


Notice of Meeting

Audit and Governance Committee



<u>Date and Time</u>	<u>Place</u>	<u>Contact</u>	<u>Web:</u>
Wednesday, 12 July 2023 10.00 am	Surrey County Council, Council Chamber, Woodhatch Place, 11 Cockshot Hill, Reigate, Surrey, RH2 8EF	Amelia Christopher amelia.christopher@surreycc. gov.uk	Council and democracy Surreycc.gov.uk Twitter: @SCCdemocracy 

Committee Members:

Victor Lewanski (Chairman), Richard Tear (Vice-Chairman), Ayesha Azad, Helyn Clack, Stephen Cooksey, Joanne Sexton and Terry Price (Independent Member)

If you would like a copy of this agenda or the attached papers in another format, e.g. large print or braille, or another language, please email Amelia Christopher on amelia.christopher@surreycc.gov.uk.

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<https://surreycc.public-i.tv/core/portal/home>

If you would like to attend and you have any special requirements, please email Amelia Christopher on amelia.christopher@surreycc.gov.uk. Please note that public seating is limited and will be allocated on a first come first served basis.

AGENDA

1 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

To receive any apologies for absence and substitutions.

2 MINUTES OF THE PREVIOUS MEETING - 5 JUNE 2023

(Pages
1 - 8)

To agree the minutes as a true record of the meeting.

3 DECLARATIONS OF INTEREST

All Members present are required to declare, at this point in the meeting or as soon as possible thereafter

- (i) Any disclosable pecuniary interests and / or
- (ii) Other interests arising under the Code of Conduct in respect of any item(s) of business being considered at this meeting

NOTES:

- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest
- As well as an interest of the Member, this includes any interest, of which the Member is aware, that relates to the Member's spouse or civil partner (or any person with whom the Member is living as a spouse or civil partner)
- Members with a significant personal interest may participate in the discussion and vote on that matter unless that interest could be reasonably regarded as prejudicial.

4 QUESTIONS AND PETITIONS

To receive any questions or petitions.

Notes:

1. The deadline for Member's questions is 12.00pm four working days before the meeting (*6 July 2023*).
2. The deadline for public questions is seven days before the meeting (*5 July 2023*).
3. The deadline for petitions was 14 days before the meeting, and no petitions have been received.

5 RECOMMENDATIONS TRACKER AND WORK PLAN

(Pages
9 - 20)

To review the Committee's recommendations tracker and work plan.

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|-----------|--|-------------------------|
| 6 | INTERNAL AUDIT ANNUAL REPORT AND OPINION 2022-23 | (Pages
21 - 50) |
| | <p>The purpose of this report is to give an opinion on the adequacy of Surrey County Council's control environment as a contribution to the proper, economic, efficient and effective use of resources. The report covers the audit work completed in the year from 1 April 2022 to 31 March 2023 in accordance with the Internal Audit Strategy for 2022/23. A separate report on Counter Fraud work undertaken in 2022/23 forms part of this Committee agenda.</p> | |
| 7 | COUNTER FRAUD ANNUAL REPORT 2022/23 | (Pages
51 - 60) |
| | <p>The report covers the counter fraud work completed in the year from 1 April 2022 to 31 March 2023 in accordance with the Counter Fraud Strategy and Framework.</p> | |
| 8 | UPDATE ON THE SURREY FORUM AND THE FOUR ASSOCIATED STRATEGIC PARTNERSHIP BOARDS | (Pages
61 - 68) |
| | <p>To respond to a request from the Audit & Governance Committee in June 2022 to consider the governance around the Surrey Forum and four associated county-wide, strategic partnership boards, once they had matured (Health & Wellbeing Board, One Surrey Growth Board, Greener Futures Board, and Thriving Communities Board).</p> | |
| 9 | DRAFT STATEMENT OF ACCOUNTS 2022/23 | (Pages
69 -
232) |
| | <p>To provide the Audit & Governance Committee with the Draft Accounts for 2022/23.</p> | |
| 10 | EXTERNAL AUDIT PLAN 2022/23 | (Pages
233 -
262) |
| | <p>To provide the Audit & Governance Committee with an update on the process for undertaking the external audit of the 2022/23 Statement of Accounts.</p> | |
| 11 | 2022/23 DRAFT ANNUAL GOVERNANCE STATEMENT | (Pages
263 -
276) |
| | <p>This report presents the draft Annual Governance Statement, which summarises the council's governance arrangements for the financial year ending 31 March 2023.</p> | |
| 12 | WHISTLEBLOWING ANNUAL REPORT | (Pages
277 -
290) |
| | <p>This report presents the annual whistleblowing report of the Council as a new report to the Audit and Governance Committee to improve transparency and accountability. The report summarises the whistleblowing activity over the last year and analyses the effectiveness of the Council's system.</p> | |

**13 REVIEW OF BEHAVIOUR AND CULTURAL GOVERNANCE -
UPDATE ON ACTION PLAN**

(Pages
291 -
300)

To update Members on actions taken in response to the Centre for Governance and Scrutiny's (CfGS) review of Council governance using their Governance Risk and Resilience Framework.

14 DATE OF NEXT MEETING

The next meeting of the Audit and Governance Committee will be on 13 September 2023.

**Joanna Killian
Chief Executive**

Published: Tuesday, 4 July 2023

MOBILE TECHNOLOGY AND FILMING – ACCEPTABLE USE

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QUESTIONS AND PETITIONS

Cabinet and most committees will consider questions by elected Surrey County Council Members and questions and petitions from members of the public who are electors in the Surrey County Council area.

Please note the following regarding questions from the public:

1. Members of the public can submit one written question to a meeting by the deadline stated in the agenda. Questions should relate to general policy and not to detail. Questions are asked and answered in public and cannot relate to “confidential” or “exempt” matters (for example, personal or financial details of an individual); for further advice please contact the committee manager listed on the front page of an agenda.
2. The number of public questions which can be asked at a meeting may not exceed six. Questions which are received after the first six will be held over to the following meeting or dealt with in writing at the Chairman’s discretion.
3. Questions will be taken in the order in which they are received.
4. Questions will be asked and answered without discussion. The Chairman or Cabinet members may decline to answer a question, provide a written reply or nominate another Member to answer the question.
5. Following the initial reply, one supplementary question may be asked by the questioner. The Chairman or Cabinet members may decline to answer a supplementary question.

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MINUTES of the meeting of the **AUDIT AND GOVERNANCE COMMITTEE** held at 2.00 pm on 5 June 2023 at Surrey County Council, Council Chamber, Woodhatch Place, 11 Cockshot Hill, Reigate, Surrey, RH2 8EF.

These minutes are subject to confirmation by the Committee at its next meeting.

Elected Members:

(Present = *)

- Victor Lewanski (Chairman)
- * Richard Tear (Vice-Chairman)
- * Stephen Cooksey
- * Joanne Sexton
- * Ayesha Azad
- * Helyn Clack
- * Terry Price (Independent Member)

Members in Attendance

David Lewis (Cobham) - Cabinet Member for Finance and Resources

The meeting started at 2.05pm, the Vice-Chairman presided over the meeting as the Chairman was absent.

The Vice-Chairman welcomed two new Committee members following the changes to committee memberships agreed at the Council Annual General Meeting on 23 May 2023: Ayesha Azad and Helyn Clack. He thanked the two outgoing Committee members for all their contributions: Saj Hussain and Mark Sugden.

26/23 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS [Item 1]

None received.

27/23 MINUTES OF THE PREVIOUS MEETING - 8 MARCH 2023 [Item 2]

The Minutes were approved as an accurate record of the previous meeting.

28/23 DECLARATIONS OF INTEREST [Item 3]

There were none.

29/23 QUESTIONS AND PETITIONS [Item 4]

There were no Members' questions or petitions.

One public question was received from Brian Edmonds. The question and response were published in the agenda.

The following supplementary question was asked by Brian Edmonds and the response can be found below:

He noted that the Council's Gifts and Hospitality Register was sparsely populated in terms of hospitality offered, he asked whether consideration had been given to positive feedback of nil return. The Director of Law and Governance acknowledged that the

return was low for both Members and officers, confirmation of a nil return from councils would be unusual. He noted that the Council carried out a communications exercise annually ensuring that both Members and officers were regularly reminded of their obligations regarding updating their register of interests and declaring gifts and hospitality. The Committee would be receiving a report later in the year concerning Members' and officers' declarations of gifts and hospitality, and he noted that the member of the public's suggestion would be noted and considered at that time.

Actions/further information to be provided:

1. A6/23 - The Director of Law and Governance will note the member of the public's suggestion of consideration to be given to positive feedback of nil return, as part of the report to be received later in the year concerning Members' and officers' declarations of gifts and hospitality.

30/23 RECOMMENDATIONS TRACKER AND WORK PLAN [Item 5]

Witnesses:

Anna D'Alessandro - Director of Corporate Finance and Commercial
Ciaran McLaughlin - Grant Thornton

Key points raised during the discussion:

1. A Committee member highlighted the External Audit – Audit Plan item scheduled for 12 July on the Work Plan which had been deferred from March and June, noting concern in the delay and sought assurance that it would be received in July. The Vice-Chairman noted that the external audit had been delayed as was the case for many other councils. The Director of Corporate Finance and Commercial confirmed that the external audit plan was scheduled for July's meeting, and the Grant Thornton representative explained that Grant Thornton's current proposal was to complete the planning work over the next few weeks and would issue the external audit plan for July's meeting.

RESOLVED:

1. Monitored progress on the implementation of recommendations from previous meetings (Annex A).
2. Noted the work plan and any changes to it (Annex B).

Actions/further information to be provided:

None.

31/23 2022/23 TREASURY MANAGEMENT OUTTURN REPORT [Item 6]

Witnesses:

Rishi Sharma - Strategic Capital Accountant
Nikki O'Connor - Strategic Finance Business Partner
Anna D'Alessandro - Director of Corporate Finance and Commercial

Key points raised during the discussion:

1. The Strategic Capital Accountant introduced the report and noted that the Council's net external borrowing position had reduced by £30 million over the 12

month period to 31 March 2023. The main driver for this was the continuation of the internal borrowing strategy of the Council, with internal borrowing increasing as a result of increases in reserve and working capital balances. The Treasury Management Advisors, Arlingclose, provided advice to the Council to inform decisions around borrowing and there was an expectation of further increases to interest rates before a forecast of them beginning to reduce by the end of the year. The Council continued to invest temporary cash surpluses in Money Market Funds and those returns had reacted to the increases in the Bank Rate, enabling positive variances on the interest received to offset increased costs relating to interest payable. The Council was compliant with all limits in the Treasury Management Strategy and the Prudential Indicators. The Council had set aside an interest rate reserve to mitigate its future exposure to interest rate fluctuations.

2. A Committee member queried how internal borrowing was managed, presuming that it was to fund different services in the annual Council budget and she asked whether the Council operated nominal interest on that to discourage overspend. The Strategic Finance Business Partner clarified that the borrowing requirement was to fund the capital programme and internal borrowing was not borrowing from one service to fund another, it was the Council temporarily using short-term cash surpluses due to the levels of reserves and working capital which reduced the need to be tied into higher long-term interest rates externally.
3. A Committee member referred to the Minimum Revenue Provision (MRP) asking whether that was a prescribed amount or whether that amount was a value judgement as to the amount that the Council needed to set aside. The Strategic Capital Accountant explained that whilst there were different methods to calculate MRP, the underlying requirement for the MRP was that it sets aside a prudent provision for the Council's historic borrowing in relation to the capital programme, investment properties and loans, in line with the Chartered Institute of Public Finance and Accountancy (CIPFA) code requirements. The Director of Corporate Finance and Commercial explained that any change to the Council's MRP approach was always discussed and agreed with the external auditors, a change was made three years ago as the MRP approach was overly prudent. The Strategic Finance Business Partner explained that the MRP Policy Statement was approved at the Council Budget meeting in February.

RESOLVED:

Noted the content of the Treasury Management Outturn Report for 2022/23 and compliance with all Prudential Indicators.

Actions/further information to be provided:

None.

32/23 ANNUAL COMPLAINTS PERFORMANCE REPORT [Item 7]

Witnesses:

Jessica Brooke - Customer Relations Manager
Sam Reynolds - Head of Customer Engagement and System Development

Key points raised during the discussion:

1. The Customer Relations Manager introduced the report and clarified that the report covered the period from 1 April 2022 to 31 March 2023, it focused on concerns from residents dealt with by the formal complaints process not for

- example correspondence received by Members and the 'Corporate' complaints category related to services that were not social care or education related.
2. The Customer Relations Manager highlighted key figures detailed in the report relating to the 30% increase in complaints across the board and noted the breakdown for the three categories and the reasons for the increases. She noted the escalation rates and reasons for the increase in Education Services. She outlined the breakdown of the figure of the total remedies paid by the Council.
 3. The Customer Relations Manager noted that the importance of having a complaints process was to identify where the Council could be doing things differently or better. In Children's Services there had been policy changes around Direct Payment and the Home to School Transport policies, in Adult Social Care (ASC) there were regular meetings to review delivery concerning care home practitioners, and in the Corporate Customer Relations Team the Early Resolution model continued to be working well. That model was being introduced within the admissions and the Home to School Transport services in Education Services, with complaint leads in those areas in the Special Educational Needs and Disabilities quadrants who could liaise directly with families.
 4. The Customer Relations Manager concluded that following the publication of the Local Government and Social Care Ombudsman's (LGSCO) Annual Letter in July, the Committee would receive a report in November providing analysis.
 5. A Committee member noted that the 30% increase in overall complaints was worrying and noted concern in the decline in response times. He noted that comparative figures with other similar authorities were missing from the report despite being provided in previous years. The Customer Relations Manager clarified that comparative figures with other local authorities would be provided in the report scheduled in November as the benchmarking data would be included in the LGSCO's Annual Letter. She noted the need to focus on why complainants were escalating their complaints and that unnecessary escalations were being reviewed, focusing on the Early Resolution model and Alternative Dispute Resolution. She noted that the complaints teams monitor and chase for responses from the busy frontline services, it was hoped that the quadrant leads would have a positive impact on the timeliness of responses.
 6. As a supplementary question, the Committee member asked whether staffing levels were part of the problem. The Head of Customer Engagement and System Development noted that before getting to that Early Resolution stage there were proactive and clear communications that could be undertaken and the Children's Services customer services steering group looked at the key themes of the complaints and issued proactive communications. He noted that the need for more staffing was the predominant recommendation from the internal audit of the Children's Customer Relations Team, due to the increasing volume of complaints over five years. Some additional resource had recently been secured to continue to deal with the increasing complaint volumes and focus on Early Resolution.
 7. A Committee member asked what impact the internal investigator was having in Children's Services and whether a similar appointment would be beneficial for ASC and whether the roles could be increased in Children's Services. Concerning Children's Services, the Customer Relations Manager noted that since the appointment of the internal investigator in July there had been a 1.5% decrease in formal investigations and a significant increase in the number of cases dealt with through mediation or peer reviews. Two internal investigators were in post and were trained mediators. The Head of Customer Engagement and System Development noted that other local authorities had to outsource external investigators, whereas the Council had saved around £60,000 by using the internal investigator concerning children's social care complaints. He would take forward that consideration with Education Services on having more internal investigator roles and hoped that would be a temporary measure.

8. A Committee member noted that having a balanced view of the services that were provided by the Council and learning from bad practice was vital. She asked whether good practice was reviewed such as positive feedback from residents, and how it was recorded and used. The Customer Relations Manager noted that best practice was shared through the monthly customer services steering groups and customer relations officers attended monthly practice challenge meetings, the teams also worked closely with the quality auditors in education and in social care using feedback to inform their internal audits.
9. A Committee member highlighted that in the morning she had emailed some questions to the report authors and the Head of Customer Engagement and System Development had responded, she noted that her question on the report's timeframe had been covered in the item's introduction.
10. Regarding another of her questions about clarifying the categorisations of complaints: ASC, Children, Families and Learning, and Corporate, the response was that Corporate did include highways. The Committee member noted that categorisation was not fit for purpose, and it needed to be broken down by the services they related to as soon as possible. She noted that good information needed to be added to the new system to get good outputs. The Customer Relations Manager explained that at present, geographical data could not be provided nor could the Corporate category be broken down into that much detail, she welcomed that feedback and would explore the suggestions going forward. She asked what Committee members would welcome in terms of how that would be presented in a report regarding the services listed as some services had a few formal complaints compared to others and would look to see how non-formal complaints information could be provided to the Committee.
11. Regarding another of her questions about the population of Surrey and the number of complaints, the Committee member believed that there should be ongoing complaints statistics included ensuring transparency for residents. The Customer Relations Manager noted that of the 1.2 million residents in Surrey there were just under 3,000 formal complaints, however for highways there were over 8,000 informal contacts from residents a year.
12. A Committee member noted that the services listed such as trees and vegetation were not Corporate services, unlike Finance, IT and Legal, and suggested that the category be renamed as 'Other' as it was misleading.
13. Regarding another of her questions about whether the complaints could be categorised by borough or district, the Committee member noted the response around the General Data Protection Regulation (GDPR) and asked why a resident could not indicate what borough or district they live in as that would provide a greater understanding of where there might be more issues. The Customer Relations Manager noted that she would explore that suggestion with the database providers, noting that it was not something that was available currently and would feedback at November's meeting. The Head of Customer Engagement and System Development noted that the above relied on self-reporting and could not be made a compulsory response, however data could be gathered for a large number of residents. He noted that as part of the report to November's meeting it would be useful to provide a report on the customer services steering group, identifying the problems, where those were occurring and what was being done.
14. Regarding another of her questions about how many forms of communication the Council had to engage with residents and whether those were user friendly, the response was that the Customer and Communities Directorate was currently mapping existing touch points and user journeys as part of the Customer Strategy. The Committee member was surprised that the information was unknown and asked when a response would be given. The Head of Customer Engagement and System Development noted that the directorate had been

formed two years ago and had been in the process of building up a structure of seeing what other services a complainant might be engaging with. He clarified that the directorate was undertaking that mapping exercise of touch points across the county and whether those were user friendly, to review best practice and where improvements could be made, and whether there were any gaps.

