter fraud team raised awareness of whistleblowing on World Whistleblowers' Day in June. It is important that workers are aware that they should raise concerns that are in the public interest and that there are protections in place if they do. It is equally important that managers respond to whistleblowing concerns in the correct way.
- 6 Counter fraud training was delivered to the Council's finance team to address a form of cybercrime that has been increasing in terms of sophistication, frequency, and success over the past 12 months (mandate fraud – also known as payment diversion fraud). The training provided an update on the latest tactics and tools used by criminals to commit this type of fraud.
- 7 Fraud awareness training was delivered to members of the Council's legal department. The training provided awareness of the role and function of the counter fraud team as well as updating staff on debtor tracing work undertaken for the department.
- 8 The Council's counter fraud transparency data was updated to include information about counter fraud work in 2021/22, meeting the Council's obligation under the Local Government Transparency Code 2015.

¹ Fraud and Error (Ninth Report of Session 2022/23), Public Accounts Committee, House of Commons



MULTI-AGENCY WORK

- 9 The National Fraud Initiative (NFI) is a large-scale data matching exercise that involves all councils and other public sector bodies in the UK. The work of the NFI is overseen by the Cabinet Office. The 2020/21 exercise has now concluded and there is ongoing work in preparation for the 2022/23 exercise. Data will be securely gathered from council systems at the end of September, processed, and then securely sent to the NFI in October.



INVESTIGATIVE WORK

- 10 In 2022/23, the counter fraud team has received eleven referrals of suspected fraud to date. These cover potential adult social care fraud and debt recovery issues. Thirteen investigations have been completed in the current financial year and there are currently two cases under investigation.
- 11 Working with Legal Services the team have assisted the Council to trace debtors. To date information has been provided in connection with debts totalling £40k.

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Report of:	Head of Internal Audit, Veritau
Submitted to:	Corporate Affairs and Audit Committee, 29 September 2022
Subject:	Annual Counter Fraud Framework Report

Summary

Proposed decision(s)
<p>That the Committee notes:</p> <ul style="list-style-type: none"> • the updated Counter Fraud Strategy Action Plan • the updated Fraud Risk Assessment • the updated Anti-Fraud, Bribery, and Corruption Policy

Report for:	Key decision:	Confidential:
Information	n/a	No

Contribution to delivery of the 2021-24 Strategic Plan		
People	Place	Business
<p>The prevention and detection of fraud as well as the recovery of losses helps the Council to ensure the effective use of public funds for the benefit of residents and to achieve its strategic goals. Having a strong approach in addressing fraud positively reinforces goals surrounding crime and anti-social behaviour.</p>	<p>The Council aims to make considerable investment in homes, cultural assets, and the town centre. Tackling fraud against the council increases the resources available to achieve these objectives.</p>	<p>Delivering balanced budgets, maintaining front line services, and addressing budget shortfalls. Losing money to fraud makes these goals more challenging. Preventing fraud from occurring and recovering lost funds is an opportunity to produce potentially significant savings for the Council.</p>

Ward(s) affected
None.

What is the purpose of this report?

1. To update members on the impact of fraud nationally and in particular on local authorities. The Council's counter fraud policy framework has been reviewed and the Counter Fraud Strategy action plan and the Fraud Risk Assessment have been updated for 2022/23.
2. The review also identified that the Council's Anti-Fraud, Bribery, and Corruption Policy required updating to reflect changes in legislation. The Police, Crime, Sentencing and Courts Act 2022 has removed councils' ability to offer simple cautions as an alternative to prosecution. A new process is proposed which can be used to offer offenders a formal written warning when it is not in the public interest to prosecute. The policy has also been revised to make it more readable and up to date.

Why does this report require a Member decision?

3. The Corporate Affairs and Audit Committee has a responsibility under the Council's constitution to keep under review the Council's counter fraud framework which is made up of policies such as the Anti-Fraud, Bribery, and Corruption Policy.
4. To protect public funds, it is important for the Council to have a framework in place to prevent, detect and deter fraud, and to recover any losses. A strong anti-fraud framework that minimises loss through fraud and error will ensure that the Council has more resources available to focus on providing services for people with the greatest needs, which is fundamental to tackling inequality and poverty.

Report Background

5. The annual counter fraud framework report is included in annex 1 to this report. An updated Anti-Fraud, Bribery, and Corruption Policy is included in annex 2. The new process for formal written warnings is highlighted as a tracked change in section 4 of annex 2.

What decision(s) are being asked for?

6. That the committee notes:
 - the updated Counter Fraud Strategy Action Plan
 - the updated Fraud Risk Assessment
 - the updated Anti-Fraud, Bribery, and Corruption Policy

Why is this being recommended?

7. A strong counter fraud framework that minimises loss through fraud or error and maximises recovery could mean the Council has more resources to achieve its strategic aims and to provide services for people with the greatest needs. The Council also has a duty to protect public funds.

Other potential decisions and why these have not been recommended

8. This report is for information. There are no other options available.

Impact(s) of recommended decision(s)

9. There are no implications to this report in relation to:

- ***Legal***
- ***Financial***
- ***Policy Framework***
- ***Equality and Diversity***

Risk

10. The Council will fail to comply with best practice for counter fraud work if Members are not regularly updated on counter fraud policy and risk.

Actions to be taken to implement the decision(s)

11. n/a

Annex

Annex 1 – Counter Fraud Framework Report 2022/23

Annex 2 – Anti-Fraud, Bribery, and Corruption Policy

Background papers

No background papers were used in the preparation of this report

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COUNTER FRAUD FRAMEWORK REPORT

29 September 2022

ANNEX 1

Assistant Director - Corporate Fraud:
Jonathan Dodsworth

Head of Internal Audit: Max Thomas





INTRODUCTION

- 1 Fraud is a significant risk to the UK public sector. Losses to local government due to fraud results in less funding for public services. The government estimates that the taxpayer loses up to £51.8 billion to fraud and error in public spending every year and 40% of all crime committed in the UK is categorised as fraud¹.
- 2 To effectively combat fraud the Council needs to have a counter fraud framework that helps it prevent, detect and deter fraud. Counter fraud work needs to develop at least as quickly as the techniques used by fraudsters.