15. As a supplementary comment on the above, the Committee member praised the current route that Members could use to report a defect or complaint via a central email address whereby issues were allocated to the relevant officers for a response within an agreed timeline. She noted the need to keep things simple and consider a similar approach for residents when communicating with the Council. The Customer Relations Manager noted that she would follow that up with the relevant lead and noted that there was more than one route for Members to report issues: through that central email address, ASC had a separate Member email address and one was being introduced for Children's Services. She noted that the team was looking to dovetail residents' formal complaints with concerns raised to Members if they were about the same issue, as well as where concerns should be referred to the formal complaints process; completing that depended on when the vacancies could be filled.
16. Regarding the last of her questions about whether the complaints from residents that were directed to all eighty-one Members were also incorporated within the complaints figures, she understood that only complaints made through the formal complaints process were. The Committee member asked whether those complaints could be incorporated, ensuring that the Council would be more informed in terms of the strategic issues to focus on.
17. A Committee member understood the need for transparency in reports, however noted caution with the need to have ever more detail as the overarching picture would be lost; extra detail could be provided on request. She noted that the report was comprehensive and provided a good measure of where the Council was and what the improvements needed to be. The Vice-Chairman echoed the need for caution.

RESOLVED:

Noted the report.

Actions/further information to be provided:

1. A7/23 - The Customer Relations Manager, the Head of Customer Engagement and System Development and the Director of Law and Governance will take Committee member's comments and suggestions away and will report back at November's meeting where the LGSC Annual Letter and Complaints Update, and Council Complaints – Half Yearly Update items are scheduled; areas to cover:
 - a) comparative complaints figures with other local authorities.
 - b) whether a similar internal investigator appointment will be beneficial for ASC and having more internal investigator roles in Education Services.
 - c) consider whether the Corporate category can be renamed to 'Other' and explore whether it can be broken down by the services they related to as soon as possible; to liaise with Committee members on the services to be listed.
 - d) consider how non-formal complaints information such as around highways that residents direct to Members, can be incorporated in future reports or provided to the Committee in another form.
 - e) explore the suggestion with database providers of a response box being added to formal complaints indicating the residents' borough or district.

- f) provide a report on the customer services steering group, identifying the problems, where those were occurring and what was being done.
- g) provide an update on the Customer and Communities Directorate's mapping exercise of the Council's communication touch points and whether those were user friendly.
- h) consider a similar approach of having a central email address for residents when communicating with the Council around reporting a defect or complaint and issues to be allocated to the relevant officers for a response within an agreed timeline.
- i) provide an update on dovetailing residents' formal complaints with concerns raised to Members if they were about the same issue, as well as where concerns should be referred to the formal complaints process.

33/23 CONSTITUTION REVIEW 2023 [Item 8]

Witnesses:

Paul Evans - Director of Law and Governance

Key points raised during the discussion:

1. The Director of Law and Governance introduced the report and noted that the feedback from the political groups and the Committee would be captured in a report to July's Council meeting. The Committee was asked to indicate whether it thought there were any governance issues concerning the proposals and whether there were any areas of general agreement.
2. A Committee member highlighted that she chaired the cross-party Constitution Review Group (CRG) and noted that there had been lively debate and a difference of opinions, she reiterated that the Council would be asked to approve the final proposals. She noted that the standard of Members' debating, awareness and training was high, and the proposals were small adjustments reflecting the significant change that had occurred since the last review.
3. A Committee member supported the route of approval of the Risk Management Strategy as that would give greater clarity concerning its approval, leading to better governance. He noted that the other nine proposals were all sensible and he could not identify any governance issues, noting that there might be debate on the length of speeches at Council meetings for example.
4. The Director of Law and Governance summarised that the Committee did not think there was anything that would compromise governance or audit, it was supportive of its role in approving the Risk Management Strategy, it noted that a few of the proposals were political and it was sensible that the proposals were being considered by the political groups, and it noted that the process was transparent.

RESOLVED:

The Audit & Governance Committee considered the proposals of the Constitution Review Group (Annex 1) and provided the Committee's view on the current proposals.

Actions/further information to be provided:

None.

34/23 DATE OF NEXT MEETING [Item 9]

The date of the next meeting of the Committee was noted as 12 July 2023.

Meeting ended at: 3.03 pm

Chairman



Audit & Governance Committee
12 July 2023

RECOMMENDATIONS TRACKER AND WORK PLAN

PURPOSE OF REPORT:

For Members to consider and comment on the Committee's recommendations tracker and work plan.

INTRODUCTION:

A recommendations tracker recording actions and recommendations from previous meetings is attached as Annex A, and the Committee is asked to review progress on the items listed. The work plan is attached as Annex B.

RECOMMENDATION:

The Committee is asked to:

1. Monitor progress on the implementation of recommendations from previous meetings in Annex A.
2. Note the work plan at Annex B and any changes to it.

REPORT CONTACT: Amelia Christopher, Committee Manager,
Surrey County Council, amelia.christopher@surreycc.gov.uk

Sources/background papers: None

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Audit & Governance Committee – Recommendations Tracker

12 July 2023

ACTIONS

Number	Meeting Date	Item	Recommendation / Action	Action by whom	Action update
A4/23	8 March 2023	Statement of Accounts 2021/22	The Committee will be provided with information concerning the detailed review on areas for improvement and action plan produced following the debrief meeting next month between the Council and Grant Thornton.	Chief Accountant (Corporate) / Strategic Finance Business Partner / Grant Thornton	The 2021/22 statement of accounts has been delayed as a result of two national issues (infrastructure assets and pension fund valuations) as well as lack of clarity of audit requirements and difficulty interpreting some of the working papers. A joint full lessons learned and areas for improvement paper from Grant Thornton and the Council will be reported to Audit and Governance committee when the 2021/22 statements have been signed off. The External audit plan report for the July Committee does include an outline of the actions put in place by the Corporate Finance team for the 2022/23 statements to ensure continuous improvement and to ensure the external audit timetable can be met.
A5/23	8 March 2023	Risk Management	The Head of Strategic Risk will provide an update in September on the Constitution Review Group's consideration of delegated approval to the Committee on the Risk Management Strategy.	Head of Strategic Risk	The Head of Strategic Risk will include an update on the delegated authority/approval within the Risk Management update at September's Committee. Work plan updated for September 2023.

Audit & Governance Committee – Recommendations Tracker
12 July 2023

Number	Meeting Date	Item	Recommendation / Action	Action by whom	Action update
A6/23	5 June 2023	Questions and Petitions	The Director of Law and Governance will note the member of the public's suggestion of consideration to be given to positive feedback of nil return, as part of the report to be received later in the year concerning Members' and officers' declarations of gifts and hospitality.	Director of Law and Governance	

Audit & Governance Committee – Recommendations Tracker

12 July 2023

A7/23	5 June 2023	Annual Complaints Performance Report	<p>The Customer Relations Manager, the Head of Customer Engagement and System Development and the Director of Law and Governance will take Committee member's comments and suggestions away and will report back at November's meeting where the LGSC Annual Letter and Complaints Update, and Council Complaints – Half Yearly Update items are scheduled; areas to cover:</p> <ul style="list-style-type: none"> a) comparative complaints figures with other local authorities. b) whether a similar internal investigator appointment will be beneficial for ASC and having more internal investigator roles in Education Services. c) consider whether the Corporate category can be renamed to 'Other' and explore whether it can be broken down by the services they related to as soon as possible; to liaise with Committee members on the services to be listed. d) consider how non-formal complaints information such as around highways that residents direct to Members, can be incorporated in future reports or provided to the Committee in another form. e) explore the suggestion with database providers of a response box being added to 	<p>Customer Relations Manager / Head of Customer Engagement and System Development / Director of Law and Governance</p>	
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Audit & Governance Committee – Recommendations Tracker

12 July 2023

Number	Meeting Date	Item	Recommendation / Action	Action by whom	Action update
			<p>formal complaints indicating the residents' borough or district.</p> <p>f) provide a report on the customer services steering group, identifying the problems, where those were occurring and what was being done.</p> <p>g) provide an update on the Customer and Communities Directorate's mapping exercise of the Council's communication touch points and whether those were user friendly.</p> <p>h) consider a similar approach of having a central email address for residents when communicating with the Council around reporting a defect or complaint and issues to be allocated to the relevant officers for a response within an agreed timeline.</p> <p>i) provide an update on dovetailing residents' formal complaints with concerns raised to Members if they were about the same issue, as well as where concerns should be referred to the formal complaints process.</p>		

Audit & Governance Committee – Recommendations Tracker

12 July 2023

COMPLETED RECOMMENDATIONS/REFERRALS/ACTIONS – TO BE DELETED

A3/22	26 June 2022	Draft Annual Governance Statement	To look at the governance around the Surrey Forum and the strategic boards once they had matured.	Committee Manager/Director - Law and Governance	Work plan updated and item put in for July 2023.
A1/23	18 January 2023	Report of Centre for Governance and Scrutiny - Behavioural and Cultural Governance Review	That an update report on actions going forward would be brought to the Committee in July.	Director - Law and Governance	Work plan updated and item put in for July 2023.
A2/23	18 January 2023	External Audit: Annual Audit Report 2021/22	That a six-month update be brought to the Committee.	Director - Corporate Finance and Commercial	Work plan updated and item put in for July 2023.

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AUDIT & GOVERNANCE COMMITTEE - WORK PLAN 2023

18 January 2023		
EXTERNAL QUALITY ASSESSMENT BY THE CHARTERED INSTITUTE OF INTERNAL AUDITORS	To update the committee on the outcome of the assessment.	Chief Internal Auditor
Deferred from Nov REPORT OF CENTRE FOR GOVERNANCE AND SCRUTINY – BEHAVIOURAL AND CULTURAL GOVERNANCE REVIEW	To receive the report.	Director - Law & Governance
CAPITAL, INVESTMENT & TREASURY MANAGEMENT STRATEGY 2023/24	This report sets out the council's treasury management strategy for 2023/24, as required to ensure compliance with CIPFA's Code of Practice for Treasury management.	Finance Manager
HOME TO SCHOOL TRANSPORT – AUDIT UPDATE	Requested at September 2022 meeting – to invite service manager (Gerry Hughes) to give service update whilst awaiting for Audit report.	Strategic Finance Business Partner /Head of Business Support
Deferred from Nov EXTERNAL AUDIT FINDINGS REPORT FOR ALL SCC TRADING COMPANIES	Dec 2016 Committee requested that annual accounts also be presented. To include Surrey Choices as well as Halsey Garton & S E Business Services.	Grant Thornton
Deferred from Nov EXTERNAL AUDIT: ANNUAL AUDIT LETTER	The Council's external auditors present their Annual Audit Letter	Director - Corporate Finance Grant Thornton
Deferred from Nov STATEMENT OF ACCOUNTS 2021/22	To receive the report.	Chief Accountant

8 March 2023		
STATEMENT OF ACCOUNTS 2021/22	To approve the 2021/22 Statement of Accounts.	Chief Accountant (Corporate)
INTERNAL AUDIT PROGRESS REPORT - QUARTER 3	The purpose of this progress report is to inform Members of the work completed by Internal Audit during Q3.	Audit Manager
INTERNAL AUDIT STRATEGY AND ANNUAL AUDIT PLAN 2023/24	To receive the strategy and the plan for 2023/24.	Audit Manager
ETHICAL STANDARDS ANNUAL REVIEW 2022-23	To enable the Committee to monitor the operation of the Members' Code of Conduct over the course of the last year.	Director - Law & Governance
RISK MANAGEMENT	To receive an update on Risk Management (Mar & Sept)	Strategic Risk Business Partner
REVISED FINANCIAL REGULATIONS	To review the changes to the Financial Regulations, to be approved by the Council.	Senior Finance Business Partner

5 June 2023		
2022/23 TREASURY MANAGEMENT OUTTURN REPORT	This report summarises the council's treasury management activity, as required to ensure compliance with CIPFA. The report will include the latest risk register for Treasury Management.	Strategic Finance Business Partner
ANNUAL COMPLAINTS PERFORMANCE REPORT	To give the Audit & Governance Committee an overview of the Council's complaint handling performance in 2022/23 and to demonstrate how feedback from customers has been used to improve services.	CFLL Customer Relations Manager Assistant Director - Registrations, Coroner's Service & Customer Strategy
New item PROPOSALS OF THE CONSTITUTION REVIEW GROUP	The Committee to review the proposals of the Constitution Review Group, prior to submission to the Council.	Director of Law and Governance / Senior Manager - Regulatory & Appeals

12 July 2023		
2022/23 DRAFT ANNUAL GOVERNANCE STATEMENT	This report presents the draft Annual Governance Statement, which summarises the Council's governance arrangements for the financial year.	Director of Law and Governance / Senior Finance Business Partner
WHISTLEBLOWING ANNUAL REPORT	The Committee to receive the report for information.	Director of Law and Governance / Head of Insight, Programmes and Governance
DRAFT STATEMENT OF ACCOUNTS 2022/23	To receive the report.	Chief Accountant (Corporate)
Deferred from March, May and June EXTERNAL AUDIT PLAN 2022/23	The Council's external auditors to present their Audit Plan in respect of Surrey County Council and for the Surrey Pension Fund. - Including (not a standalone item): The Council's external auditors to present a six-monthly update on their Annual Audit Letter – see minutes 18/1/23 (regarding item: External Audit: Annual Audit Report 2021/22).	Chief Accountant (Corporate) / Grant Thornton
INTERNAL AUDIT ANNUAL REPORT AND OPINION 2022-23 (including Quarter Four progress report)	This report summarises the work of Internal Audit, identifying the main themes arising from the audit reviews and the implications for the County Council.	Chief Internal Auditor/Audit Manager
COUNTER FRAUD ANNUAL REPORT 2022/23	To receive the annual report.	Chief Internal Auditor/Audit Manager - Counter Fraud
UPDATE ON THE SURREY FORUM AND THE FOUR ASSOCIATED STRATEGIC PARTNERSHIP BOARDS	Requested item from A&G Committee in June 2022 to look at the governance around the forum and the strategic boards once they had matured.	Principal Strategy and Policy Lead/Exec Dir Prosperity, Partnerships & Growth/Leader
REVIEW OF BEHAVIOUR AND CULTURAL GOVERNANCE - UPDATE ON ACTION PLAN	Update report on actions going forward – see minutes 18/1/23	Director of Law and Governance

13 September 2023		
RISK MANAGEMENT	To receive an update on Risk Management (Mar & Sept)	Strategic Risk Business Partner
HOME TO SCHOOL TRANSPORT - UPDATE	Update requested at the January 2023 committee.	Strategic Finance Business Partner /Head of Business Support
INTERNAL AUDIT PROGRESS – Q1	The purpose of this progress report is to inform Members of the work completed by Internal Audit during Quarter 1.	Chief Internal Auditor/ Audit Manager

22 November 2023		
LGSC ANNUAL LETTER AND COMPLAINTS UPDATE	To give the Audit & Governance Committee an overview of the Local Government and Social Care Ombudsman's annual letter for the year 2022/23 and an update on complaint handling across the council.	Head of Customer Strategy
COUNCIL COMPLAINTS – HALF YEARLY UPDATE	To receive a half year update report on the operation of the Council's complaints procedures.	Customer Relations & Service Improvement Manager
ANNUAL GOVERNANCE STATEMENT HALF YEAR UPDATE	This report provides an update on progress on the improvement areas identified in the 2021/22 Annual Governance Statement.	Director - Law & Governance/CEX
EXTERNAL AUDIT UPDATE REPORT	To receive an update from the council's external auditors.	Grant Thornton
TREASURY MANAGEMENT HALF YEAR REPORT	This report summarises the council's treasury management activity.	Director - Corporate Finance
INTERNAL AUDIT PROGRESS – Q2	To report on Internal Audit progress during quarter 2.	Audit Manager



Audit & Governance Committee
12 July 2023

Internal Audit Annual Report and Opinion 2022-23

6

SUMMARY AND PURPOSE:

The purpose of this report is to give an opinion on the adequacy of Surrey County Council's control environment as a contribution to the proper, economic, efficient and effective use of resources. The report covers the audit work completed in the year from 1 April 2022 to 31 March 2023 in accordance with the Internal Audit Strategy for 2022/23. A separate report on Counter Fraud work undertaken in 2022/23 forms part of this Committee agenda.

RECOMMENDATIONS:

Members are asked to:

1. Note the work undertaken and the performance of Internal Audit in 2022/23 and the resultant annual opinion of the Chief Internal Auditor;
2. Determine whether there are any matters that the Committee wishes to consider for inclusion in the Council's Annual Governance Statement; and
3. Consider whether the Council's arrangements for internal audit have proved effective during 2022/23.

BACKGROUND:

1. All local authorities must make proper provision for internal audit in line with the 1972 Local Government Act (S151) and the Accounts and Audit Regulations 2015. The latter states that authorities '*must undertake an effective internal audit to evaluate the effectiveness of its risk management, control and governance processes, taking into account public sector internal auditing standards or guidance*'. Annually, the Chief Internal Auditor is required to provide an overall opinion on the Council's internal control environment, risk management arrangements and governance framework to support the Annual Governance Statement.
2. It is a management responsibility to establish and maintain internal control systems and to ensure that resources are properly applied, risks appropriately managed and outcomes achieved.
3. No assurance can ever be absolute; however, based on the internal audit work completed, the Chief Internal Auditor can provide **Reasonable Assurance** that Surrey County Council had in place an adequate and effective framework of governance, risk management and internal control for the period 1 April 2022 to 31 March 2023.
4. This opinion, and the evidence that underpins it, is further explained in the full Internal Audit Service's Annual Report and Opinion which forms Annexe A of this report. The report highlights:
 - Key issues for the year, including a summary of all audit opinions provided;

INTERNAL AUDIT ANNUAL REPORT & OPINION 2022/2023



1. Internal Control and the Role of Internal Audit

1.1 All local authorities must make proper provision for internal audit in line with the 1972 Local Government Act (S151) and the Accounts and Audit Regulations 2015. The full role and scope of the Council's Internal Audit Service is set out within our Internal Audit Charter.

1.2 It is a management responsibility to establish and maintain internal control systems and to ensure that resources are properly applied, risks appropriately managed and outcomes achieved.

1.3 Annually the Chief Internal Auditor is required to provide an overall opinion on the Council's internal control environment, risk management arrangements and governance framework to support the Annual Governance Statement.

2. Delivery of the Internal Audit Plan

2.1 The Council's Internal Audit Strategy and Plan is updated each year based on a combination of management's assessment of risk (including that set out within the departmental and strategic risk registers) and our own risk assessment of the Council's major systems and other auditable areas. The process of producing the plan involves extensive consultation with a range of stakeholders to ensure that their views on risks and current issues, within individual departments and corporately, are identified and considered.

2.2 Covid-19 had a significantly lower impact on the Council in 2022/23, with most services returned to more business-as-usual routines and processes. We have maintained flexible working practices as part of the Council's new ways of working, but in practice we have not seen the need to reschedule audits or adjust the plan for Covid-related reasons in the way that was necessary in 2021/22.

2.3 During 2022/23 the number of government grants that need to be certified by Internal Audit has also stabilised somewhat since the increase of Covid-related funding in the previous years. Some of these legacy Covid grants continue, whilst new areas of grant activity have arisen particularly around environmental and 'green' funding.

2.4 We have, however, received an unprecedented amount of new referrals for assurance activity from senior management throughout 2022/23. This reflects positively both on our service, with it being seen as a key mechanism for both promoting and maintaining good governance, and on the Council as a whole, demonstrating a clear appetite for requesting independent assurance in critical areas. It has, at times, led to challenges in our being able to reprioritise and reschedule our work, although our plan is intentionally flexible to allow for emerging risks and issues.

2.5 Notwithstanding the above, we have still been able to deliver sufficient audit and assurance activity within the year to enable us to form an overall annual audit opinion for the Council in the normal way. This includes delivery of the revised programme of audits together with the investigation of any allegations of fraud and other irregularities.

2.6 All adjustments to the 2022/23 annual audit plan were agreed with the relevant departments and reported throughout the year to the Audit & Governance Committee through our quarterly audit progress reports. It should be noted that where there were any audits reports still in draft at the year-end, the outcomes from this work have been taken into account in forming our annual opinion. Full details of these audits will be reported to CLT and the Audit and Governance Committee as part of our reporting cycle as each of the reports are finalised with management.

3. Audit Opinion

3.1 No assurance can ever be absolute; however, based on the internal audit work completed, the Chief Internal Auditor can provide **Reasonable Assurance**⁽¹⁾ that Surrey County Council has in place an adequate and effective framework of governance, risk management and internal control for the period 1 April 2022 to 31 March 2023.

3.2 Further information on the basis of this opinion is provided below. Overall, whilst the majority of audit opinions issued in the year were generally positive, internal audit activities identified a number of areas where the operation of internal controls has not been fully effective, as reflected by the seven partial assurance opinions issued in the year (excluding school audits). No minimal assurance audits were issued in the past year. All seven areas will be subject to follow-up audits in 2023/24 to ensure the expected improvements have occurred.

3.3 Where improvements in controls are required as a result of any of our work, we have agreed appropriate remedial actions with management.

3.4 The Council has continued to strengthen its risk management arrangements through the further development and implementation of a new risk management framework. Our assurance work completed in the year shows this to be in line with expected good practice and embedding successfully. Further embedding these new processes to become business-as-usual and providing training and advice to officers remain key activities moving into 2023/24.

3.5 We have continued to provide advice to the Digital Business and Insights (DB&I) Programme Board throughout the year seeking to give, where possible, specific assurance in the key areas to support critical decisions such as cutover and go-live. However, we have not been able to start all anticipated areas of our work due to a number of factors, including non-availability of documentation around the final 'to-be' processes and resourcing pressures within the programme itself.

3.6 As a result of this, our work in 2022/23 has primarily focused upon reporting and highlighting areas of potential concern and risk to ensure the Board are as fully sighted as possible for decision-making purposes. We have sought to support overarching governance arrangements in place around both the programme and decision-making in order to provide appropriate and robust challenge where required.

¹ This opinion is based on the activities set out in the paragraphs below. It is therefore important to emphasise that it is not possible or practicable to audit all activities of the Council within a single year.

3.7 Summaries of this work to date have previously been provided to the Audit and Governance Committee through our quarterly progress reports. Whilst elements of our planned assurance work remain incomplete for the reasons stated, further audit activity carries the risk of diverting management resources away from programme delivery at a critical time and is therefore something we have invited the Board to consider. We will continue to advise the Board on the nature and detail of assurances it should be receiving prior to cutover and go-live decisions. Given the continued use of legacy SAP systems throughout 2022/23 year, however, in the context of this annual report and opinion we have been able to provide assurance over underpinning key financial systems and processes.

3.8 In addition to specific audit reviews, we undertake regular liaison activity with all directorates to understand emerging pressures and risk areas, and amend our plan of work accordingly. This process provides additional assurance that the audit programme remains current and focused on the highest risks facing the organisation.

4. Basis of Opinion

4.1 Our opinion and the level of assurance given takes into account:

- All audit work completed during 2022/23, both planned and unplanned;
- Follow-up of actions from previously reported low assurance audits;
- Management's response to all findings and recommendations;
- Ongoing advice and liaison with management, including regular attendance by the Chief Internal Auditor and Audit Manager at key organisational meetings relating to risk, governance and internal control matters;
- Effects of significant changes in the Council's systems;
- The extent of resources available to deliver the audit plan;
- Quality of the Internal Audit service's performance.

4.2 Whilst no direct limitations were placed on the scope of Internal Audit during 2022/23, one planned piece of work around the new highways contract was deferred at the request of service management. This was in order to allow a sufficient body of transactional data and activity to accrue for the figures to be representative of performance as a whole. This review is included in our 2023/24 plan.

4.3 It should also be noted that the delay in the go-live of the MySurrey systems has an impact on some of the services we audited in the last financial year. In some instances, this has meant agreed actions and expected improvements to internal controls cannot yet be fully followed-up and tested as the solution is reliant upon yet-to-be-implemented MySurrey processes. In such cases, we have either completed interim follow-up reviews on areas that can be tested or have assessed the level of risk through the continued use of legacy systems of control.

5. Key Internal Audit Issues for 2022/23

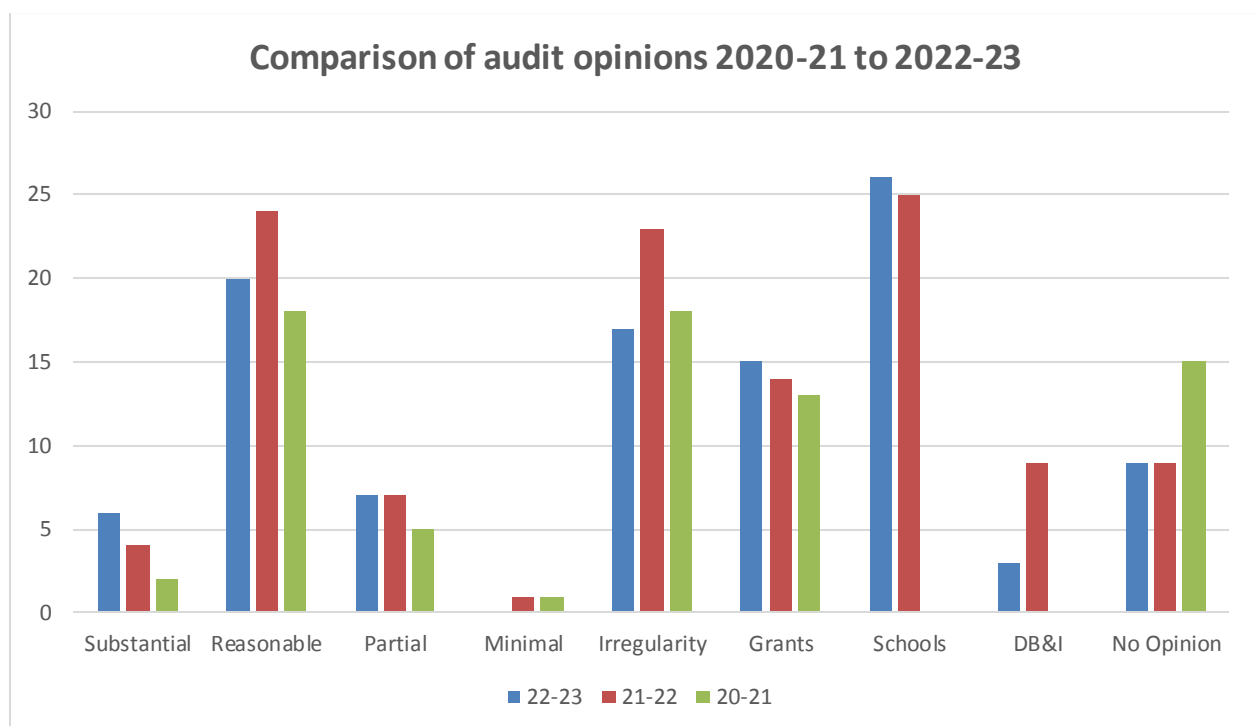
5.1 The overall audit opinion should be read in conjunction with the key issues set out in the following paragraphs. These issues, and the overall opinion, will be taken

into account when preparing and approving the Council’s Annual Governance Statement.

5.2 The Internal Audit plan is delivered each year through a combination of formal reviews with standard audit opinions, direct support for projects and new system initiatives, investigations, grant certification audits, schools audits and ad hoc advice. The graph below provides a summary of the outcomes from all audits finalised during 2022/23, compared to the previous two years.

5.3 A full list of completed audits and opinions for the year is included at Appendix B, along with an explanation of each of the assurance levels.

Audit Opinions:



*No Opinion: Includes audit reports or activity where we did not give a specific audit opinion. Typically this tends to be proactive advice and support activity where, due to the advisory nature of the audit work, provision of formal assurance based opinions is not appropriate, such as the support work to the DB&I Programme.

5.4 Although the graph above appears to show a reduction in our coverage around DB&I year-on-year, in reality a similar amount of resource has been committed to this programme between both years: our approach in 2021/22 was to audit and report on individual elements of the fledgling programme (for example, governance arrangements, training arrangements, data integrity etc.) whilst the resource in 2022/23 has been more advisory in an ongoing capacity.

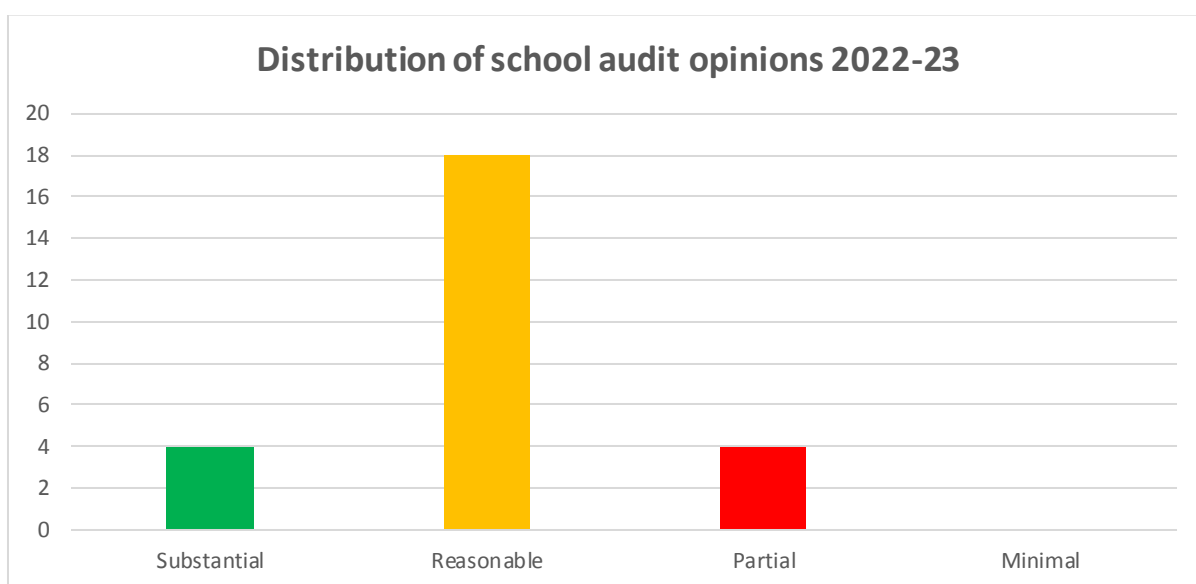
5.5 A total of seven service-based audits received partial assurance opinions within the year, the same number as in 2021/22. They were as follows:

- Home to School Transport;
- Local Government Pension Scheme Performance;
- Planning;
- Social Value in Procurement;

- Tree Management;
- Children’s Services Complaints Management; and
- Surrey Fire & Rescue Contract Management Arrangements.

5.6 There were no audit reports in draft at the year-end with provisional opinions of either partial or minimal assurance.

5.7 With regard to the 26 completed schools audits, the graph below shows a summary of opinions for 2022/23. The distribution of opinions is not dissimilar to that of service-based audit opinions for last year (as illustrated above): whilst the internal control environments of individual schools cannot be directly compared to that of the Council overall, the outcome of our programme of schools audits for 2022/23 broadly supports an overall conclusion of Reasonable Assurance.



5.8 Whilst actions arising from all of these reviews will be followed-up by Internal Audit through either specific follow-up reviews or via established action tracking arrangements, it is important that management take prompt action and ownership to secure the necessary improvements in internal control. We have experienced no issues in securing management ownership following any audit issued last year.

Key Financial Systems

5.9 Given the substantial values involved, each year a significant proportion of our time is spent reviewing the Council’s key financial systems, both corporate and departmental. In scheduling our work around the timing requirements of the DB&I programme, the first two quarters of last year saw us carrying-forward and completing key financial systems audits from the 2020/21 plan in the following areas:

Substantial Assurance:

- Financial Assessments & Income Collection

Reasonable Assurance:

- General Ledger
- Capital Programme
- Treasury Management

- Pension Fund Investments
- Local Government Pension Fund Administration
- Payroll

5.10 These audits were completed within SAP. The DB&I Programme had originally planned to migrate to the new MySurrey system in autumn of 2022 and we had anticipated re-auditing these areas within the new ERP system. In the event, SAP was still the operating system through to the end of March 2023. Given the high level of assurance already obtained from the above audits being reported in early 2022/23, we agreed with management that repeating the audits in that year's plan was not efficient use of our resource, and that the opinions already given would still apply given the continued unchanged use of SAP.

5.11 As such, only two key financial systems were undertaken in the fourth quarter of last year, being Accounts Payable and Accounts Receivable. At the 31 March 2023 both audits were still in progress, but both were finalised in quarter one of 2023/24 with opinions of Substantial Assurance.

5.12 In recent years we have dedicated a substantial resource from our annual plan to the audit of LGPS Pension Administration, recognising that this area is one in which historical control weaknesses required significant assurance activity. We continue to work closely with management of the Pension Turnaround Programme to provide assurance in areas of particular risk, recognising that whilst this still remains an area of focus, management has in place a robust improvement programme to address weaknesses. Notable improvements to internal control have been validated through our work in the last year. We will continue to update both the Audit and Governance Committee and the Surrey Pension Board through our quarterly reporting as future audit work in this area is completed.

Other Internal Audit Activity

5.13 During the year, Internal Audit has continued to provide advice, support and independent challenge to the organisation on risk, governance and internal control matters across a range of areas. Our coverage included attendance at:

- Corporate Leadership Team;
- Directorate Leadership Team and Senior Leadership Team meetings;
- Governance Panel;
- Risk Governance Group;
- Directorate Business Partnering meetings;
- Transformation Board and Transformation Network meetings; and
- Corporate Risk and Resilience Forum.