NATIONAL PICTURE

- 3 The Institute for Fiscal Studies reports that the UK is experiencing a “cost of living crisis”² as a result of a number of financial factors. The insurance company Zurich reports a “sharp increase in insurance fraud as cost of living pressures contribute to a rise in bogus claims”³. Fraud is expected to become more prevalent during this period and councils may see an increase in false claims for discounts and benefits. The public will also be targeted. There have been reports of scam telephone calls and text messages made to members of the public purporting to offer financial support (eg government support for energy bills) but are in fact attempts to use the current situation as a way to defraud people.
- 4 The Public Sector Fraud Authority (PSFA) was launched in August 2022. The organisation seeks to modernise the government’s counter fraud response. The PSFA aims to produce £180 million in fraud benefits in its first 12 months. It will agree counter fraud plans with, and provide support to, central government departments and other public bodies to help combat fraud. The PSFA will focus on ministerial bodies but will share best practice and standards with local government⁴.
- 5 Cybersecurity continues to be an area of focus for the public and private sectors as organisations rely more on online resources to deliver services and facilitate productivity (eg homeworking). In a recent report RSM UK expressed concern that when an organisation’s infrastructure extends into the homes of staff that this presents an easier target for criminals. A survey that formed part of the report found the number of medium sized business owners reporting successful cyber attacks had increased by 35% compared to the previous year⁵.
- 6 The World Economic Forum’s 2022 Global Risk Report states that 95% of cybersecurity issues stem from human error⁶. Luton Council was subject

¹ [Fraud and Error \(Ninth Report of Session 2021/22\)](#), Public Accounts Committee, June 2021, HM Government

² [Response to Government Cost of Living Statement](#), Institute for Fiscal Studies, May 2022

³ [Cost of Living Press Release](#), Zurich Insurance Group, July 2022

⁴ [Public Sector Fraud Authority Mandate](#), HM Government, September 2022

⁵ [The Real Economy - Cyber Security report](#), RSM UK, April 2022

⁶ [Global Risks Report 2022](#), World Economic Forum, January 2022

to a payment diversion fraud (also known as mandate fraud) perpetrated by organised criminals. A compromised user account was used to request a change of bank account, resulting in the diversion of a £1.1m payment. To date this has not been recovered. This highlights the importance of strong controls and regular messages to employees to raise awareness of fraud.



LOCAL PICTURE

- 7 Officers in service departments play a key role in ensuring controls operate correctly to help prevent fraud and raising suspicions of fraud with the counter fraud team when they occur. Over the last two years, the counter fraud team has been working to develop closer relationships with departments across the council, in areas where fraud is a higher risk. This has resulted in a steady increase in the number of requests for assistance and referrals of fraud. The team will continue to develop these relationships further over the coming year and will be targeting a number of new areas including children's social care and insurance.
- 8 The vast majority of fraud reported comes from members of staff as opposed to residents. Further work is planned to promote the counter fraud hotline to the public.
- 9 The National Fraud Initiative (NFI) is a data matching exercise run every two years by the Cabinet Office. Councils and other public bodies are required to provide a range of data sets which are matched together to produce data matches for individual organisations to review and investigate. Substantial numbers of these matches are produced for Middlesbrough Council – the 2020/21 exercise produced 5,800 matches. Workload and resourcing issues across a number of service areas led to only a small number of matches being reviewed. The counter fraud team will offer support to service areas to help review matches produced in the upcoming 2022/23 exercise.



COUNTER FRAUD FRAMEWORK

- 10 The Council has a robust counter fraud framework which includes a counter fraud strategy and associated action plan, an anti-fraud and corruption policy, a fraud risk assessment, and a number of related policies (eg whistleblowing). A review of the framework is conducted annually.
- 11 The Council's current counter fraud and corruption strategy was adopted in 2020. The strategy sets out the Council's aims for counter fraud work over the next few years. The strategy also includes actions needed to maintain and develop counter fraud arrangements at the Council. The associated strategy action plan is reviewed and updated annually. This year's update is contained in appendix A. It details progress made against last year's plan and introduces new priorities for the counter fraud team in 2022/23 taking into account local and national developments.

New objectives this year include:

- monitoring and implementing guidance from the newly formed Public Sector Fraud Authority
- promoting counter fraud work to new service areas at the Council
- increasing responsibility for the evaluation and investigation of National Fraud Initiative data matches.

- 12 The current review identified that the Anti-Fraud, Corruption, and Bribery Policy requires updating due to the Police, Crime, Sentencing and Courts Act 2022. The covering report contains details of the changes required and the revised policy is in Annex 2.



FRAUD RISK ASSESSMENT

- 13 It is recognised good practice for councils to assess their risk of fraud on a regular basis. An updated fraud risk assessment is contained in appendix B.
- 14 The risk assessment highlights areas of work to be undertaken by the internal audit and counter fraud teams (eg fraud awareness training) in addition to actions included in the counter fraud and corruption strategy action plan.
- 15 The current review downgrades Covid-19 grant related fraud to a low risk level. The Council is not currently distributing any new Covid-19 related grants and considerable work has been undertaken to prevent fraud from occurring throughout the pandemic. The risk level of fraudulent insurance claims has been upgraded following reports of increased false claims from the Zurich Insurance Group.

APPENDIX A: COUNTER FRAUD STRATEGY ACTION PLAN

Veritau have responsibility for maintaining, reviewing, and strengthening counter fraud arrangements at the Council. This includes an annual review of the Council’s counter fraud strategy action plan.

Veritau also provide a number of other ongoing activities including:

- a rolling programme of fraud awareness training for officers based on priorities identified through the fraud risk assessment and any emerging issues
- annual campaigns to promote key issues, including cyber security, fraud awareness, anti-bribery and money laundering, and whistleblowing
- regular reporting of counter fraud activity to the Corporate Affairs & Audit Committee.

New one off and developmental activity:

Ref	Action Required	Target Date	Responsibility	Notes
1	Review guidance issued by the Public Sector Fraud Authority (PSFA); identify recommended actions and implement as required.	September 2023	Veritau	The newly formed PSFA is expected to develop their offering to the public sector over the next year.
2	Promote counter fraud work to more departments at the Council.	March 2023	Veritau	Explore undertaking counter fraud work with council departments where work is not currently ongoing, eg Children’s Social Care and Insurance.
3	Increase responsibilities around the investigation of National Fraud Initiative data matching.	March 2023	Veritau	The counter fraud team currently administer the National Fraud Initiative but do not review the matches produced. Veritau will offer support to review upcoming matches in a number of service areas.

Ref	Action Required	Target Date	Responsibility	Notes
4	Update the Council's Anti-Fraud, Bribery and Corruption Policy.	September 2022	Veritau	The Fraud and Corruption Prosecution Policy requires updating to reflect changes to cautions introduced by the Police, Crime, Sentencing and Courts Act 2022.
5	Promote counter fraud reporting lines to members of the public and staff.	March 2023 (was 2022)	Veritau / Communications Team	This objective is carried over from the previous year. Further work is required to promote fraud reporting internally and externally.

Completed activities:

Ref	Action Required	Responsibility	Update
1	Raise awareness of cyber security issues and promote good practice.	Veritau / Communications Team	Working with council officers Veritau ran an anti-cybercrime campaign in October 2021 to mark cyber security awareness month. The campaign will be repeated and form part of Veritau's annual awareness raising activity.
2	Promote the Council's counter fraud policy framework.	Veritau / Communications Team	The Council's anti-bribery and anti-money laundering policies were highlighted to staff on world anti-corruption day in December. The whistleblowing policy was raised during world whistleblowers' day in June. Awareness raising activity for these policies will continue on an annual basis.
3	Explore additional verification tools for social care financial assessment process.	Veritau / Adult Social Care Services	New tools to help verify applications for social care are now in use by financial assessment officers.