5.14 As well as actively contributing to, and advising these groups, we utilise the intelligence gained from these discussions to inform our own current and future work programmes to help ensure our work continues to focus on the most important risk areas.

Anti-Fraud and Corruption

5.15 During 2022/23, the Internal Audit Counter Fraud Team continued to deliver both reactive and proactive fraud services across the organisation. Details of all counter fraud and investigatory activity for the year, both proactive and reactive, have been summarised within a separate Counter Fraud Annual Report due to be presented alongside this Internal Audit annual report. Where relevant, the outcomes from this work have also been used to inform our annual internal audit opinion and future audit plans.

Amendments to the Audit Plan

5.16 In accordance with proper professional practice, the Internal Audit plan for the year was kept under regular review to ensure that the service continued to focus its resources in the highest priority areas based on an assessment of risk. Through discussions with management, the following reviews and activities were added to the original audit plan during the year:

- Surrey Pension Fund Governance Review
- Planning
- Physical Energy Statue – Lessons Learned
- Highways Lane Rental
- DB&I Key Controls Assurance (additional work in this area)
- Trading Standards Cash-Handling Procedures
- Delegation & Authorisation Protocols
- SFRS Contract Management Arrangements
- SFRS Inspection Readiness Review
- Quadrant Court – Land & Property Process Validation
- Solar Together
- Additional Data Template (ADT) Process Review
- HMRC Statutory Maternity Pay Referral
- Project Indigo Referral
- Children's Services Complaints Management
- Health & Safety Governance Arrangements
- Serious Incident Reporting & Escalation Protocols

5.17 In order to allow these additional activities to take place, the following audits were removed or deferred from the 2022/23 audit plan. Where appropriate they will be reconsidered for inclusion in future audit plans as part of the overall risk assessment completed during the audit planning process. These changes have been made on the basis of risk prioritisation and/or as a result of developments within the service areas concerned requiring a rescheduling of audits:

- Bus Service Support Grant
- Additional Home to School Transport Grant
- ASC Charging Reforms (pending clarification of Government legislation)
- Firewatch
- IConnect Application Audit (rescheduled in 2023/24 plan)
- Pension Fund Cyber Security Arrangements (rescheduled in 2023/24 plan)
- Kofax Application Audit

- Hospital Discharges
- Highways Contract (rescheduled in 2023/24 plan – see paragraph 4.2)
- MySurrey User Access And Security Review
- 7 x Key Financial Systems Reviews (see paragraph 5.9).

6. Internal Audit Performance

6.1 The Public Sector Internal Audit Standards (PSIAS) requires the Internal Audit service to be reviewed annually against the Standards, supplemented with a full and independent external assessment at least every five years. The following paragraphs provide a summary of our performance during 2022/23, including the results of our independent PSIAS assessment and our year-end performance results against agreed targets.

PSIAS

6.2 The Standards cover the following aspects of internal audit, all of which were externally assessed during autumn 2022 by the Chartered Institute of Internal Auditors (IIA) as previously reported to Audit and Governance Committee in January 2023:

- Purpose, authority and responsibility;
- Independence and objectivity;
- Proficiency and due professional care;
- Quality assurance and improvement programme;
- Managing the internal audit activity;
- Nature of work;
- Engagement planning;
- Performing the engagement;
- Communicating results;
- Monitoring progress; and
- Communicating the acceptance of risks.

6.3 The completed assessment incorporated a full validation of our own comprehensive self-assessment against the standards, together with interviews with key stakeholders from across all the Orbis partner councils and discussions with Internal Audit team members.

6.4 It is pleasing to report that Orbis IA were assessed as achieving the highest level of conformance available against professional standards with no areas of non-compliance identified, and therefore no formal recommendations for improvement arising. In summary, the service was assessed as:

Excellent in:

- Reflection of the Standards
- Focus on performance, risk and adding value

Good in:

- Operating with efficiency

- Quality Assurance and Improvement Programme

Satisfactory in:

- Coordinating and maximising assurance

6.5 In order to provide some further context to this outcome, of the nineteen assessments carried out by the IIA in the period (covering both public and private sectors), only two other audit bodies were assessed as ‘Excellent’ against the Standards.

Key Service Targets

6.6 Performance against our agreed service targets is set out in Appendix A. Overall, client satisfaction levels remain high, demonstrated through the results of our post-audit questionnaires, discussions with key stakeholders throughout the year through service liaison, and annual consultation meetings with Executive and Assistant Directors. The results of the IIA assessment further supports this position.

6.7 We will continue to liaise with the Council’s external auditors (Ernst Young, superceding Grant Thornton from 1 April 2023) to ensure that the Council obtains maximum value from the combined audit resources available.

6.8 In addition to this annual summary, CLT and the Audit and Governance Committee will continue to receive performance information on Internal Audit throughout the year as part of our quarterly progress reports and corporate performance monitoring arrangements.

Internal Audit Performance Indicators 2022/23

Aspect of Service	Orbis IA Performance Indicator	Target	RAG Score	Actual Performance
Quality	Annual Audit Plan agreed by Audit Committee (for 2022/23)	By end April*	G	Approved by Audit and Governance Committee on 28 March 2022.
	Annual Audit Report and Opinion (for 2021/22)	By end July	G	Approved by Audit and Governance Committee on 13 July 2022.
	Customer Satisfaction Levels	90% satisfied	G	100%
Productivity and Process Efficiency	Audit Plan – completion to draft report stage	90%	G	We achieved delivery of 91.4% of the 2022/23 plan by 31 March 2022
Compliance with Professional Standards	Public Sector Internal Audit Standards	Conforms	G	<p>Apr 2022 - Updated self-assessment against the standards within the PSIAS underway and preparations for the full independent external assessment in progress.</p> <p>Jun 2022 - Quality Review identified no major areas of non-conformance.</p> <p>Dec 2022 - External Quality Assurance completed by the Institute of Internal Auditors (IIA). Orbis Internal Audit assessed as achieving the highest level of conformance available against professional standards with no areas of non-compliance identified,</p>

Aspect of Service	Orbis IA Performance Indicator	Target	RAG Score	Actual Performance
				and therefore no formal recommendations for improvement arising. See paragraph 6.2
	Relevant legislation such as the Police and Criminal Evidence Act, Criminal Procedures and Investigations Act	Conforms	G	No evidence of non-compliance identified.
Outcome and degree of influence	Implementation of management actions agreed in response to audit findings	95% for high priority agreed actions	G	100%
Our staff	Professionally Qualified/Accredited	80%	G	93% ¹

¹ Includes staff who are part-qualified and those in professional training

Summary of Opinions for Internal Audit Reports Issued During 2021/22

Substantial Assurance:

(Explanation of assurance levels, and key to directorates, are detailed at the bottom of this document)

Audit Title	Directorate
Financial Assessments & Income Collection	HWASC
Post-Brexit Information Governance Arrangements	R
IT&D Strategic & Operational Risk Management Arrangements	R
Risk Management	R
IT Asset Procurement (Value For Money)	R
Surrey Highways Lane Rental Scheme	ETI

Reasonable Assurance:

Audit Title	Directorate
General Ledger	R
Capital Programme	R
Treasury Management	R
Pension Fund Investments	R
Payroll	R
LGPS Pension Key Administration Processes	R
LGPS Pension Key Administration Processes Follow-Up	R
Network Access Management	R
PLANON Phase 2 - Advice and Support	R
XPS Contract	SFRS
Waste Re-Procurement	ETI
Children's Services Panel Process	CFLL
LGPS Compensatory Added Years	R
Officer Code Of Conduct Follow-Up	R
Your Fund Surrey	PPG
Public Sector Accessibility Regulations Follow-Up	R
LGPS Pension Administration (Transfers Out)	R
Metacompliance Application Audit	R
Solar Together	ETI
Climate Change	ETI

Partial Assurance:

Audit Title	Directorate
Home to School Transport	CFLL
Planning	ETI
Social Value In Procurement	R
Tree Management	ETI
Children's Services Complaints Management	CFLL
SFRS Contract Management Arrangements	SFRS
LGPS Pension Performance	R

Minimal Assurance:

None

Grant Claim Certification

Audit Title	Directorate
IMAGINE [EU] (2 audits in year)	ETI
Supporting Families (4 audits in year)	CFL
DigiTourism [EU] (2 audits in year)	ETI
Urban Links To Landscape [EU] (2 audits in year)	ETI
Contain Outbreak Management Fund (inc. Test & Trace Grant)	HWASC
Substance Misuse Universal Grant	HWASC
Bus Subsidy Operators Grant	ETI
Local Capital Highways Grant	ETI
Greener Homes Grant	ETI
Adult Weight Management Grant	HWASC

DB&I Programme Assurance

Audit Title	Directorate
DB&I Programme Assurance (multiple strands)	R
DB&I Controls Assurance (multiple strands)	R
DB&I Programme – Lessons Learned	R

Other Audit Activity Undertaken During 2022/23 (non-opinion, or position statement)

Audit Title	Directorate
Single View Of A Child – Programme Support	CFL
Physical Energy Statue – Lessons Learned	CC
Trading Standards Cash-Handling Processes	CC
Authorisation And Delegation Protocol	R
Additional Data Template (ADT) Process	R
Proactis Application	R
Innovation Fund	PPG
SFRS Inspection Readiness	SFRS
Project Indigo Referral	R

School Audits

School	Opinion
North-West Surrey Short-Stay School (Woking)	Substantial
Ashford Park Primary School (Staines-Upon-Thames)	Substantial
The Winston Churchill School (Woking)	Substantial
Barnett Wood Infant School (Ashstead)	Substantial
Audley Primary School (Caterham)	Reasonable

School	Opinion
St Michaels Church of England (Aided) Infant School (Dorking)	Reasonable
Witley Church of England School (Witley)	Reasonable
Beacon Hill Primary School (Hindhead)	Reasonable
Royal Alexandra and Albert School (Reigate)	Reasonable
West Byfleet Community Infant School (West Byfleet)	Reasonable
Walton On The Hill Primary School (Walton On The Hill)	Reasonable
Hurst Green Infant and Nursery School (Oxted)	Reasonable
Brooklands School (Reigate)	Reasonable
Godstone Nursery and Primary School (Godstone)	Reasonable
Guildford Nursery School and Family Centre (Guildford)	Reasonable
Chennestone Primary School (Sunbury On Thames)	Reasonable
The Royal Kent Church of England Primary School (Oxshott)	Reasonable
Claygate Primary School (Claygate)	Reasonable
Yattendon Primary School (Horley)	Reasonable
Cranleigh Church of England (VA) Primary School (Cranleigh)	Reasonable
Burhill Primary School (Walton On Thames)	Reasonable
St Mary's Church of England (Aided) Junior School (Long Ditton)	Reasonable
Banstead Community Junior School (Banstead)	Partial
North-East Surrey Short Stay School (Hersham)	Partial
St Joseph's Primary Catholic School (Redhill)	Partial
Lyne and Longcross C of E (Aided) Primary School (Chertsey)	Partial

Directorate glossary

- CC Customers and Communities
- R Resources
- CFLI Children, Families and Life-long Learning
- ETI Environment, Transport & Infrastructure
- HWASC Health, Wellbeing and Adult Social Care
- PPG Partnerships, Prosperity and Growth
- SFRS Surrey Fire & Rescue Service

Audit Opinions and Definitions

Opinion	Definition
Substantial Assurance	Controls are in place and are operating as expected to manage key risks to the achievement of system or service objectives.
Reasonable Assurance	Most controls are in place and are operating as expected to manage key risks to the achievement of system or service objectives.
Partial Assurance	There are weaknesses in the system of control and/or the level of non-compliance is such as to put the achievement of the system or service objectives at risk.

Minimal Assurance

Controls are generally weak or non-existent, leaving the system open to the risk of significant error or fraud. There is a high risk to the ability of the system/service to meet its objectives.

Audits Completed in Quarter 4 (January to March 2023)

Tree Management

The county of Surrey has approximately 42,091 hectares of woodland, 15% more than the national average. The Council is also responsible for maintaining trees near public roads, pavements and footpaths. Responsibility for tree management and maintenance is currently split between Environment and Highways.

This audit, part of our agreed 2022/23 plan, set out to provide assurance that controls were in place to meet the following key objectives:

- The Council had a clear, documented approach to management of trees for which it is responsible, which aligned with corporate priorities;
- The legal responsibility of the Council was understood across relevant services and was incorporated into strategic and operational policies;
- Roles and responsibilities were clearly defined and consistent; and
- The management of those trees on Basingstoke Canal for which the Council is liable was clearly defined.

Our key findings from our audit were that:

- Whilst independent legal advice around the Council's responsibilities was received in June 2022, it remained unclear how this advice is incorporated into policy;
- In turn, this exposed the Council to clear risk in relation to its approach to tree management, especially in the event of an unexpected or unforeseen incident, where we could be held accountable under the Health and Safety at Work Act for not acting promptly on the legal advice received;
- The Council is currently unable to meet its biannual tree inspection regime, mainly due to a lack of resources. This was of particular note with regard to the inspection and management of trees on the Basingstoke Canal.

Our audit opinion was consequently one of **Partial Assurance** with three actions agreed with management, one of which was high priority. We will undertake a follow-up of this audit as part of our 2023/24 annual plan to ensure that agreed actions have been implemented.

Children's Services Complaints Management

The Children Act (1989) requires all councils that have responsibility for the provision of children's social care services to have a three stage complaints process. At Surrey, all enquiries, compliments and complaints relating to children's social care and education are handled by the Customer Relations Team within the CFLL Directorate regardless of their route into the Council.

This audit, an addition to our agreed 2022/23 plan following a Member referral, set out to provide assurance that controls were in place to meet the following key objectives:

- Roles and responsibilities were clearly defined, publicised, and enacted;
- There was a robust process to allow for the effective handling of customer complaints within CFLL;
- Sufficient resources had been made available in order for the service to be effective; and
- There was a process to utilise the learning from upheld complaints to improve provision for future service users, and inform the Quality Assurance function.

Our key findings from this audit were that:

- The number of complaints responded to within the stated timeframe was low;
- The initial triage and allocation of complaints was within expected timeframes, indicating that the root cause of delays in responding lay in the wider directorate;
- The lessons-learned process post-complaint was not robust, with the expected wider service improvements not always identified and/or realised;
- Processes for quality-checking responses to complaints prior to their dissemination were found to be inconsistent, and therefore ineffective; and
- The level of resources needed for the service to operate effectively required review.

We concluded our audit with an opinion of **Partial Assurance** identifying eight agreed actions with management to address these weaknesses, two of which were high priority and six of medium priority. We will undertake a follow-up of this audit as part of our 2023/24 annual plan to ensure agreed actions have been implemented.

Surrey Fire & Rescue Service Contract Management Arrangements

Surrey Fire and Rescue Service (SFRS) has overall responsibility for the county's fire and rescue service provision. The service has entered into a number of contracts with external suppliers for services ranging from the provision of fire appliances to the outsourcing of fire pension administration.

The service's leadership team were aware that there may be weaknesses within their contract management arrangements and therefore requested this independent review as an addition to our 2022/23 annual plan.

Our audit set out to provide assurance that controls were in place to meet the following key objectives:

- Contracts were formally recorded and visible to management;
- Compliance with the Council's contract management framework allowed for effective monitoring and management of goods or services delivered;
- Control mechanisms were in place to ensure compliance with corporate procurement and purchasing protocols; and
- Reporting arrangements were in place to enable management to exercise effective management oversight and challenge.

Our key findings from the review were that:

- Knowledge of the overarching Contract Management Framework was limited;

- Expected contract monitoring practices, such as supplier meetings, were not routinely taking place;
- There was no central repository for holding contract documentation;
- There was a lack of transparency surrounding what services were included in contract spend;
- One active contract was missing from the contract register; and
- Contract values stated in the register did not include adjustments relating to contract waivers or variations.

We concluded our work with a **Partial Assurance** opinion, with eight actions agreed with management, three of which were high priority. A formal follow-up of this audit will now be undertaken as part of our 2023/24 annual plan to ensure agreed actions have been implemented.

Local Government Pension Scheme (LGPS) Pension Fund Administration (Transfers Out)

The Council is the designated statutory administering authority for the Surrey Pension Fund.

The purpose of the audit was to provide assurance that controls are in place to meet the following objectives across the four types of transfers-out processed, namely: 'LGPS' (transfers to other funds within the scheme); 'Club' (transfers to other public sector schemes); 'Non-club' (transfers to private sector schemes); and transfers to overseas schemes:

- There were clearly defined policies and procedures reflecting the requirements of scheme legislation;
- Transfers-out were processed only upon receipt of sufficient supporting documentation from the scheme member or related party;
- Calculations and payments were subject to review and reconciliation; and
- Transfers-out were actioned in line with published timeframes and guidelines.

Our audit identified that controls were in place as expected:

- The team utilised Altair to process transfers-out, with a clear segregation of duties enforced through system controls;
- Altair operates an internal 'checklist' which ensures the correct documentation is received before a transfer can be completed; and
- A sample split across the four types of transfer was found to be correctly evidenced and properly accounted for between Altair and SAP.

However, we also identified the need for further improvements in some areas, in particular correcting some software issues within Altair and improving response times in relation to member contact and payment of transfers out.