Ref	Action Required	Responsibility	Update
4	Increase sharing of counter fraud intelligence to enhance fraud prevention.	Veritau	Intelligence sharing processes are now in place to quickly alert council officers of fraud issues raised regionally and nationally.

APPENDIX B: Fraud Risk Assessment (September 2022)

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
Adult and Children's Social Care Fraud	<p>For adult social care, losses can occur through deprivation or non-declaration of capital which can involve the transfer or disguise of property in order to avoid paying for residential or domestic care provision. Residential homes could also continue to claim for customers who are no longer in residence (eg after they pass away).</p> <p>In both adult and children's social care, fraud can occur through the misuse of the Direct Payment scheme. For example, where monies allocated to meet a customer's assessed needs are not used to procure support services.</p>	<p>Applications for care funding are carefully assessed to ensure that recipients meet the eligibility criteria and that any financial contribution for care by the customer is correctly calculated.</p> <p>A range of monitoring and verification controls are operated by the Council. This includes requiring customers in receipt of Direct Payments to have a separate bank account for managing these funds and complying with monitoring procedures to verify spending. In instances of misused Direct Payments, customers are moved to a commissioned service.</p>	High	<p>The Counter Fraud Team (CFT) will deliver a rolling programme of fraud awareness training with staff in safeguarding, financial assessments and with relevant legal services team members.</p> <p>Internal Audit (IA) undertake periodic review of controls which helps to ensure robust processes are in place.</p> <p>Suspicious of fraud are routinely investigated by the counter fraud team.</p>
Council Tax & Business Rates Frauds (discounts and exemptions)	<p>Council Tax fraud is a common occurrence. CIPFA reported that 65% of all local government related fraud, recorded as part of their last annual fraud survey, involved Council Tax payments.</p> <p>Council Tax fraud accounted for £35.9m of loss due to fraud in</p>	<p>The Council employs a number of methods to help ensure that only valid applications for discounts, exemptions or reliefs are accepted. This includes requiring relevant information on application forms, visits to properties (where necessary) and an annual canvass requiring businesses to confirm that</p>	High	<p>Council Tax and Business Rates systems are audited regularly. A new audit in the area is due to start in September 2022.</p>

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 23</p>	<p>2019/20 according to the survey. There are several ways in which Council Tax fraud can occur. These include applicants providing false information and recipients failing to notify the Council when they no longer qualify.</p> <p>Business Rates fraud does not occur as regularly but losses in this area can be much higher. The most common type of fraud that occurs is when businesses falsely claim Small Business Rate Relief discounts.</p>	<p>they continue to be entitled to a discount or exemption.</p> <p>Messages reminding residents and businesses to update their circumstances when required appear on annual bills issued by the Council.</p> <p>An audit of Council Tax and Business Rates received substantial assurance in 2021.</p>		
Council Tax Reduction Fraud	<p>Council Tax Reduction (CTR) is a council funded reduction in liability introduced in 2013 to replace Council Tax Benefit. Unlike its predecessor, it is resourced entirely through Council funds. Fraud in this area occurs regularly but is usually of lower value.</p> <p>Frauds can involve applicants failing to declare their total assets, correct household composition or household income. Those receiving support are also required to notify relevant authorities when they</p>	<p>The Council undertakes eligibility checks on those who apply for support. There are established lines of communication with the Department for Work and Pensions (DWP) where claims for support are linked to externally funded benefits.</p> <p>The Council is able to report Housing Benefit and other benefit frauds to the DWP but this does not necessarily allow the Council control over resolving false claims for CTR.</p>	High	CFT to promote the review of National Fraud Initiative matches in this area.

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
	<p>have a change in circumstances that may affect their entitlement to support.</p>	<p>An audit into benefits administered by the Council received reasonable assurance in 2021.</p>		
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 224</p>	<p>A range of frauds can be committed against the Council as a result of publicly available creditor payment data. Criminals undertaking these types of fraud are often found to be operating from overseas.</p> <p>The most common issue is mandate fraud where fraudsters impersonate legitimate suppliers and attempt to divert payments by requesting changes in bank details. Other types of fraud in this area include whaling, where senior members of the Council are targeted and impersonated in order to obtain fraudulent payments.</p> <p>In recent years there have been increased instances nationally of hackers gaining direct access to email accounts of suppliers and then attempting to perpetrate mandate frauds. These attempts are much more difficult to detect and prevent.</p>	<p>The Council has a number of controls in place to identify fraudulent attempts to divert payments from genuine suppliers and to validate any requests to change supplier details.</p> <p>A Creditors audit in 2020/21 found robust processes were in place, in line with the Council's Financial Regulations, and gave the area substantial assurance.</p> <p>CFT delivered bespoke training to staff in charge of creditors in 2022.</p>	<p>High</p>	<p>The CFT undertake work to raise staff awareness of these types of frauds. Increased awareness provides greater chances of stopping fraudulent attempts before losses occur.</p> <p>Regional and national fraud alerts are regularly shared with staff working in this area to help prevent this type of fraud from occurring.</p> <p>All instances of attempted or successful fraud reported to the CFT will be reported to the relevant agencies, such as the National Anti Fraud Network.</p> <p>An audit will be conducted in this area in 2022/23.</p>

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
Cybercrime	<p>Cybercrime is a constantly evolving area. Criminals are continually refining their techniques in order to overcome controls put in place to protect organisations. They seek to obtain unauthorised access and information, and to frustrate systems to steal or extort money or assets.</p> <p>Types of cybercrime experienced by local authorities in recent years include ransomware, phishing, whaling, hacking, and denial of service attacks. Attacks can lead to loss of funds, systems becoming unavailable to use impacting service delivery, and loss of data.</p> <p>There have been a number of high profile cyber-attacks on public and private sector organisations in recent years. Attacks stemming from the hacking of software or IT service providers have become more prevalent. These are known as supply chain attacks and are used by hackers to target the end users of the software created by the organisations targeted.</p>	<p>The Council has a skilled ICT department which helps mitigate the threat of cybercrime.</p> <p>The Council's information security procedures require the central reporting of all cybersecurity incidents; including near misses.</p> <p>An audit conducted in 2020/21 of cybersecurity awareness amongst staff and Members found the Council has good measures in place. A substantial assurance opinion was given.</p>	High	<p>Raising awareness with staff can be crucial in helping to prevent successful cyberattacks. Any counter fraud training delivered will reinforce cybersecurity messages to members of staff.</p> <p>Veritau undertake an annual awareness campaign highlighting cyber security issues.</p> <p>IA periodically conduct ICT audits that review elements of cybersecurity.</p>