Overall, we concluded our work with an opinion of **Reasonable Assurance**, with two medium and one low priority action agreed with management.

MetaCompliance Application Audit

The MetaCompliance system provides a range of information security and information governance tools, including security awareness training, cyber security e-learning, privacy management, and incident management.

The purpose of the audit was to provide assurance that controls were in place to meet the following objectives:

- System access and permissions were restricted to authorised individuals;
- Data processed through interfaces was authorised, accurate, complete, securely processed and written to the appropriate file;
- System outputs were complete, accurate, and distributed on time;
- System updates were subject to sufficient testing and authorisation before implementation; and
- Appropriate support arrangements were in place to manage system changes.

We concluded that the internal control environment was robust and expected controls in place, in particular:

- Proportionate controls were in place for the system, though this would need to be re-evaluated if the system were to be expanded to store additional information;
- Whilst the system has not been subject to a technical risk assessment by IT&D, it is anticipated that this will be undertaken at another Orbis partner authority, and results shared with the Council as an instance of good practice; and
- Access to the MetaCompliance system is appropriately controlled both through log-in requirements and being restricted to specific roles.

Our audit did identify some possible areas for improvement in relation to user access and permissions and we noted that there was no review of information which could highlight attempted inappropriate use of the system.

Overall we concluded our audit with an opinion of **Reasonable Assurance**, with two agreed actions of medium and low priority being agreed with management.

Solar Together

Solar Together is a national scheme to assist residents with the installation of discounted solar panels through collective purchase. The scheme supports the Council's 'Greener Future' strategy and works with an external supplier (iChoosr) and their nominated installers to help deliver solar panels and related equipment to "able-to-pay" residents.

We added this audit to our plan at the request of management, the purpose of the work being to provide assurance that specific controls were in place ahead of a second phase of contractual arrangements being agreed with iChoosr:

- Suitable Key Performance Indicators (KPIs) were in place in the contract;
- The contractor had appropriate quality assurance mechanisms in place;
- The contractor provided effective reporting to the Council; and

- The contract was robust but flexible enough to allow for changes to be made when required to manage performance.

Our review concluded that the control environment in the scheme was fit for purpose, and that the scheme to date had achieved many of its objectives. However, our review also identified some areas where improvements could be made, including:

- Improving contractor performance management and associated key performance indicators; and
- Introducing minimum quality/vetting standards that iChoosr should use when selecting installers.

We agreed five medium priority actions in respect of the above issues with management, and concluded our audit with an opinion of **Reasonable Assurance**.

Climate Change

In June 2019 Parliament legislated for a commitment to net zero greenhouse gas emissions by 2050. In response to this, the Council declared a 'climate emergency' and committed to work with partners to agree Surrey's collective response.

Our audit, part of the agreed annual plan, sought to provide assurance that appropriate measures were in place to meet the Council's aim of carbon neutrality. We did so by assessing whether controls existed to meet the following objectives:

- Robust governance arrangements were in place;
- Sufficient resources were available and properly utilised, with roles and responsibilities being clearly defined;
- Appropriate plans were in place to communicate and embed the objectives of achieving carbon neutrality throughout the organisation; and
- Adequate mechanisms were in place to monitor and report on outcomes.

Based on our review of the progress the Council has made to date we were assured that the objectives above were embedded and operating well. In particular:

- Governance arrangements around the Climate Change Programme Board were found to be robust, with effective oversight by Cabinet and select committee;
- A number of working groups had been established through which progress on carbon reduction was tracked across the operational estate;
- Grant funding had been utilised to retrofit carbon reduction measures; and
- Current monitoring of carbon emissions was robust, with data used to support related capital decisions.

Our audit also identified some areas for improvement and consideration, notably:

- Adequacy of resources to support the achievement of planned outcomes,, a factor outside the control of the Climate Change team;
- Strengthening arrangements for embedding net zero principles across the Council; and
- Improving the arrangements for incorporating climate change principles into team objectives and business-as-usual working practices.

Overall we concluded an opinion of **Reasonable Assurance** in this area, with seven actions being agreed with management to address identified weaknesses.

IT Asset Procurement (Value For Money)

With the expansion of remote and hybrid working, IT hardware is in greater demand than ever before, with more members of staff requiring additional IT assets as work styles change.

This audit, part of the agreed 2022/23 plan, was added to provide assurance that controls are in place and are operating as expected to ensure value for money is achieved from the procurement of ICT hardware assets. The specific objectives and controls being tested were:

- All procurement and purchasing activities of IT assets were undertaken in response to a business need and were compliant with policy; and
- Procurement of IT assets was undertaken by IT&D, with any exceptions done with IT&D oversight and according to defined standards.

We concluded that:

- Robust governance arrangements were in place in relation to the tendering of contracts for IT assets across the Council, including advice given to staff; and
- A wide range of criteria were considered for the tendering, not just the pure cost but also sustainability, environmental impact and support/deployment options.

We agreed one low priority action associated with the purchase of non-material peripheral assets via Purchasing Cards and concluded that the control environment was robust, giving a final opinion of **Substantial Assurance**.

Risk Management

The Council manages risk through a Risk Management Strategy and Framework, the current iteration being approved by the Audit & Governance Committee in September 2022.

Following a previous audit in 2021/22, the purpose of our follow-up audit was to provide assurance that controls were in place to meet the following objectives:

- A robust Risk Management Framework was now in place which facilitated the effective identification, assessment, and response to risks;
- Effective mitigations were in place to minimise the impact and/or likely occurrence of the risks identified; and
- Robust reporting arrangements were in place to allow for effective oversight.

An assessment of the risk management arrangements within the Council demonstrated that they were robust and are operating effectively with the expected controls in place, giving assurance that they had been effectively communicated to services and sufficiently embedded.

Our audit did agree two medium priority actions around the web presence of the Risk Management function, and around refresher training, but overall we were able to provide an opinion of **Substantial Assurance** for this area.

Other Work

DB&I Programme Support

As in previous quarters we continued to provide the DB&I Programme Board with advice around the governance arrangements and control environment for the new MySurrey ERP solution.

Planned work to provide specific assurance over the to-be processes was not able to be completed as expected due to time and resource pressures within the project itself as critical deadlines were being reached. A revised approach for our work was discussed and agreed with the Programme Board. We continue to support this area into the 2023/24 annual plan.

Project Indigo

We were asked to provide assurance over accounting processes within the Transformation space to ensure that controls over project-based expenditure were robust, and Council financial policies and procedures were being observed.

Our review identified areas where improvement could be made to existing governance arrangements where projects were being run jointly between Transformation and service management. We also identified potential process improvements, which should be addressed within the MySurrey ERP solution.

Surrey Fire & Rescue Service (SFRS) Inspection Readiness Review

After the last full inspection by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), SFRS created an Inspection Improvement Plan (IIP) to address the 11 areas for improvement identified. Following their own self-assessment of progress made, management asked us to undertake an independent review to provide them with assurance that they had correctly identified HMICFRS' requirements and had addressed the 11 identified weaknesses.

From the evidence made available to us during the course of our review we were assured that the actions taken within the IIP were both robust and evidenced, with a positive direction of travel for those actions yet to be fully completed. We identified two areas for further consideration and action by the service around benchmarking and peer reviews processes, and workforce planning.

Innovation Fund

We provided early advice to this project, through which a business case was being developed to seek Council funds to help with the growth of the county of Surrey's economic future post-Covid. The project has been postponed for the present given the overall position of the financial markets, but should it be restarted then further support would be made available.

School Audits

We continue to provide assurance over individual school control environments and to improve our level of engagement with key stakeholders through liaison meetings. We have a standard audit programme for all school audits, designed to provide assurance over the control environment, including:

- Governance structures ensure there is independent oversight and challenge by the Governing Body;
- Decision-making is transparent, well documented and free from bias;
- The school operates within its budget through effective financial planning;
- Unauthorised people do not have access to pupils, systems or the site;
- Staff are paid in accordance with the school pay policy;
- All unofficial funds are held securely and used in accordance with their agreed purpose; and
- Security arrangements keep data and assets secure.

Audits are being undertaken through both remote working and physical visits. A total of seven school audits were delivered in quarter four. The table below shows a summary of the schools audited together with the final level of assurance reported:

Name of School	Audit Opinion
Lyne and Longcross Church of England (Aided) Primary School (Chertsey)	Partial Assurance
Cranleigh Church of England (Voluntary Controlled) Primary School (Cranleigh)	Reasonable Assurance
The Royal Kent Church of England Primary School (Oxshott)	Reasonable Assurance
Yattendon Primary School (Horley)	Reasonable Assurance
Burhill Primary School (Walton-On-Thames)	Reasonable Assurance
St Mary's Church of England (Aided) Junior School (Long Ditton)	Reasonable Assurance
Barnett Wood Infant School (Ashtead)	Substantial Assurance

We undertake follow-up audits at all schools with minimal assurance opinions and most schools with partial assurance.

Where common themes arise across a number of schools, these areas are flagged for inclusion in school bulletins so that all schools can be advised of potential areas of weakness and of potential improvements to their control environments. A selection of common themes identified to the end of quarter four included:

- Key governance and policy documents at schools were in need of updating;

- Unofficial school funds were not being stewarded robustly, increasing the risk of financial loss due to error and/or fraud;
- Inadequate controls existed over the use and storage of purchasing cards; and
- Insufficient detail was contained in the financial reports provided to Governors, reducing oversight and the ability to scrutinise and challenge effectively.

Grant Certification

During quarter four the following three grant claims were successfully certified in accordance with Government requirements:

- Adult Weight Management grant - £288,263
- IMAGINE (EU) grant - €21,489 (approximately £18,956)
- Troubled Families grant - £0 (certification of zero balance required)

Counter Fraud and Investigation Activities

Counter Fraud Activities

We have liaised with relevant services to provide advice and support in processing the matches received as part of the National Fraud Initiative. We continue to monitor intel alerts and share information with relevant services where appropriate.

Summary of Completed Investigations

Conflicts of Interest

We investigated a service manager for failing to declare a commercial interest in conflict with their role at the Council. The investigation found that the manager, who was responsible for the placement of children, owned the home where he was placing service users. Following a fact-finding interview, the service manager resigned from their position. A control report was issued, and actions agreed with the service to improve the control environment.

Initial enquiries were also conducted following an allegation that an Assistant Team Manager in Adult Social Care had failed to declare a financial interest with a provider. Enquiries confirmed that a declaration of interest had been made and no further action was required.

Petty Cash

Advice was provided to Surrey Fire and Rescue Service to strengthen controls following an allegation that £440 had gone missing from petty cash at Woodhatch. The money was unrecovered, but following our advice the imprest account was closed with alternative arrangements put in place.

Hinchley Wood Primary School Court Case

A Police investigation and subsequent court case led to a former school business manager being convicted on four counts of fraud during quarter 4. The investigation, originally referred by us to the Police in 2018, proved that the individual had abused her position as signatory of unofficial school funds and transferred funds to herself. In addition, she had manipulated pay returns to falsely inflate her salary. The individual has been sentenced to six and a half years. We are continuing to support the Police and the school with financial recovery.

Action Tracking

All high priority actions agreed with management as part of individual audit reviews are subject to action tracking. For the purpose of this exercise we seek written assurance only from management that actions have been completed. Evidence of implementation is sought during formal follow-up audits following lower assurance audits.

All high-priority actions due to be implemented by management by the end of quarter four had been implemented.

Amendments to the Annual Audit Plan

In accordance with professional practice, the Internal Audit plan for the year was kept under regular review to ensure that the service continued to focus its resources in the highest priority areas based on an assessment of risk.

Audits added to the agreed audit plan during this final quarter are shown in the table below. No planned audits were removed from the plan in the final quarter. Changes to the plan have been made on the basis of risk prioritisation and/or as a result of developments within the service areas concerned requiring a rescheduling of audits.

Additional Audit	Rationale for addition
Health & Safety Governance Arrangements	A request was received from the Executive Director – Customers & Communities for a review of the governance arrangements determining the positioning and reporting of the Health & Safety function within the Council.
Serious Incident Reporting & Escalation Protocols	A request was received from the Chief Executive for a review of the effectiveness of processes through which 'serious' incidents are identified for escalation from directorates through to the top of the organisation.

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Audit & Governance Committee
12 July 2023

Counter Fraud Annual Report 2022/23

Purpose of the report:

The report covers the counter fraud work completed in the year from 1 April 2022 to 31 March 2023 in accordance with the Counter Fraud Strategy and Framework.

Recommendations:

It is recommended that:

1. The Committee note the fraud activity completed during 1 April 2022 to 31 March 2023.

Introduction:

2. The Council's Internal Audit team investigates allegations of fraud and irregularity against the Council and is committed to upholding the Council's Counter Fraud Strategy and Framework 2021-24. The Council's strategy is aligned to the Fighting Fraud and Corruption Locally Strategy which is the governments 'blueprint' for tackling fraud in Local Government.
3. Within Internal Audit, the Counter Fraud Partnership Team comprises four auditors with counter fraud expertise who work across all departments. Together they provide a dedicated proactive counter fraud and responsive investigation function. It also works on behalf of the Council to ensure that its counter-fraud arrangements are robust by raising awareness of fraud risk, reviewing and improving fraud risk management arrangements, using data to actively identify fraudulent activity, and monitoring the extent to which the Council is impacted by fraud. Where fraud is suspected or identified, the team provides a professional investigation service and advises on control measures that will prevent recurrence.

4. The Counter Fraud Annual Report (Annex A) outlines:
- Details of the work undertaken during the period 1 April 2022 to 31 March 2023;
 - Outcomes from investigation activities; and
 - Other counter fraud activity.

Conclusions:

5. The Committee is asked to note the report.

Financial and value for money implications

6. Counter Fraud activities were delivered within existing budgetary resources.

Equalities and Diversity Implications

7. There are no direct equalities implications.

Risk Management Implications

8. Fraud risk will continue to be monitored and assessed throughout the year.

Next steps:

The Chief Internal Auditor and Audit Manager (Counter Fraud) will continue to update management and members on the completion of counter fraud activities throughout the year.

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Contact details: 07779 455501, simon.white@surreycc.gov.uk

Annexes: Annex A - Internal Audit Counter Fraud Report 2022/23

Sources/background papers:

- Counter Fraud Strategy and Framework

INTERNAL AUDIT COUNTER FRAUD REPORT 2022/23

1. Introduction

1.1 The Council's Financial Regulations require all officers and members of the Council to notify the Chief Internal Auditor of any matter that involves, or is thought to involve, corruption or financial irregularity in the exercise of the functions of the Council. Internal Audit will in turn pursue such investigations in line with the Counter Fraud Strategy and Framework.

1.2 Within the Orbis Internal Audit Service, the Counter Fraud partnership team provides resource and experience to support SCC with both proactive and responsive support relating to any instances of financial irregularities and fraud related risks.

1.3 The annual Internal Audit Plan for 2022/23 carried within it a contingency budget for 'Irregularity and Special Investigations' of 150 days. This contingency covered time to investigate 'irregularities' (actual or alleged financial impropriety, corruption, and other similar matters) as well as time for proactive counter fraud work and to support the National Fraud Initiative (NFI), detailed in the latter part of this report.

1.4 Internal Audit reports following irregularity investigations typically help to provide independent evidence to support (or not) a management case against an employee under formal disciplinary procedures, to support potential criminal prosecutions and to help strengthen controls in areas where weaknesses are identified. Irregularity audit reports are not subject to the same distribution as general audit reports due to their confidential and sensitive nature.

2. Summary of Investigations between 1 April 2022 and 31 March 2023

Resources

2.1 During the 2022/23 financial year, a total of seven Internal Audit officers charged time to work on irregularity investigations amounting to 169 days. This includes preliminary assessments, liaison with departments, fieldwork, reporting and subsequent support for disciplinary and criminal activities.

Number and Types of Investigations

2.2 A total of 33 allegations were received in the financial year (19 in the first half of the year and 14 in the second half). For comparison, 22 allegations were received in the previous financial year.