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
<p>Procurement Fraud</p>	<p>Procurement fraud has been perceived as a high risk by local authorities for some time. Incidents of fraud in this area are rare but when they do occur they often carry a high level of financial and reputational damage.</p> <p>Procurement fraud, by its nature, is difficult to detect but can result in large scale loss of public funds over long periods of time. The Competition and Markets Authority (CMA) estimates that having a cartel within a supply chain can raise prices by 30% or more.</p> <p>In 2020 CIPFA found that 8% of fraud detected in this area involved 'insider fraud'.</p>	<p>The Council has established Contract Procedure Rules. The rules are reviewed regularly. Controls include the requirement for competitive procurement processes. A team of procurement professionals provide guidance and advice.</p> <p>The Middlesbrough Manager Framework includes contract management expectations for managers. The Contract Procedure Rules also set out the requirements for declarations of interest to be made.</p>	<p>High</p>	<p>Continued vigilance by relevant staff is key to identifying and tackling procurement fraud. The CFT will continue to provide training to raise awareness of fraud risks in this area.</p> <p>The CFT and IA monitor guidance on fraud detection issued by the Competition and Markets Authority and other relevant bodies.</p> <p>Audit work in this area is being considered during 2022/23.</p>
<p>Fraudulent Insurance Claims</p>	<p>The Council may receive exaggerated or fabricated insurance claims. Zurich report a rise in false claims due to the "cost of living crisis". Fraudulent claims pose a serious risk of loss to the authority.</p>	<p>While insurance fraud is common, the burden of risk is currently shouldered by the Council's insurers who have established fraud investigation systems. However, there are implications for the Council where insurers pass on costs relating to fraud through increased premiums.</p>	<p>Medium (upgraded from Low)</p>	<p>The CFT will explore working with the Insurance Team to assist in minimising false claims.</p>

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
<p>Internal Fraud</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 227</p>	<p>There are a range of potential employee frauds including falsifying timesheets and expense claims, abusing flexitime or annual leave systems, undertaking alternative work while sick, or working for a third party on Council time. Some staff have access to equipment and material that may be misused for private purposes.</p> <p>Payroll related fraud can involve the setting up of 'ghost' employees in order to divert salary payments to others.</p> <p>Corruption and bribery is a significant risk to all public sector organisations, however, only low levels have ever been detected.</p>	<p>The Council has a whistleblowing policy through which concerns can be raised. The Council has an anti-bribery policy that asks staff and members to report concerns through the whistleblowing policy.</p> <p>Controls are in place surrounding flexitime, annual leave and sickness absence.</p> <p>Participation in the National Fraud Initiative helps the Council identify potential cases of internal fraud.</p>	<p>Medium</p>	<p>The CFT will investigate any suspicions of corruption while internal audit ensure that appropriate checks and balances are in place to help prevent it.</p>
<p>Recruitment Fraud</p>	<p>Recruitment fraud can affect all organisations. Applicants can provide false or misleading information in order to gain employment such as bogus employment history and qualifications or providing false identification documents to demonstrate the right to work in the UK.</p>	<p>The Council has controls in place to mitigate the risk of fraud in this area. DBS checks are undertaken where necessary.</p> <p>Additional checks are made on applications for roles involving children and vulnerable adults.</p>	<p>Medium</p>	<p>Where there is a suspicion that someone has provided false information to gain employment, the CFT will be consulted on possible criminal action in tandem with any disciplinary action that may be taken.</p>

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
Theft of Assets	The theft of assets can cause financial loss and reputational damage. It can also negatively impact on employee morale and disrupt the delivery of services. The Council owns large numbers of physical items, such as IT equipment, vehicles and tools.	Specific registers of physical assets (eg capital items, property and ICT equipment) are maintained. The Council's whistleblowing arrangements provide an outlet for reporting concerns of theft.	Medium	Members of staff should also be vigilant and report all possible thefts promptly to the Police and CFT.
Blue Badge Fraud	Blue Badge fraud carries a low financial risk to the authority but can affect the quality of life for disabled residents and visitors. There is a risk of reputational damage to the Council if abuse of this scheme is not addressed. People using a Blue Badge that does not belong to them and without the badge holder present are acting contrary to the law. They may also incorrectly be exempted from parking charges or pay reduced fees, in addition to being able to park in restricted areas including on many double yellow lines.	Measures are already in place to control the legitimate issue of blue badges. The Council participates in the National Fraud Initiative which flags badges issued to deceased users, and badge holders who have obtained a blue badge from more than one authority, enabling their recovery to prevent misuse. Enforcement officers make checks of badges seen in use. Where an issue is identified, the badge is confiscated and returned to the issuing authority.	Low	Periodic proactive days of action between the CFT and the Council's enforcement team are being planned. This will raise awareness and act as a deterrent to badge misuse. Instances of misuse should be reported to the CFT who can investigate any criminal misuse.
COVID-19 related fraud	During the Covid-19 pandemic local authorities were responsible	Over the course of 2020/21 the Council developed robust processes	Low (downgraded	Where payments were found to have been fraudulently or

Risk Area	Risk Description	Risk Controls	Risk Category	Risk Mitigation
	<p>for providing support to businesses and residents. These schemes have now ended, however, the Council is still required to participate in post-payment verification activity with central government departments. Investigation of Covid-19 fraud by national bodies may identify further fraud perpetrated against the Council that is as yet undetected.</p>	<p>to identify fraudulent applications for support. This included use of national data matching resources.</p> <p>The CFT shared details of all known frauds occurring regionally and nationally.</p> <p>Government mandated post-assurance activities have been undertaken to review the success of controls in place.</p>	<p>from Medium)</p>	<p>incorrectly made a recovery process was instigated.</p> <p>Veritau conducted pre-application checks on payments made on Omicron and Additional Restriction Grant schemes.</p>

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ANTI-FRAUD BRIBERY AND CORRUPTION POLICY

1 Introduction

- 1.1 Fraud committed against the Council represents the theft of taxpayer's money. It is unlawful and deprives the Council of resources which should be available to provide services to the public. The Council must have effective measures in place to counter risks of fraud and corruption, to help reduce losses and to minimise the impact on services.
- 1.2 This document sets out the Council's policy on countering fraud and corruption risks. It includes overall arrangements and responsibilities for preventing, detecting and deterring fraud. It includes the Fraud and Corruption Prosecution Policy at annex A and the Anti-Bribery Policy at annex B. It forms part of the Council's overall policy framework for combating fraud and corruption and should be read in conjunction with other relevant guidance and policies including the following.
- The Constitution
 - Financial Procedure Rules
 - Procurement and Contract Procedure Rules
 - Counter Fraud and Corruption Strategy
 - Whistleblowing Policy
 - Anti-Money Laundering policy
 - Disciplinary Procedures

2 Definitions and Scope

- 2.1 For the purpose of this policy, the term fraud is used broadly to encompass:
- acts which would fall under the definition in the Fraud Act (2006)
 - anything which may be deemed fraudulent in accordance with the generally held view of fraud as causing loss or making a gain at the expense of someone by deception and dishonest means
 - any offences which fall under the Council Tax Reduction Schemes Regulations (2013) and the Prevention of Social Housing Fraud Act (2013)
 - any act of bribery or corruption including specific offences covered by the Bribery Act (2010)
 - acts of theft
 - any other irregularity which is to the detriment of the Council whether financially or otherwise, or by which someone gains a benefit they are not entitled to.
- 2.2 This policy does not cover fraud or corruption against third parties, except in circumstances where there may also be a detriment to the Council. It does not cover other acts – for example offences involving violence – which may affect the Council, which in most cases should be reported directly to the police.

3 Principles

- 3.1 The Council will not tolerate fraud or corruption in the administration of its responsibilities, whoever commits it. This includes, for example:
- councillors
 - officers
 - customers receiving services
 - third party organisations contracting with the Council
 - organisations or individuals receiving funding from the Council
 - any other agencies the Council has business dealings with
- 3.2 There is a basic expectation that councillors, employees, and contractors' staff will act with integrity and with due regard to matters of probity and propriety. All representatives of the Council are required to act lawfully and comply with all rules, procedures and practices set out in legislation, the Constitution, the Council's policy framework, and all relevant professional and other codes of practice.
- 3.3 The Council will seek to assess its exposure to risks of fraud and corruption. It will prioritise resources available to prevent and deter fraud to help minimise this risk.
- 3.4 The Council will take all allegations and suspicions of fraud seriously, regardless of the source. It will consider any issues raised and if appropriate will undertake an investigation to confirm whether fraud has occurred and determine appropriate outcomes. Investigations undertaken will be proportionate to the circumstances of the issues raised. The Council may refer any incident of suspected fraud to the police or other agencies for investigation, where appropriate.
- 3.5 To act as a deterrent, the Council will take action in all cases where fraud (or an attempt to commit fraud) is proven, in proportion to the act committed and through any appropriate route. This may include prosecution, application of internal disciplinary procedures, referral under relevant codes of conduct or to a professional body, or any other action appropriate to the offence. Prosecution decisions will be made in accordance with the Fraud and Corruption Prosecution Policy which is contained in annex A.
- 3.6 As a further deterrent, and to minimise losses, the Council will attempt to recover any losses incurred through civil or legal action. In addition, the Council will seek to apply any appropriate fines or penalties, and recover any costs incurred in investigating and prosecuting cases.
- 3.7 The Council will not tolerate any form of bribery. This includes bribes offered to or by employees, councillors, or suppliers. Any act of bribery puts the Council at risk of committing a criminal offence. Further details about the Council's measures to prevent and detect bribery are contained in the Anti-Bribery Policy which is attached at annex B.

4 Responsibilities

- 4.1 Overall responsibility for counter fraud arrangements rests with the Council's Chief Finance Officer (CFO), on behalf of the Council. The CFO has a responsibility for ensuring the Council has appropriate measures for the prevention and detection of fraud and corruption.
- 4.2 The Corporate Affairs and Audit Committee has a responsibility to consider the effectiveness of counter fraud and anti-corruption arrangements at the Council. This includes monitoring of Council policies on raising concerns at work and countering the risks of fraud and corruption.
- 4.3 The Leadership Management Team are collectively responsible for ensuring that the Council has effective counter fraud and corruption procedures; that these comply with best practice and good governance standards; and that they are embedded across the organisation.
- 4.4 Veritau (who provide internal audit and counter fraud services to the Council) is responsible for reviewing the Council's counter fraud and corruption policies on a regular basis and recommending any changes needed. In addition, Veritau leads on fraud prevention and detection for the Council and is responsible for investigating suspected cases of fraud or corruption. The internal audit team carries out audit work to ensure that systems of control are operating effectively. This helps to reduce opportunities for fraud to be committed.
- 4.5 All managers are responsible for preventing and detecting fraud in their service areas. This includes maintaining effective systems of control and ensuring that any weaknesses identified are addressed promptly.
- 4.6 The Head of Finance and Investments is the Council's nominated officer for the purposes of the Money Laundering Regulations (2007).
- 4.7 All staff should be aware that fraud and corruption is a threat to the Council and are required to report any suspicions of fraud to Veritau. Where appropriate, staff can use the Whistleblowing Policy to raise concerns anonymously.
- 4.8 Officers within human resources have a responsibility to support service departments in undertaking any necessary pre-disciplinary investigation and disciplinary process.

5 Overall Counter Fraud Arrangements

Introduction

- 5.1 The purpose of this section is to set out the Council's overall framework for countering the risks of fraud and corruption. The Council aims to follow best practice in countering fraud risks¹, but recognises that new and emerging fraud risks require a dynamic approach to fraud prevention and detection.

¹ For example the CIPFA Code of Practice on Managing the Risk of Fraud and Corruption.

Measurement

- 5.2 The Council will assess potential risks and losses due to fraud and corruption. It will use this information to prioritise counter fraud activity and determine the resources needed to mitigate those risks. A summary of fraud risks and proposed counter fraud activity will be reported to the Corporate Affairs and Audit Committee on an annual basis.

Culture

- 5.3 The Council will promote a culture where all employees, councillors, service users, and contractors are aware that fraud or corruption in any form is unacceptable. To do this, it will:
- ensure that there are clear arrangements in place for anyone to report suspicions of fraud or corruption (including employees, councillors, partners, contractors, the public or any other stakeholders)
 - investigate suspicions reported and take appropriate action wherever evidence of fraud or corruption is found
 - ensure that the consequences of committing or taking part in fraud or corruption are widely publicised.

Prevention and Detection

Controls

- 5.4 As part of normal operations the Council aims to ensure that proper systems of internal control are in place. This includes controls that can directly prevent and detect fraud. For example, separation of duties, management review, vetting as part of recruitment processes, and systems for declaring interests or gifts and hospitality. The effectiveness of the systems of control are monitored by internal audit and reported to the Corporate Affairs and Audit Committee.
- 5.5 Services will be encouraged to consider the risk of fraud as part of the Council's risk management process. Any information on risks identified will be used to inform the annual review of counter fraud activity.

Proactive Work

- 5.6 The Council will carry out targeted project work (for example data matching exercises) to identify fraud and corruption in known high risk areas. This work will be carried out by Veritau as part of its annual work plan. Resources will be prioritised based on an annual assessment of fraud and corruption risks. Work may include joint exercises with other agencies, including other councils.
- 5.7 The Council will take part in projects led by other agencies that can help to identify potential fraud and corruption – for example the Cabinet Office's National Fraud Initiative. Resources will be allocated to take part in these

exercises and to follow up any high risk data matches identified. Veritau will support service departments to ensure data is available to be used for matching exercises – for example advising on data protection considerations.

Relationships

5.8 The Council will establish and maintain relationships with external agencies that can help it prevent and detect fraud. These include:

- the police
- the courts
- the Cabinet Office
- the Department for Levelling Up, Housing, and Communities
- the Department for Work and Pensions
- other councils
- other public sector organisations (eg housing associations)
- charities, community and voluntary groups.

5.9 Veritau will work with Council departments to ensure that systems for reporting and investigating suspected fraud and corruption are robust.