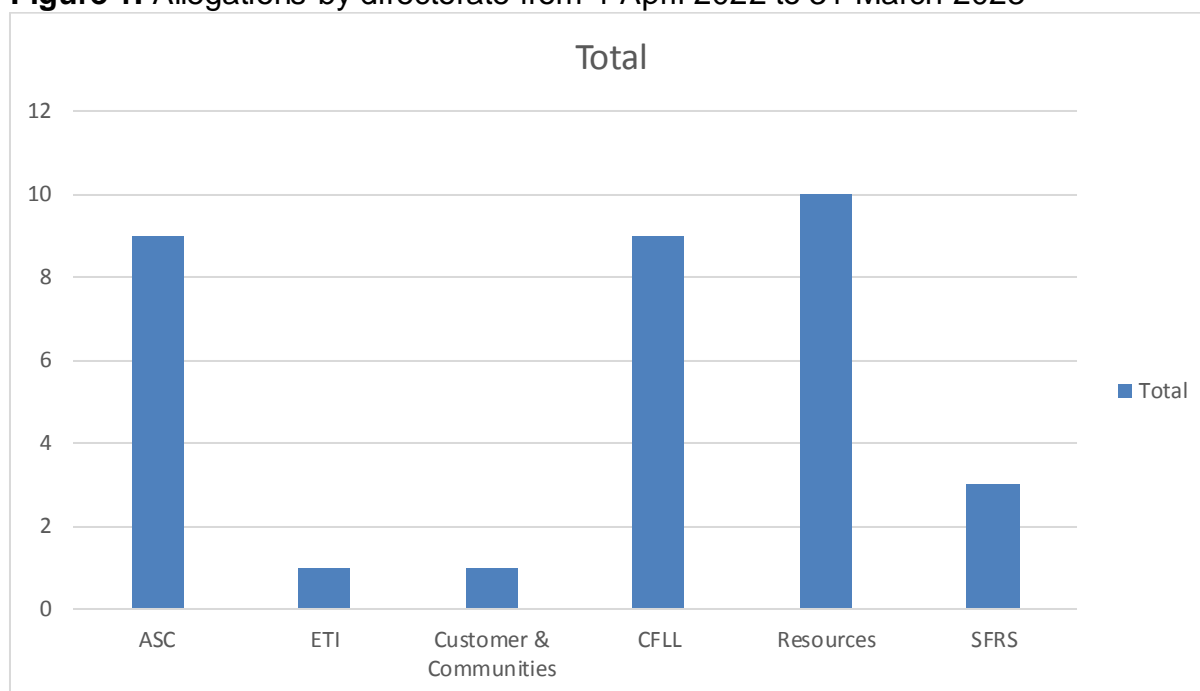
2.3 New allegations were brought to the attention of Internal Audit by the following methods:

- 25 were raised by Council management;
- 4 originated from an external source to the Council;
- 4 were raised through confidential reporting (whistleblowing).

2.4 Full details of the categories by which fraud and irregularity investigations are reported are attached at Appendix A. All proven fraudulent or irregular behaviour by officers may be considered misconduct; similarly, poor controls increase the likelihood of fraud occurring. The categories therefore reflect alleged specific types of fraud or irregularity.

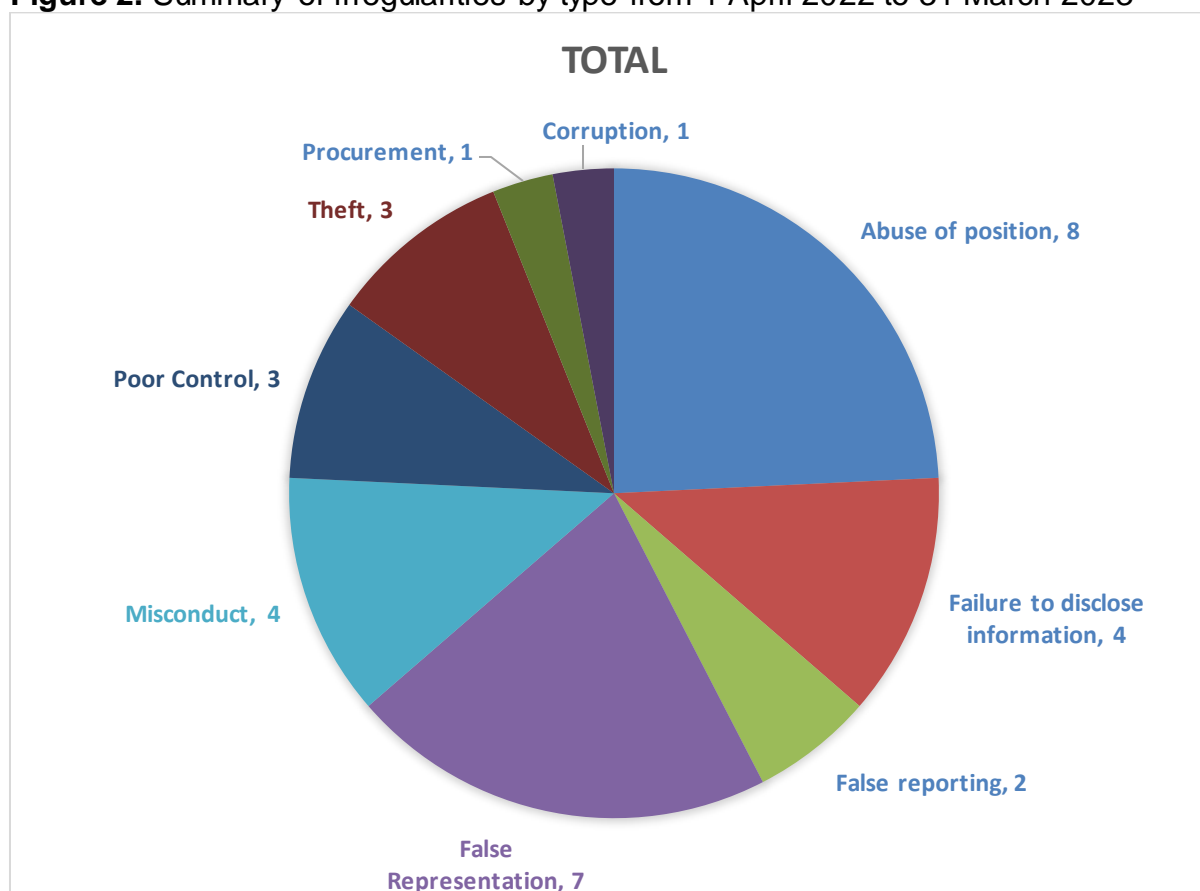
2.5 The number of all recorded allegations across the Council's directorates is shown in Figure 1, while Figure 2 shows the categories of allegations received.

Figure 1. Allegations by directorate from 1 April 2022 to 31 March 2023



ASC – Adult Social Care
ETI – Environment, Transport and Infrastructure
CFLL – Children, Families, and Lifelong Learning
SFRS – Surrey Fire & Rescue

Figure 2. Summary of irregularities by type from 1 April 2022 to 31 March 2023



7

2.6 Of the allegations received, 3 were closed with no action taken, 3 were passed to an external body, 8 were dealt with through advice to management, 16 were taken forward for investigation by Internal Audit or support was provided to a management investigation. Three 3 were conduct or capability issues dealt by management with support from HR where appropriate. Six referrals are still active at the time of writing the report.

2.7 The following paragraphs provide a summary of the investigation and advisory activity completed by the Internal Audit Counter Fraud Team within the last 12 months.

2.7.1 **SFRS Device Security** - following receipt of a confidential disclosure, we were asked to undertake an independent review of Airwave Device security in SFRS. The review found a number of weaknesses in the guidance and storage of the Airwave devices. Following the review, a control report was agreed with management to identify the issues and we are able to confirm that significant progress has already been made to improve device security.

2.7.2 **Theft of IT Assets** - following completion of a long-standing audit investigation into missing IT assets, an employee resigned whilst under disciplinary investigation. The case was reported to Surrey Police. A control report was agreed with management to address weaknesses identified during the investigation.

2.7.3 **SFRS Suspension Risk Assessment** - Following the conviction of a serving firefighter for a serious criminal offence, we were asked to undertake an independent review of the suspension risk assessment decision making within SFRS. Following the review, a number of recommendations were made to address weaknesses in the governance and oversight of the suspension process, all of which have been agreed with management.

2.7.4 **Secondary Employment** - following receipt of a whistleblowing report that alleged a recently resigned social worker had been working concurrently at a second authority, an investigation was carried out that confirmed that the worker had been employed through an agency with SCC while also employed as bank staff at another county council. A referral was made to Social Work England alerting them to this matter and the employing authority were advised to report through to the Police.

2.7.5 **Conflict of Interest**- we were asked to review a number of concerns relating to conduct and external relationships of care staff following receipt of a complaint from a parent. The investigation found no case to answer.

2.7.6 **Cash Security** - we provided advice and support to a management investigation following the loss of a small amount of cash from a library till. Management performed a reconciliation of the tills and improved controls to prevent future occurrences.

2.7.7 **Bank Mandate Fraud** - undertook an investigation following reports of a bank mandate fraud at a school. The investigation found that agreed procedures were not followed which led to the payment of £3k to a fraudulent account. The payment was recovered by the bank and actions agreed with the school to improve awareness and compliance with procedures.

- 2.7.8 **False Representation** - we provided an Independent Investigation Manager with support following concerns raised that a member of staff had provided false documentation in relation to a sick certificate. The member of staff resigned whilst under investigation. However, the investigation proceeded to a formal hearing and it was concluded that the individual's actions constituted gross misconduct. The individual's HR records have been endorsed to reflect the outcome of the hearing.
- 2.7.9 **Mandate Fraud** - advice was provided to the Payroll Team following an email being received by them which attempted to gather information on payroll bank changes. The service has been working closely with us to review their processes and have requested support through fraud awareness training.
- 2.7.10 **Conflict of Interest** - initial enquiries were conducted following a concern being raised regarding a potential conflict of interest within Adult Social Care. It was alleged that a member of staff had set up their own care provider business and registered it with the Care Quality Commission (CQC), the independent regulator of health and social care in England. Searches found the employee was registered as a director of a company and also the registered manager with CQC. However, whilst a potential conflict of interest existed, the Council had not made any payments to the company. The member of staff resigned during the initial enquiries and no further action was pursued.
- 2.7.11 **Abuse of Position** - we conducted initial enquiries following an allegation that a member of staff had accessed and shared information that they should not have viewed. No evidence of wrongdoing was found, and the case closed.
- 2.7.12 **Conflict of Interest** - we investigated a service manager for failing to declare a commercial interest in conflict with their role at the Council. The investigation found that the manager, who was responsible for the placement of children, owned the home where he was placing service users. Following a fact-finding interview, the service manager resigned from their position. A control report was issued, and actions agreed with the service to improve the control environment.
- 2.7.13 **Petty Cash** - Advice was provided to Surrey Fire and Rescue Service to strengthen controls following an allegation that £440 had gone missing from petty cash at Woodhatch. The money was unrecovered, but following our advice the imprest account was closed with alternative arrangements put in place.
- 2.7.14 **Conflict of Interest** - Initial enquiries were also conducted following an allegation that an Assistant Team Manager in Adult Social Care had failed to declare a financial interest with a provider. Enquiries confirmed that a declaration of interest had been made and no further action was required.
- 2.7.15 **Hinchley Wood Primary School Court Case** - A Police investigation and subsequent court case led to a former school business manager being convicted on four counts of fraud during quarter 4. The investigation, originally referred by us to the Police in 2018, proved that the individual had abused her position as signatory of unofficial school funds and transferred funds to herself. In addition, she had manipulated pay returns to falsely inflate her

salary. The individual has been sentenced to six and a half years. We are continuing to support the Police and the school with financial recovery.

3. Proactive fraud prevention and awareness work

3.1 As well as the investigation work referred to above, we continue to be proactive in the identification and prevention of potential fraud and corruption activity across the Authority and in raising awareness amongst staff. The following paragraphs outline some of the proactive work undertaken in the past year.

3.2 The Council has in place a Counter Fraud Strategy 2021-2024 that sets out their commitment to preventing, detecting, and deterring fraud. The strategy was updated to include revisions to the Fighting Fraud and Corruption Locally framework and was approved by the Audit and Governance Committee in September 2021.

3.3 Fraud risk assessments are regularly reviewed to ensure that the current fraud threat for the Council has been considered and appropriate mitigating actions identified. We have updated the risk assessment to include new and emerging threats. This includes potential threats to payroll, staff frauds relating to home working and the ever-increasing cyber threat.

3.4 One of the key controls in fighting fraud is having a strong culture in place with staff vigilant to the threat of fraud. In the past year, Fraud Awareness sessions have been delivered to Business Operations focussing on the risks to the Council of Bank Mandate Fraud and Cyber Fraud. The team continue to monitor intel alerts and work closely with neighbouring councils to share intelligence and best practice.

National Fraud Initiative

3.5 The results from the biennial National Fraud Initiative exercise, overseen by the Cabinet Office, were received in late January 2023. The exercise compared Council records relating to payroll, pensions, creditors, Blue Badges and concessionary travel passes, with data from 1,300 public and private sector organisations used to help prevent and detect fraud and error.

3.6 The exercise identified over 6,000 non-creditor data matches, which are risk assessed and prioritised for investigation of fraud or error.

Partnership working

3.7 We meet regularly with partners across the south east to discuss emerging threats and share intelligence. More specifically for the Surrey area, the team continue to work with district and borough colleagues to explore opportunities for further developing countywide data matching capabilities for the prevention and detection of fraud. This included a countywide Single Person Discount review that the team arranged and is currently underway with district and borough colleagues.

Reporting categories for irregularities

Reporting category	Description	Examples (not an exhaustive list)	Legislation / Policies (examples)
False representation	Knowingly making an untrue or misleading representation to make gain, cause loss or expose the Council to the risk of loss	Submitting incorrect expense claims; falsely claiming to hold a qualification	Fraud Act 2006
Failure to disclose information	Intentionally withholding information to make gain, cause loss or expose the Council to the risk of loss	Failing to declare pecuniary interests, or assets as part of a means tested assessment	
Abuse of position	Use of position to act against, or fail to safeguard, the interests of the Council or residents	Nepotism; financial abuse of individuals receiving social care	
Theft	Misappropriation of assets (often cash) belonging to the Council or individuals under the Council's care	Removing cash from safes; removing individuals' personal items in care homes	Theft Act 1968
Corruption	Offering, giving, seeking or accepting any inducement or reward which may influence a person's actions, or to gain a commercial or contractual advantage	Accepting money to ensure a contract is awarded to a particular supplier	Bribery Act 2010
False reporting	Intentional manipulation of financial or non-financial information to distort or provide misleading reports	Falsifying statistics to ensure performance targets are met; delaying payments to distort financial position	Theft Act 1968; Financial Regulations; Procurement Standing Orders
Misuse of public funds	The use of public funds for ultra vires expenditure or expenditure for purposes other than those intended	Officers misusing grant funding; individuals misusing social care direct payments	
Procurement	Any matter relating to the dishonest procurement of goods and services by internal or external persons	Breach of the Procurement Standing Orders; collusive tendering; falsifying quotations	
Misconduct	Failure to act in accordance with the Code of Conduct, Council policies or management instructions	Undertaking additional work during contracted hours; inappropriate	Code of Conduct;

7

		use of Council assets and equipment	IT Security Policy
Poor Control	Weak local or corporate arrangements that result in the loss of Council assets or a breach of Council policy	Storing a key to a safe in the immediate vicinity of the safe	

Audit & Governance Committee
12 July 2023

Update on the Surrey Forum and the four associated strategic partnership boards: Health & Wellbeing Board, One Surrey Growth Board, Greener Futures Board, and Thriving Communities Board.

Purpose of the report:

To respond to a request from the Audit & Governance Committee in June 2022 to consider the governance around the Surrey Forum and four associated county-wide, strategic partnership boards, once they had matured (Health & Wellbeing Board, One Surrey Growth Board, Greener Futures Board, and Thriving Communities Board).

Recommendations:

It is recommended that the Audit & Governance Committee:

- 1) Recognise the contribution that the Strategic Partnership Boards (SPBs) make to partnership collaboration in pursuit of the Community Vision 2030.
- 2) Acknowledge the critical role played by the County Council in convening the SPBs, in a spirit of place and system leadership.
- 3) Acknowledge and support the work of the SPBs and the achievements of all partners engaging with them.

Introduction:

1. The Surrey Forum was established in late 2021 to bring partners together to oversee and drive progress towards delivering a single shared vision for the county (the 2030 Community Vision) and ensure alignment of partners' strategic priorities, decisions, and resources (see Cabinet paper on Tuesday 21 December 2021¹). The Forum acts as a countywide

¹ [Cabinet Report- Surrey Forum and delivering through partnership FINAL.pdf \(surreycc.gov.uk\)](#)

mechanism to provide a multi-agency, system-wide view of shared ambitions and provide coordination across existing partnerships.

2. In addition, a number of thematic county-wide strategic partnership boards oversee, drive and co-ordinate partners' activity in respect of issues of major significance in Surrey, which helps to contribute towards delivery of the County Council's priority objectives (set out in the Organisation Strategy²). Each of these boards is at a different point in their maturity, as follows:

- The Health and Wellbeing Board (statutory) was established in 2013, and has been integral in bringing partners together to help improve health outcomes and community safety.
- The One Surrey Growth Board (non-statutory) was set up in 2020 to bring key stakeholders together to focus on Surrey's economy, homes, infrastructure and quality of life.
- The Greener Futures Board (non-statutory) was established in 2021 to ensure coordination and delivery of partner's ambitions around achieving Net Zero and tackling climate change.
- The Thriving Communities Board (non-statutory) was set up in March 2022 to ensure clear strategic visibility of the programmes and activities underway across SCC and key partnerships, to put the thriving and empowered communities' priority objective ambition into practice.

In terms of governance, it should be noted that apart from the Health and Wellbeing Board, which is statutory and follows specific governance arrangements, the four other boards are non-statutory. As such, they are informal and voluntary and therefore are not required to have or be bound by Council rules of procedure or statutory provisions.

Update on the Surrey Forum and the Strategic Partnership Boards

3. The Surrey Forum

3.1. Purpose and membership

The Surrey Forum is a voluntary, non-statutory and non-executive multi-agency partnership, to provide collaborative leadership for Surrey, and realise the full economic, social, and environmental potential of the county. Membership of the Forum is set out at Annex A.