Fraud Awareness Training

5.10 As part of the annual counter fraud workplan, Veritau will provide targeted fraud awareness training to groups of staff in areas at higher risk of fraud and corruption.

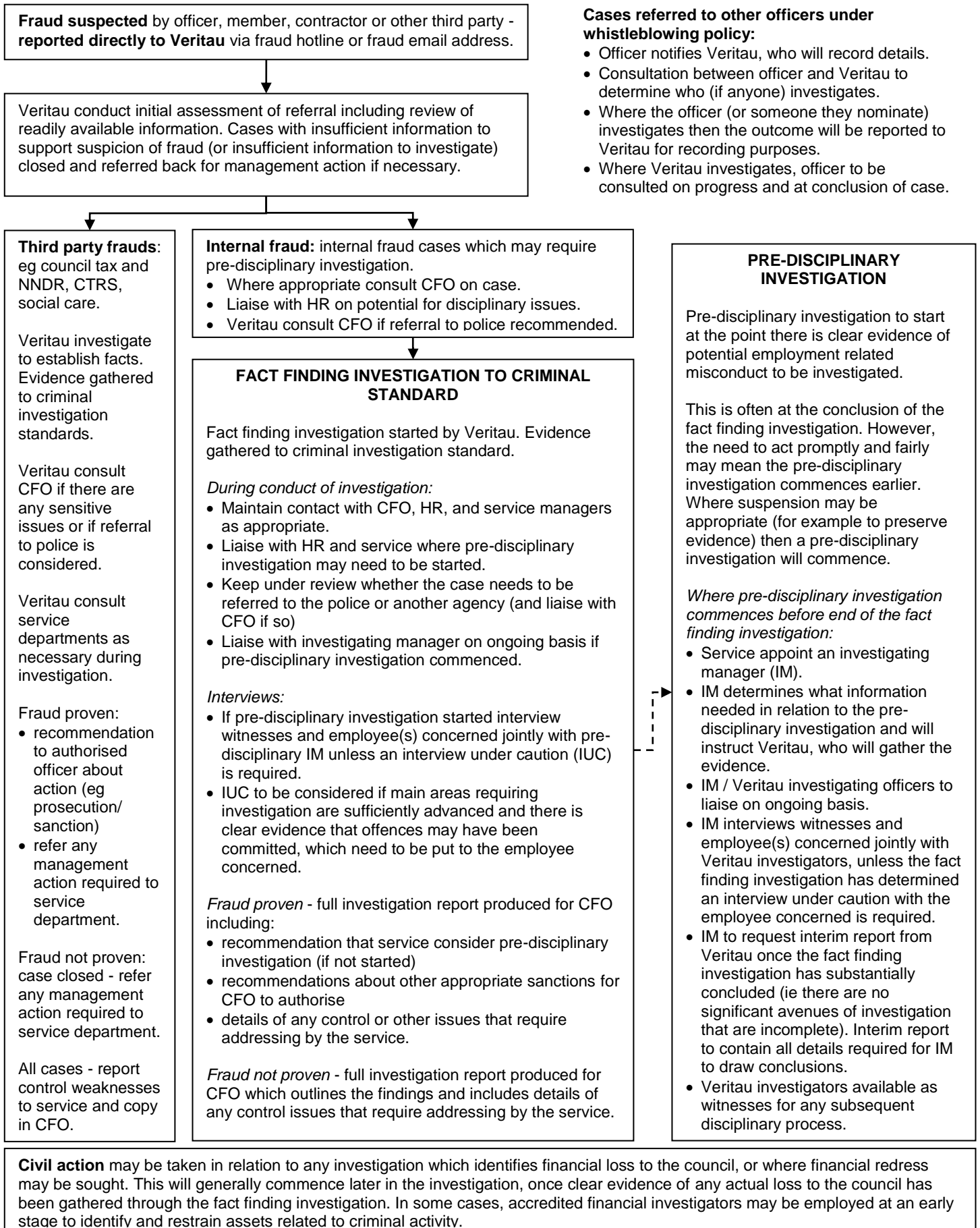
Investigation

5.11 Suspected cases of fraud, corruption, theft, or other irregularities considered a high risk will be investigated. The nature of the investigation will depend on the circumstances of each case. Any suspected fraud should be reported to Veritau in the first instance. Veritau will assess all cases referred and provide advice on whether other agencies should be notified (such as the police). In more complex cases, the extent of investigation required will be decided in consultation with the CFO, Monitoring Officer, service department, and human resources, as appropriate. Where necessary, Veritau may refer cases to other agencies (for example the police) at the discretion of the Head of Internal Audit. Figure 1 overleaf outlines the fraud referral and investigation process.

5.12 All staff involved in the investigation of fraud will be appropriately trained. They will be required to comply with any relevant legislation and codes of practice. For example, the Police and Criminal Evidence Act (PACE), Regulation of Investigatory Powers Act (RIPA), the UK General Data Protection Regulation (UK GDPR), the Criminal Procedure and Investigations Act (CPIA), and any relevant guidance from the Attorney General. Investigators will consider the individual circumstances of anyone subject to investigation; adjustments to procedure will be made where necessary to ensure that all parties are treated equitably (where it is appropriate and reasonable to do so).

5.13 Every investigation will consider whether weaknesses in controls have contributed to the fraud or error occurring, in addition to other objectives. Where needed, recommendations to improve controls will be made.

Figure 1: Middlesbrough Council referral and investigation process



- 5.14 The Head of Internal Audit will ensure that systems for investigating fraud are reviewed on an ongoing basis, to ensure that they remain up to date and comply with best practice.

Publicity

- 5.15 Targeted publicity will be used to raise awareness of fraud risks to employees, councillors, the public, and other agencies. This will include internal and external publicity. The aim of this will be to ensure that stakeholders:

- are alert to the risks of fraud and corruption
- know how to report suspicions of fraud
- are aware of the Council's zero tolerance approach to fraud and corruption.

- 5.16 The Council will publicise all successful prosecutions by itself or by partner organisations, to act as a deterrent against future fraud.

Recovery of Monies

- 5.17 Fraud and corruption will generally result in a loss to the Council or additional costs being incurred. Where this is the case, the Council will seek to recover its loss (or costs) from the individual or organisation responsible. This action helps to reduce the financial impact of fraud and acts as a deterrent. As a further deterrent, the Council will seek to apply any appropriate fines or penalties where it is possible and desirable to do so.

- 5.18 Methods of recovery include (but are not limited to):

- civil enforcement through the courts
- recovery from assets held by the organisation or individual using the Proceeds of Crime Act or other relevant legislation
- recovery from salary payments for Council employees
- recovery from pension benefits for members of the Teeside Pension Fund
- petitioning for bankruptcy if appropriate.

6 Monitoring & Review Arrangements

- 6.1 The arrangements set out in this policy will be reviewed on an annual basis as part of the counter fraud workplan. If required, updates will be presented to the Corporate Affairs and Audit Committee for approval.