The Surrey Forum aims to ensure that residents' priorities, needs, and aspirations are, and continue to be, the primary drivers associated with partners' decision making. Recognising the links between resident outcomes and economic success, it enables partners to better tackle those cross-cutting policy challenges that no single organisation can effectively address alone and that require a system-wide response. It also provides the mechanism to explore and adopt new ways of working across partners to help ensure long term financial sustainability.

² [Our organisation strategy](#)

Collective decisions agreed at the Surrey Forum to be actioned by individual partners require relevant member organisations to follow their usual governance, decision-making and reporting processes.

The Surrey Forum has met approximately quarterly since October 2021, covering topics such as: housing affordability, differential life expectancy, mental health, climate change and green area restoration, health inequalities, empowered communities and early help/prevention.

4. Health & Wellbeing Board

4.1. Purpose and membership

The Surrey Health and Wellbeing Board (HWB) provides Surrey-wide leadership for the integration of health and wellbeing services, promoting partnership working to secure the best possible health and wellbeing outcomes for the residents of Surrey. The Board is Chaired by Councillor Bernie Muir and membership comprises of NHS commissioners, Public Health, social care, elected Members, Surrey Police, Borough and District Councils and representatives from the VCFS.

Under the Health and Social Care Act (2012), the HWB has a statutory duty to oversee a Joint Strategic Needs Assessment; form and deliver a Health and Wellbeing Strategy³; approve the Better Care Fund for Surrey; publish the Surrey Pharmaceutical Needs Assessment and any resulting supplementary statements; and review the Community Safety Agreement annually. The Board meets monthly, alternating between in public and in private.

4.2. Board activity

Following the June 2023 meeting, a new HWB Strategy Summary Implementation Plan should be delivered (please note that at the time of writing, the outcome of the meeting is not yet known). The Board is aiming to reassert their joined-up efforts to create the best conditions for physical and mental health and well-being. This includes addressing the wider determinants of health - such as housing, the economy, and the environment. The Board remains focused on prevention and the most vulnerable.

The Board's strategy acknowledges the importance of building trust and a deeper understanding of communities if it is to make a difference, and therefore has an increased focus on working together at a local level, in a Towns-based approach and with communities, in line with the Fuller Stocktake and Hewitt Review.

5. One Surrey Growth Board

5.1. Purpose and membership

³ [Health and Wellbeing Strategy](#)

The One Surrey Growth Board is an alliance which brings together key stakeholders who have a vital role in securing improvements to Surrey's economy, homes, infrastructure and quality of life. The Board is Surrey's strategic partnership representing issues of key importance to the economy and 'whole-place'. The Board was chaired by the Leader of Surrey County Council until recently. Cllr Matt Furniss has been confirmed as the new Chair in June 2023. The Membership includes SCC's Chief Executive, elected Members, Borough and District Councils, representatives of the Local Enterprise Partnership (LEP), the Chamber of Commerce, Community Foundation for Surrey, and the higher education sector.

A core responsibility of the Board is to develop, maintain, and support delivery of a long-term 'Plan for Growth' across partners, considering how to grow Surrey's leading edge through developing our GVA and nurturing innovation. There is a close alignment to the strategies linked to the Health and Wellbeing Board, the Greener Futures and Communities Boards. This is through shared objectives to safeguard and improve the quality of life, reduce our impacts on the environment and supporting economic prosperity of Surrey residents with a focus on addressing issues of inequality and inclusion through access to educational and personal development opportunities.

The Growth Board meets quarterly, and it has direct relationship with wider partnerships some of which have been specifically set up to reach out further to stakeholders including the Surrey Skills Leaders Forum, the Business Leaders Forum and wider partnership arrangements. The strength of partnership work and the structures in place are a key element of a future role for the Council in taking on more of an economic leadership role and carrying out economy related functions (e.g. Careers, skills, strategic housing, place-based investments).

5.2. Board activity

Following a workshop in May 2022, the Board produced a Delivery Plan aligned to the four economic priorities within the Surrey Economic Strategy. The delivery plan highlights six key Challenges and identifies activities that should be undertaken to address them (below). The delivery plan recognises that the Board has no dedicated resource but delivers through coordination, alignment and influencing.

- Challenge 1: Recruitment and skills,
- Challenge 2: Housing affordability,
- Challenge 3: Availability of development land,
- Challenge 4: Infrastructure,
- Challenge 5: Strengthening our key clusters and innovation,
- Challenge 6: Branding and Promoting Surrey.

6. Greener Futures Board

6.1. Purpose and membership

The Greener Futures Board brings together an alliance of key stakeholders, partner organisations and influential parties to co-ordinate the delivery of Surrey's Greener Futures ambitions. Surrey County Council's Cabinet Member for Environment co-chairs the Board with the Director of the Institute for Sustainability at the University of Surrey. Membership of the board includes the Chief Executive of Surrey County Council, Elected Members and Borough and Districts Councils, as well as representatives of the Environment Agency, Surrey Nature Partnership, Surrey Climate Change Commission, the Community Foundation for Surrey, Surrey Nature Partnership, National Farmers Union, the Country Land and Business Association, Extinction Rebellion, and Hampton Estate.

Fragmentation and the need to coordinate action is one of the key challenges in delivering on the county's shared ambitions to tackle climate change. The Greener Futures board is integral in providing the joined-up and coherent approach that is required.

6.2. Board activity:

The Greener Futures Board aims to meet quarterly, although additional meetings are arranged as required and has successfully engaged partners in the following areas:

- The development of the Greener Futures Climate Change Delivery Plan and the one-year review of the Plan.
- The approach and principles to financing our environmental work.
- Decisions about appropriate land management through the Local Nature Recovery Strategy and the Land Management Framework.
- Communications and engagement on environmental issues and opportunities with all sectors, and in particular with residents and community partners.

7. Thriving Communities Board

7.1. Purpose and membership

Supporting 'Thriving Communities' is one of four strategic objectives for the County Council and has a focus on the Councils relationship and work with residents and communities at a local level. The council has embarked on an ambitious programme of embedding this new way of working across major strategies and delivery programmes, to engender deeper, effective engagement with residents and activity that stimulates community-led action, not only within the Council, but also across the county and with system-wide partners.

An internal to the County Council Thriving Communities Board has been established, chaired by the Deputy Leader and Cabinet Member for Communities and Community Safety, and membership comprises of elected Members and senior officers from across the council. The board meets bi-monthly and alternates between visits to a key neighbourhood to see communities work in action, and business meetings where the visits are reflected on and decisions taken on how best to address themes highlighted at the visits. Importantly, the visits to key neighbourhoods also

include relevant Divisional Members, local partners, and key stakeholders from that particular community.

7.2. Board activity

The Board has overseen the shift to a new engagement model and community based ways of working for the County Council including the introduction of Community Link Officers. More recently the Board has visited Merstham, Old Dean, Hurst Green and Stanwell. In each case specific local actions were identified to help address key issues for the community – these have been built into local action plans and cover a range of issues such as community spaces, mental health support, public realm, green spaces, and local transport. In addition, the Board has started to pull together key themes gathered from community insight from neighbourhoods across the county in order to identify where additional strategic action is required and which formal governance and partnership groups are best placed to deliver these.

Financial and value for money implications

8. There are no additional financial and value for money implications to note. The partnerships' main financial implications are in managing board meetings, which equates to officers' and members' time.

Equalities and Diversity Implications

9. An Equality Impact Assessment is not required for this decision, but it is worth noting that the ambitions of closer alignment of Surrey-wide partners will ensure more effective co-ordination and delivery of the Vision 2030 and the strategic partnership boards all have a key focus on addressing inequality and ensuring no one is left behind.

Risk Management Implications

10. The partnership governance arrangements in place for the SPBs help to strengthen collective oversight of shared risks with key partners in the county.

Report contact:

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Sources/background papers:

[Cabinet Report- Surrey Forum and delivering through partnership FINAL.pdf \(surreycc.gov.uk\)](#)

Membership of the Surrey Forum comprises:

- County Council Leader (Chair) and Chief Executive
- Representatives of District and Borough Councils, Town and Parish Councils
- MP representation
- Surrey Police Chief Constable
- Chief Fire Officer
- SRO Surrey Heartlands Integrated Care System (ICS)
- SRO Frimley ICS
- Representatives from the business community
- Surrey Universities
- Further Education (FE) colleges
- Voluntary, Community and Faith Sector (VCFS)

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Audit & Governance Committee
12 July 2023

Draft Statement of Accounts 2022/23

Purpose of the report:

To provide the Audit & Governance Committee with the Draft Accounts for 2022/23.

Recommendations:

It is recommended that the Committee:

1. Consider the draft 2022/23 statement of accounts.

Introduction:

1. The Accounts and Audit Regulations 2015 set out the requirements for local authorities to prepare an annual statement of accounts, to publish such accounts and to have those accounts audited. The regulation also allow for the statement of accounts to be inspected by members of the public within a certain timeframe.
2. These regulations were previously amended to allow for longer timescales for the preparation, publication and audit of the accounts due to the impact of the Covid-19 pandemic. These revised timeframes have now ended and the latest amendment to the regulations in 2022 reinstates the timeframes which were in place prior to Covid-19.
3. The deadlines for preparing draft accounts is 31 May 2023 and for publishing audited accounts is 30 September 2023, for the 2022/23 accounts.
4. Surrey County Council's draft Statement of Accounts were published on the Council's website on 20 July 2023, 3 weeks after the deadline. The delay was due do a number of issues, primarily relating to audit delays in previous years' accounts and the availability of third party information. A notice was published on the Council's website on 31 May explaining the delay.
5. The Deputy Chief Executive and Executive Director of Resources (s151 officer) has approved the draft statement of accounts for 2022/23 as presenting a true and fair view of the county council's financial position as at the 31 March 2023 and its income and expenditure for the year. The accounts are attached at Annex A to this report for consideration by the Committee.
6. From the date of publication, the draft accounts are subject to a 30 working day public inspection period, during which time any person interested may on reasonable notice inspect the accounts and supporting documents, except where the latter includes commercially sensitive or personal information.

The Statement of Accounts 2022/23

7. The statement of accounts 2022/23 provide a summary of the Council's financial transactions for the year and the Balance Sheet shows the Council's financial position as at 31 March 2023. The statements are a key document for the Council and Councillors in relation to corporate governance.
8. The Surrey Pension Fund accounts are included within the statement of accounts.
9. The S151 officer is responsible for the preparation of Surrey County Council's single entity statement of accounts, the Surrey County Council group accounts, the pension fund statement of accounts and the firefighters' pension fund accounting statements, in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21 (the Code).
10. The Code is a very prescriptive document, and determines not only the accounting policies to follow, but also the form and content of the statement of accounts. The Code is based on International Financial Reporting Standards (IFRS's) issued by the International Accounting Standards Board. Local authorities have a legal obligation to follow "proper accounting practice", this therefore means that compliance is mandatory.
11. In addition to the code, the accounts are prepared using the accounting policies as set out in note 3 of the accounts. These are the rules and practices applied by the Council.
12. The audit of the Statement of Accounts 2022/23 by Grant Thornton is planned to begin in July 2023, and the final audited accounts are expected to be presented to the Audit Committee in September 2023.

Accounting Changes 2022/23

13. The 2022/23 Code of Practice on Local Authority Accounting had no significant changes in accounting policies.

Conclusions:

14. The council's 2022/23 draft accounts are attached to this report (Annex A) for consideration.

Financial and value for money implications

15. There are no direct financial implications of this report. The draft statement of accounts include a narrative report which sets out the key elements of the statement of accounts and the outturn position of the Council at 31 March 2023.

Equalities and Diversity Implications

16. There are no direct equalities implications of this report.

Risk Management Implications

17. There are no direct risk management implications of this report.

Next steps:

18. The final, audited statement of accounts and audit findings report are scheduled to be presented to this Committee by 30 September 2023.

Report contacts: Barry Stratfull – Chief Accountant (Corporate)

Contact Details: Barry.Stratfull@surreycc.gov.uk

Sources/background papers:

N/A

Annexes:

Annex A - Draft Statement of Accounts 2022/23

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Surrey County Council
Statement of Accounts
2022/23

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Independent Auditors Report

Report on the Audit of the Financial Statements

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EXECUTIVE DIRECTOR'S NARRATIVE REPORT

The Council has worked hard over recent years to improve its financial resilience and financial management capabilities, building a stronger financial base from which to deliver services. We have reduced our financial risk, delivered service improvement, delivered ambitious investment in capital and transformation programmes and built back depleted reserves. This is reflected in the positive outturn position reported for 2022/23. Establishing this solid base is a key achievement because it means we have been able to focus on delivering the Council priorities for our residents, without being distracted by threats to our own organisational financial stability. The 2022/23 financial year was challenging: increased cost of living, global financial uncertainty, high inflation and interest rate rises, alongside government policy changes and continued increasing demand for our key services, all contributed to a significant overspend being forecast for the majority of the year. The use of the council's risk contingency budget to achieve the outturn position reflects this challenging environment and required an increased focus on financial management to protect service delivery.

In addition to these immediate challenges, the medium-term financial outlook beyond 2023/24 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.

While we will continue to have conversations with Government around what we feel is fair and necessary for Surrey, we must look to the future and prepare properly for these anticipated budget impacts. A key component of our recent successes has been a determination to recognise our own agency in developing solutions, rather than accept unchallenged the impact of external factors. The Council's Transformation Programme is ongoing and continually refreshed, to maximise every opportunity to deliver better services to our residents, in the most effective and efficient way possible.

Despite the positive outturn position, we will continue to face challenges to our financial position in the coming years. It is paramount that we continue to ensure that the Council is in a resilient financial position, so that there is no risk of us failing to deliver the crucial services for which we have responsibility in both the short and medium term.

Part of the work to improve financial resilience has been to strengthen the Council's reserve position, which was perilously low in 2018. Reserves have now reached a sustainable level, given the risk environment in which the council operates. Subject to a continued focus on financial management and negating the need to utilise contingency budgets to balance the in-year budget position, this presents a future opportunity to identify areas of additional investment. These options will be factored into the budget setting processes, balancing the desire to invest to further enhance services, with a recognition that maintaining financial resilience is key to weathering future challenges.

Our focus will continue to be on protecting vital services a continuation of the need to be forward looking in the medium term, as well as the delivery of the efficiencies required to achieve a balanced budget position each year. Through this focus, and our strategic framework "The Surrey Way," we continue to ensure that the Council's finances are an enabler of the Council's mission to deliver on 'No One Left Behind.'

Narrative Report to the Statement of Accounts

Leigh Whitehouse, Deputy Chief Executive & Executive Director of Resources (s151 officer), Surrey County Council



EXECUTIVE SUMMARY

This Narrative Report provides context on how Surrey County Council uses its resources to provide services and deliver our Community Vision for Surrey in 2030. The report includes:

- **Context about the County**

Surrey has a population of 1.20million people and an economy worth £43.5 billion. The population are largely healthy, active and have a long life expectancy, although inequalities exist across the diverse County.

- **Organisational Strategy**

Surrey County Council's Organisational Strategy defines how the Council will contribute to the Community Vision for Surrey in 2030 and remains focussed on creating better lives, a better place and a county where no-one is left behind. The Organisational Strategy emphasises four priority objectives as a clear focus for the work of the Council. They are:

1. Growing a sustainable economy so everyone can benefit
2. Tackling health inequality
3. Enabling a greener future
4. Empowering and thriving communities

- **Financial Performance - Revenue**

The total gross expenditure for the Council was £2,258m. Funding for this was made up of government funding (£1,019m), Council Tax (£836m), Fees, charges & other income (£300m) and Business rates (£104m). Expenditure was made on Children, Families, Lifelong Learning and Culture (£727m), Adult Social Care (£680m), Delegated Schools (£368m), Transport & Environment (£228m) and Other areas (£255m). The final outturn for the year is a small surplus of £1m (approximately 0.1% variance to budget).

- **Financial Performance - Capital**

In 2022/23 the final capital programme budget was £211m. The budget was reset at month 9 to increase the capital programme budget for approvals from the pipeline made since the budget was set, mitigate slippage in complex schemes and to reflect more accurately deliverability. The budget was reset again at year end, following a year-end adjustment relating to delegated schools capital budgets. Capital spend for the year against this budget is £199.4m, which represents delivery of 94.5% of the plan in year.

Narrative Report to the Statement of Accounts

- **Strategic Risks**

Key risks are actively monitored and are grouped in the strategic risk register against 4 areas of financial resilience, organisational resilience, ways we work and social care. The most significant risks are actively monitored by the Corporate Leadership Team.

ABOUT THE COUNTY

Our services to the people of Surrey include: education, supporting and protecting vulnerable people through social services, managing the treatment of waste, maintaining, managing and improving roads and public transport networks, libraries, strategic planning, consumer protection, public health and fire and rescue services. Occasionally, delivery of services involves using facilities beyond our boundaries as a county, for example: care homes, fire stations and primary, secondary and special needs schools.

Population increases are due to improvements in lifestyle and medication to help people live fuller lives, birth rates and immigration. Since 1889, we have had the responsibility to meet our local people's needs and ensure that council tax and business rate payers get value for money. This is recognised through transparency, information and public accountability.

Population: Surrey has a population of 1.2 million. The current population is largely healthy and active and has an upwards trend in life expectancy for men and women. By 2030 the population is expected to be 1.21 million, with more than 22% of residents aged 65 and over (18.2% England comparator).