POLICY APPROVED 29 09 2022



FRAUD AND CORRUPTION PROSECUTION POLICY

1 Scope and Purpose

- 1.1 The Council is committed to deterring fraud and corruption and recovering public funds. The decision to prosecute an individual is always a serious matter; however fair and effective enforcement is essential in protecting the Council from fraud.
- 1.2 Prosecution has a serious effect on suspects, witnesses, victims, and the public, so it is essential that the Council makes fair, consistent, and timely decisions in all cases. Where appropriate, lesser sanctions can be considered instead of prosecution.
- 1.3 This policy sets out the decision-making process for those cases where fraud or corruption has been found to have been committed against the Council². Decisions should be fair, appropriate, and in the best interests of both the public and the Council.
- 1.4 The policy is based on principles set out in the Crown Prosecution Service's [Code for Crown Prosecutors](#).

2 Principles

- 2.1 All decisions on intended prosecutions should be transparent and independent from the investigating officer(s) involved in the case. Any decision to prosecute should only be made after a review by appropriate officers and be authorised by a senior council officer. All decisions and the reasons for them should be properly documented.
- 2.2 When making decisions on prosecutions, officers must be fair and objective. They must not let any personal views about the ethnic or national origin, gender, disability, age, religion or belief, sexual orientation or gender identity of the suspect, defendant, victim or any witness influence their decisions. Neither must they be motivated by political considerations. In prosecuting individuals, the Council must always be acting in the interests of justice and not solely for the purpose of obtaining a conviction. Decisions should be consistent with Council policy and the law on equalities and human rights. The circumstances of the offence and any mitigation offered by the offender should be taken into consideration when making a decision.
- 2.3 The consistent application of the policy will help ensure that those who have perpetrated fraud and corruption are appropriately penalised. It will also act as a meaningful deterrent to those who are contemplating committing fraud or corruption. The Council recognises the deterrent value of good publicity and therefore information regarding successful prosecutions and sanctions will be made public.

² This policy does not cover internal disciplinary procedures which are the subject of separate policies, nor does it cover offences other than fraud and corruption which are dealt with by relevant service departments under other policies and specific legal powers.

- 2.4 Staff and members who are found to have committed fraud or corruption against the Council may be prosecuted in addition to such other action(s) that the Council may decide to take, including disciplinary proceedings in the case of staff, and referral to the Standards Committee in the case of members. Any decision not to prosecute a member of staff for fraud and corruption does not preclude action being taken in accordance with the Council's disciplinary procedures or other policies.
- 2.5 Irrespective of the action taken to prosecute the perpetrators of fraud and corruption, the Council will take whatever steps necessary to recover any losses incurred, including taking action in the civil courts.

3 Prosecution

- 3.1 Local authorities are granted the power to prosecute under the Local Government Act 1972 (section 222). The legislation states that these powers should only be used for "the promotion or protection of the interests of the inhabitants of their area".
- 3.2 Not every contravention of the law should be considered for prosecution. The Council should weigh the seriousness of the offence alongside other relevant factors, including the circumstances of the offender, the level of any financial loss to the Council, mitigating circumstances and other public interest criteria.
- 3.3 A prosecution should only be considered if the investigation has passed two tests: the evidential test and the public interest test.
- 3.4 To pass the evidential test, authorised officers must be satisfied that there is a realistic prospect of conviction based on the available evidence (that is, there must be sufficient admissible, substantial and reliable evidence to secure a conviction). They should also consider what the defence case may be, and how it is likely to affect the prospects of conviction.
- 3.5 In deciding whether there is sufficient evidence to prosecute, the Council should consider the following questions:
- Is the evidence admissible in court
 - Is the evidence reliable
 - Is the evidence credible
 - Is there any unused or unexamined material that might undermine the proposed charges
 - Is there any additional evidence that could be obtained through further reasonable lines of enquiry?
- 3.6 Where there is sufficient evidence to justify a prosecution, authorised officers should consider whether a prosecution is required in the public interest. They should consider:

- How serious is the offence committed
 - What is the level of culpability of the suspect
 - What are the circumstances of, and harm caused to the victim
 - What was the suspect's age and maturity at the time of the offence
 - What is the impact on the community
 - Is prosecution a proportionate response
 - Do sources of information require protecting?
- 3.7 Where an investigation is found to meet the evidential test, but not the public interest test consideration should be given to lesser sanctions such as a formal written warning or a financial penalty (where appropriate).
- 3.8 Investigating officers and prosecutors will review the appropriateness of pre-charge engagement where prosecution is considered. This is likely to occur where such engagement may lead the defendant to volunteer additional information that may identify new lines of inquiry. Pre-charge engagement may be instigated by the investigating officer, the Council prosecutor, the defendant's representative or a defendant themselves (if unrepresented).

4 Alternatives to Prosecution

- 4.1 If a case is considered strong enough for prosecution but there are mitigating circumstances which cast a doubt as to whether a prosecution is appropriate then the Council may consider the offer of a sanction instead. The two sanctions available are:
- a formal written warning
 - a financial penalty.

Formal Written Warnings

- 4.2 A formal written warning can be given to a person who has committed an offence, as an alternative to prosecution in certain circumstances. All warnings are recorded internally and kept for six years. If a person who has received a formal warning re-offends then this may influence the decision on whether to prosecute or not.
- 4.3 For less serious offences a formal warning will normally be considered where all of the following apply:
- there is no significant public interest in prosecuting
 - it was a first offence, and
 - a financial penalty is not considered to be appropriate (for Council Tax Reduction offences).

Only in very exceptional circumstances will a further warning be issued for a second or subsequent offence of the same nature.

- 4.4 Offenders will usually be asked to attend the Council's offices to receive the formal written warnings in person. For more minor offences an advisory letter can be issued by post.

Financial Penalties

- 4.5 In cases of Council Tax Reduction fraud, legislation³ allows for a financial penalty to be offered to offenders as an alternative to prosecution. The penalty is set at 50% of the amount of the excess reduction, subject to a minimum of £100 and a maximum of £1,000. Once a penalty is accepted, the claimant has 14 days to consider their decision.
- 4.6 Subject to the criteria set out in the guidelines below, a financial penalty will normally be offered by the Council in the following circumstances:
- the Council believes that there is sufficient evidence to prosecute
 - it was a first offence or a previous offence was dealt with by way of a formal warning, and
 - in the opinion of the Council, the circumstances of the case mean it is not overwhelmingly suitable for prosecution, and
 - the claimant has the means to repay both the overpayment and the penalty, and
 - there is a strong likelihood that both the excess reduction and the penalty will be repaid.
- 4.7 It is important to note that the claimant does not need to have admitted the offence for a financial penalty to be offered. Financial penalties will be administered by authorised officers. If a financial penalty is not accepted or the acceptance is later withdrawn, then the Council will usually consider the case for prosecution. In such cases the court will be informed that the defendant was offered a penalty but declined to accept it.

5 Proceeds of Crime Act 2002 (POCA)

- 5.1 In addition to the actions set out in this policy, the Council reserves the right to refer all suitable cases for financial investigation with a view to applying to the courts for restraint and/or confiscation of identified assets. A restraint order will prevent a person from dealing with specific assets. A confiscation order enables the Council to recover its losses from assets which are found to be the proceeds of crime.

6 Implementation Date

- 6.1 This policy is effective from 29 September 2022 and covers all decisions relating to prosecutions and sanctions after this date.

³ The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013



ANTI-BRIBERY POLICY

1 Introduction

- 1.1 The Bribery Act became law in 2011 and was enacted to enable robust action to be taken against all forms of bribery. The Council is committed to protecting the public purse and the services it provides from being abused. The Council has a zero-tolerance approach towards bribery and promotes the prevention, deterrence and detection of bribery.
- 1.2 Bribery is defined as the offering, giving, receiving or soliciting of any item of value to influence the actions of an official or other person in charge of a public or legal duty. The act of bribery is the intention to gain a personal, commercial, regulatory or contractual advantage.
- 1.3 Facilitation payments are unofficial payments made to public officials to secure or expedite actions. These are not tolerated and are illegal.
- 1.4 This policy should be read in conjunction with the Council's Acceptance of Gifts and Hospitality Policy.

2 Principles

- 2.1 The Council is committed to preventing, detecting, and deterring bribery. It aims to:
 - ensure all employees, workers, councillors, and other relevant groups are aware of their responsibilities under this policy by publicising it and providing training
 - encourage employees to be vigilant and report any suspicions of bribery
 - investigate any allegations of bribery or assist the police or other agencies in any investigations or prosecutions they undertake
 - take action against anyone involved in bribery in relation to Council business.

3 Scope

- 3.1 This policy relates to all Council activities. It applies to employees, workers, agency staff, volunteers, consultants, and councillors.
- 3.2 For partners, joint ventures, and suppliers, we will seek to promote the adoption of policies consistent with the principles set out in this policy.
- 3.3 The Council requires employees, councillors and other relevant people to:
 - raise concerns if they believe that this policy has been breached or may be breached in the future
 - comply with the spirit, as well as the letter, of the laws and regulations of all jurisdictions in which the Council operates, in relation to the lawful and responsible conduct of activities.

- 3.4 As well as potential civil action and criminal prosecution, employees breaching this policy may face disciplinary action. This could result in dismissal in cases of gross misconduct.

4 Offences

- 4.1 There are four key offences under the Bribery Act 2010.

Section 1 – Offence of bribing another person

- 4.2 This section makes it an offence when a person offers, promises or gives a financial or other advantage to another person and intends the advantage to induce a person to perform improperly a relevant function or activity or to reward a person for the improper performance of such a function or activity.
- 4.3 It is also an offence when a person offers, promises or gives a financial or other advantage to another person and knows or believes that the acceptance of the advantage would itself constitute the improper performance of a relevant function or activity.

Section 2 – Being bribed

- 4.4 This section makes it an offence when a person requests, agrees to receive or accepts a financial or other advantage intending that, in consequence, a relevant function or activity should be performed improperly.
- 4.5 It is an offence when a person requests, agrees to receive or accepts a financial or other advantage and the request, agreement or acceptance itself constitutes the improper performance of the person of a relevant function or activity.
- 4.6 It is an offence if a person requests, agrees to receive or accepts a financial or other advantage as a reward for the improper performance of a relevant function or activity.
- 4.7 It is also an offence if a person in anticipation of or in consequence of the person requesting, agreeing to receive or accepting a financial or other advantage, a relevant function or activity is performed improperly.

Section 6 – Bribery of foreign public officials

- 4.8 Under this section of the Act an offence is committed when a person intends to influence a foreign official in their official capacity and intends to obtain or retain business or an advantage in the conduct of business.
- 4.9 It is also an offence to offer, promise or give any financial or other advantage to a foreign public official.

Section 7 – Failure of a commercial organisation to prevent bribery

- 4.10 A relevant commercial organisation is guilty of an offence if a person associated with the organisation bribes another person intending to obtain or retain business for the organisation or to obtain or retain an advantage in the conduct of business for the organisation and the organisation fails to take reasonable steps to implement adequate procedures to prevent such activity.

Corporate Responsibility

- 4.11 While the first three offences of the Bribery Act relate to the actions of people, a section 7 offence relates to the inaction of an organisation to prevent bribery. The legislation was drafted with commercial businesses in mind and after the legislation was adopted there was some debate as to whether public sector organisations could be found liable of the offence. In 2012 the government published guidance which clarified that any public sector organisation that “engages in commercial activities, irrespective of the purpose for which profits are made”⁴ could be found guilty of a Section 7 offence.
- 4.12 Middlesbrough Council should be considered as commercial organisation under the legislation and could therefore be found to be corporately responsible for acts of bribery that occur within it. It is therefore important that it takes steps to prevent bribery from occurring.
- 4.13 If an offence did occur then courts would consider six tests to determine whether the Council was culpable:
- Does the Council have proportionate procedures in place to prevent bribery by persons associated with it? These should be clear, practical and accessible.
 - Is there top level commitment to preventing bribery? This includes members as well as officials.
 - Is the Council’s exposure to potential external and internal risks of bribery periodically assessed?
 - Does the Council take a proportionate and risk based approach to mitigate identified bribery risks.
 - Are anti-bribery policies and procedures embedded and understood throughout the organisation? Are they communicated internally and externally?
 - Are procedures monitored and reviewed regularly?

Penalties

- 4.14 A person guilty of an offence under sections 1, 2, or 6 of the Bribery Act is may be sentenced to:

⁴ Paragraph 35 of [Bribery Act 2010: Guidance to help commercial organisations prevent bribery](#)

- a maximum imprisonment of 12 month and/or a fine not exceeding £5,000 (if convicted in a magistrates court).
- a maximum imprisonment of 10 years and/or an unlimited fine (if convicted at a crown court).

4.15 An organisation found guilty of allowing bribery offences to occur will be subject to an unlimited fine that is in part determined by the gain that was sought to be made through bribery offences and an assessment of an organisation's culpability by the court.

5 How to raise a concern

5.1 All stakeholders have a responsibility to help the Council prevent and detect bribery and corruption. Any suspicions should be reported as soon as possible.

5.2 Members of staff should report suspicious activity to the counter fraud hotline on 0800 9179247 or by email to counter.fraud@veritau.co.uk. Alternatively, employees, workers, or contractors may raise concerns through the Council's Whistleblowing arrangements.

5.3 The Council will support anyone who reports suspicions or raises concerns, even if those concerns prove to be incorrect. It is committed to ensuring nobody suffers detrimental treatment because they refuse to take part in bribery or corruption, or because they report a concern that they believe is true.

6 What to do if someone reports a concern

6.1 All reports of potential bribery within the Council should be reported to the Council's Monitoring Officer, Chief Finance Officer (Section 151 Officer), and Veritau.

Last reviewed and updated: 29 September 2022

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