Health and Wellbeing: The county is affluent but with pockets of social deprivation. There are significant inequalities in healthy life expectancy, with a 15-year gap between wards within the county. This gap is linked to deprivation; with healthy life expectancy in the least deprived quartile 4.8 years higher for women and 4.7 years higher for men than in the most deprived quartile. Obesity levels are below national average but are increasing. In Surrey 15.6% of Reception children (22.3% UK comparator) and 25.0% of children in Year 6 (37.8% UK comparator) were classed as overweight or obese.

Economy: Surrey's economy is strong and worth approximately £43.4 billion. This grew by 24% between 2010 and 2018 - in line with economic growth in the South of England. Surrey's unemployment rate has been lower than the average for the South East since 2004, including youth unemployment which is below regional and national averages.

Education and Skills: Surrey's population is highly skilled with 54.4% of the working age population holding a NVQ level 4 qualification or above; an increase of almost 5% since 2018. At school in the first public exams following the pandemic, 58.1% achieved a strong pass in English and Maths, compared to 50.0% nationally and 52.1% in the South East.

Environment and Infrastructure: The county of Surrey is about 1,663 km² (650 miles²). Surrey's 3,452 mile road network is a high priority for residents, with more than 8.6 billion vehicle miles travelled annually before the pandemic. 2021 saw a significant decrease of about one-fifth in average traffic flow compared to pre pandemic levels; in 2022 journeys picked up again to 7.4 billion vehicle miles. Surrey's air quality is better than the national average, with a score of 26.1 compared to 26.8 nationally (on an aggregate index compiled by the University of Liverpool and the Consumer Data Research Centre). Residents have good access to open spaces with over a quarter of the population living with 500 metres of accessible woodland. Over 500,000 tonnes of waste is disposed of each year with only

Narrative Report to the Statement of Accounts

15% of this heading for landfill in 2022/23, and 54.4% sent for reuse, recycling or composting. The amount of household waste used for energy recovery in 2022/23 was 25.8%

Housing: Housing in Surrey is increasingly expensive, with an average house price in December 2022 of approximately £529,000. Relative to average salaries, housing is one-and-a-half times less affordable than the national average. There is proportionally less affordable housing than other areas in the South East, and consequently a growing need for affordable housing especially for residents on low incomes. There are signs of increasing homelessness and 7.3% of households in Surrey live in fuel poverty. Surrey is below average for housing benefit with 5.6% of households receiving benefit, compared to 7% in the South East.

Crime: Crime rates are low in Surrey, with 60 recorded offences per 1,000 population in 2022 – the third lowest rate of any Police Force Area in England and Wales. Of 23 sub-categories of Police recorded crime, in 2022 Surrey's rate per 1,000 population was the absolute lowest for any Police Force Area in England and Wales for homicide, violence with injury, sexual offences, shoplifting, and criminal damage / arson.

THE SURREY WAY

The Surrey Way articulates that our guiding mission as an organisation is to ensure that no one is left behind, and that this ambition runs through everything that we do and the decisions that we make.

No one left behind is also at the core of the 2030 Community Vision, which was developed with residents, communities and partners, and sets out how we collectively want Surrey to be by 2030. Surrey County Council’s Organisation Strategy 2023-2028 sets out the detail of our contribution to this Vision, providing a clear strategic direction for the Council and elaborates on the ambitions for Our Purpose, Our Organisation, and Our People set out in the The Surrey Way.

Since 2018, we have made tremendous progress in transforming the Council and ensuring financial stability and sustainability. Building on these strong foundations, the Strategy continues the work that has enabled the Council to provide high quality services and deliver efficiencies, while at the same time responding to the COVID pandemic and more recently the cost of living crisis. However, we continue to face financial challenges alongside rising demand for services.

Our primary responsibility as a Council is the effective and efficient delivery of excellent quality core services, such as Children’s Social Care, that support residents and improve the lives of the most vulnerable. However, as many residents never need to access these services, we also continue to develop new projects to respond to the big challenges the county and its people face every day.

To have a meaningful impact on the lives of all residents and become a truly high performing council, we must go beyond what we are required to do, and therefore these new projects and services focus on four priority objectives where we can create the most impact for Surrey to thrive.

The Surrey Way and the Organisation Strategy set out these priority objectives, based on extensive research and engagement, reflecting where we believe we can maximise the improvement to outcomes for people living and working in the county.


NO ONE LEFT BEHIND

Our ambition is to help everyone in Surrey take all the opportunities on offer in our county, to make sure everyone can benefit and no one is left behind. Now, and in the future.

Helping those who need us most, and improving quality of life for everyone.

Our four priorities to help deliver this are...

GROWING A SUSTAINABLE ECONOMY	TACKLING HEALTH INEQUALITY	ENABLING A GREENER FUTURE	EMPOWERING COMMUNITIES
Providing the right conditions for business to thrive, delivering skills, jobs and opportunity for all.	Improving life expectancy and quality of life for all, and addressing root causes of ill-health.	Tackling the Climate Emergency together, to protect our future.	Partnering with local communities to deliver projects, opportunities and support that is right for local places.



The Surrey Way also articulates that measurement and delivery of continual improvement are fundamental to our approach, through our Performance Framework. We track performance against our organisational priorities, service effectiveness, and organisational effectiveness. This ensures we deliver quality, adaptable and financially sustainable services, are continually upgrading our ways of working across Our Organisation and Our People, and continue to align our resources, manage demand, and take an evidence-based approach to make the most difference to the lives of residents.

THE COUNCIL'S PERFORMANCE ACHIEVEMENTS 2022/23

We are creating a solid foundation on which to build a prosperous and exciting future for Surrey by ensuring that we as a Council are as efficient and effective as we can be and transforming our services so they can be in the best place to deliver our 2030 ambitions. This section provides examples of our work and highlights improvements that are beginning to make a positive impact on Surrey - the people and the place:

Launch of the **Climate Change Delivery Plan** and COP26 Regional roadshow



Committed **£48 million** to ensure all buses in Surrey are ultra-low or zero emissions vehicles within a decade



Achieved **third best recycling rate** in England, one of the most important ways we can combat climate change



Obtained **£14 million** of government funding to help low-income households improve energy efficiency, reduce carbon emissions and save money on bills

Partnering with Community Energy South to support community-led **renewable energy projects** in Surrey to provide low-carbon heat and power, managed by local people



Providing grants of up to **£10,000** to help small and medium-sized businesses make themselves greener



Committed **£1.9bn** for investment in flood alleviation, highways upgrade and maintenance and new school facilities



The Outline Business Case was approved for the **River Thames Scheme**, unlocking **millions** in funding and meaning detailed design and planning work could begin



Our first **on-demand bus service** launched in Leatherhead, as an early part of our drive to make public transport more accessible and get people out of their cars

Narrative Report to the Statement of Accounts

<p>Two-thirds of our day-to-day spending is on adult social care, children's services and public health and aimed at reducing health inequalities</p> 	<p>Two inspections from Ofsted this year have illustrated that Surrey's children's services are on a significant improvement journey and responded swiftly to the challenges of COVID-19</p> 	<p>Delivered 290 new specialist school places as part of our commitment to helping children with special educational needs and disabilities go to school in their areas.</p> 
<p>The Youth Justice Board commended the work we have done to improve youth justice services and formally de-escalated Surrey from YJB priority status</p> 	<p>To increase local opportunities for young people we have handed the management of 12 youth centres to the voluntary, community and faith sector</p> 	<p>Working with partners, we completed a wide-ranging review of the mental health system in Surrey which paved the way for a major improvement programme</p> 
<p>We produced a new strategy for supporting older people to carry on living independently for as long as possible, in their community</p> 	<p>With Surrey Heartlands, we have established a network linking more than 150 groups and individuals to support mental health through nature-based "green" social prescribing</p> 	<p>With local health organisations, we're putting into action a three-year strategy to improve the lives of unpaid carers</p> 
<p>Working with partners to tackle the impact of education, housing, the built environment, air quality and healthy workplaces on physical and mental health of residents</p> 	<p>We became the first county in England to provide free period products and the first county council in the UK to start eradicating period stigma</p> 	<p>COVID – we've continued to lead the response to COVID-19, working with partners across Surrey to administer vaccines, deliver test and trace through customer services, support the vulnerable, ensure schools remain open safely, and warn and inform the public</p> 

Surrey Fire and Rescue Service's latest inspection report commended the **improvement in the service**, the Making Surrey Safer Plan, prevention and protection work and financial plans



Combating **poverty** through a new strategy to identify those in need and work closely with partners on solutions



Three projects have already been approved as part of our **£100 million Your Fund Surrey scheme**, with 21 more being taken forward for further development



Developing a **five-year modernisation plan for libraries** across the county, to keep all **52** of them at the heart of their local communities



Working with communities to **reimagine our high streets** through simple and **reliable transport**, beautiful and welcoming environments, and flexible spaces to encourage new **opportunities**



SCC has moved out of County Hall in Kingston and **back into Surrey, closer to residents**, for the first time in 50 years



Identified **places for 105** and housing for **46 individuals from Afghanistan** through working with Government and partners, providing welfare, education and housing support



Convened the **Surrey Forum** with partners to work on delivering our **Community Vision 2030**



Bringing business, universities and other authorities together through the **Surrey Growth Board to enable stronger, more sustainable growth**



Delivered **£90m of efficiencies** through our **Transformation programme** since 2018 to ensure a financially stable and sustainable council



Through the **One Surrey Growth Board**, established a strong long-term economic strategy, endorsed by local business and partners and revitalising our **Surrey Inward Investment Service to bring new jobs into Surrey**



Invested **£500k** to **find the barriers faced by excluded groups trying to enter the jobs market** and setting up employer led initiatives to address these issues



Working with **Community Foundation for Surrey**, we turned £700,000 of public money into over **£1.3million of benefits** for some of the most **vulnerable in the county**, reaching over **13,000 people** to improve health and wellbeing, address climate change and support the economy



FINANCIAL PERFORMANCE

The final outturn for the year is a small surplus of £1m (approximately 0.1% variance to budget). Further detail on delivery of efficiencies and the overall outturn position is set out in the 2022/23 Outturn Financial Report to Cabinet on 1st June. The final figure for the CIES Provision of Services for the year is a deficit of £100m (approximately 10.0% variance to budget).

There are accounting adjustments for capital, pensions and reserves that lead to a deficit of £100m (surplus £26m 2021/22) in the Comprehensive Income and Expenditure Statement. These adjustments are technical in nature and do not affect the funding available to deliver services. We have continued to maintain the grip on our finances and risks, as reflected in the positive outturn position, despite the extraordinary circumstances the Council has been operating in over the course of the financial year. The outturn position, and a continuation of the strategy to not require the use of reserves to support our revenue budget, indicates the finances of the Council are in a strong place to successfully ensure the continued delivery of organisational priorities, as well as increasing financial resilience into 2022/23.

Despite this backdrop, the medium-term outlook remains challenging with a continuation of significant budgetary pressures and a budget gap of at least £220m over the next 5 years to 2027/28, as set out in the Medium Term Financial Strategy.

Addressing future challenges

Each year we provide a contingency in the base budget to allow us to contain a reasonable level of unexpected financial pressures, and to provide against any slippage in delivery of efficiencies. The presence of the contingency allows us to be bolder in our assumptions about delivery across all other budget lines compared to if it did not exist. If the contingency budget is not required in full in any given year, then it is first used to ensure a sustainable level of reserves. Maintaining financial resilience in this way is key to weathering future challenges. Once reserves have been restored to a sustainable level, then consideration of the use of contingency to support additional investment opportunities can be considered.

The 2022/23 budget was set during a period of continuing economic recovery from the coronavirus pandemic. However, shortly after the MTFs was approved, the conflict in Ukraine added further volatility and contributed to rising and persistent inflation and higher interest rates. Hyper-inflation continued throughout the financial year alongside global uncertainty and instability in the UK economy.

These factors all contributed to significant overspend being forecast throughout the 2022/23 financial year. Management action was taken to identify mitigating activities and the contingency budget was utilised, in order to reach the positive outturn position.

2022/23 Revenue spending and budget performance

Efficiencies

The Council achieved £27.5m (c59%) of the £46.8m target of efficiencies set out at the beginning of the financial year, including those delivered through transformation programmes. Efficiencies are realised as a result of the Council identifying new ways of delivering services to ensure we respond to the changing needs of residents and deliver services as efficiently as possible within available financial resources. The total efficiencies achieved over the last three years amounts to £161m.

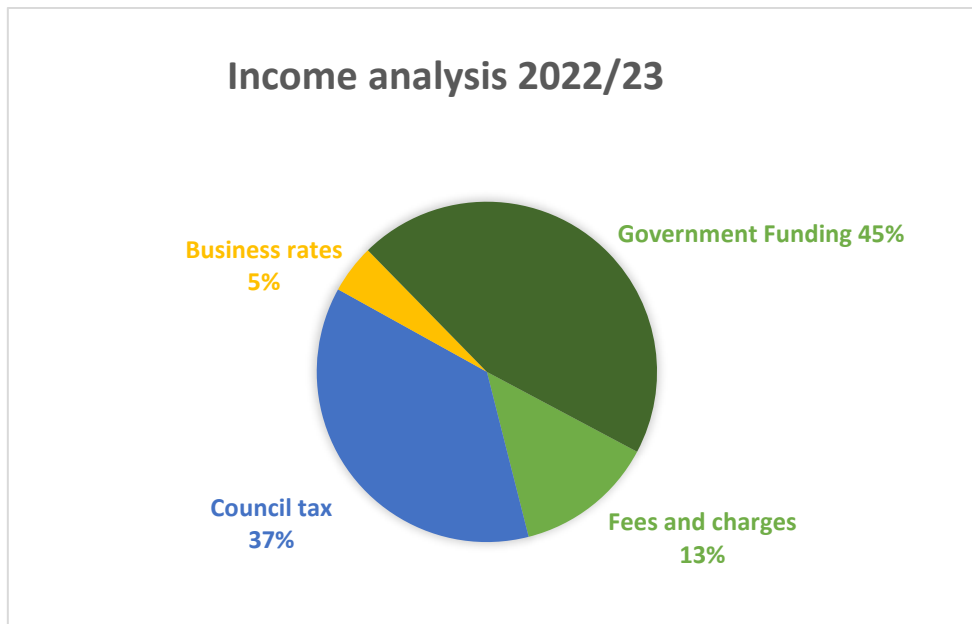
Existing service focused approaches have been successful in delivering efficiencies but are now largely exhausted. We therefore developed a 'twin track' approach, running the 2022/23 budget setting

Narrative Report to the Statement of Accounts

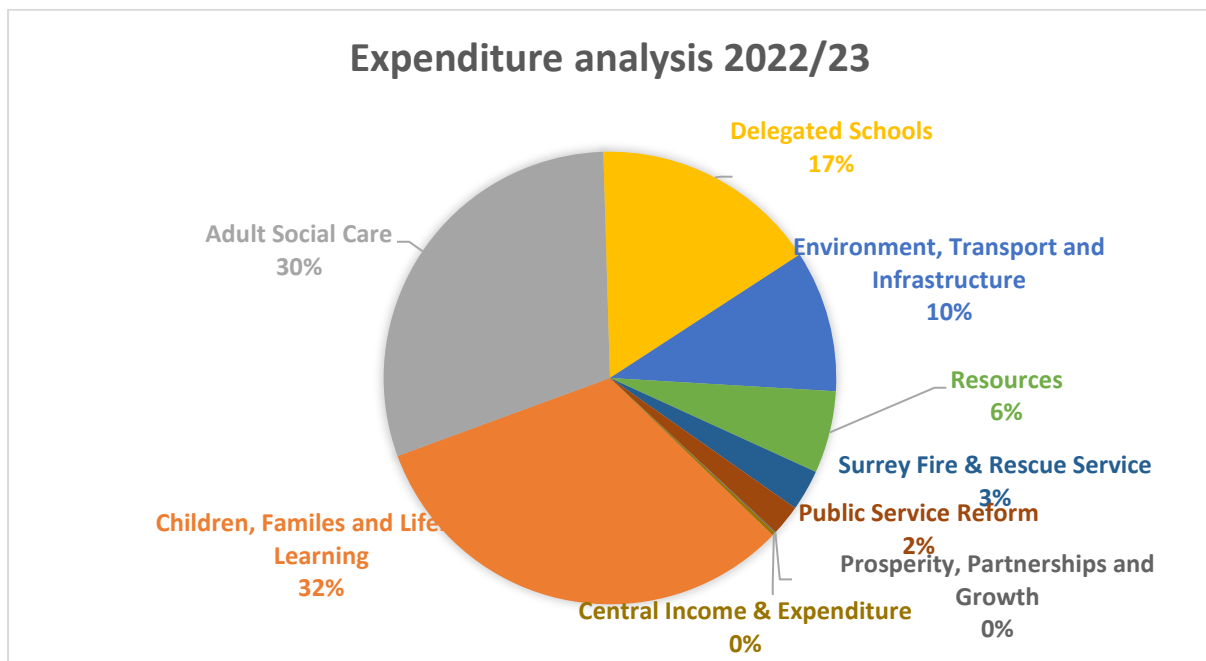
process while simultaneously developing a new, innovative outlook to 2023/24 onwards that will help put the council on a more stable financial footing over the medium term. We will develop the 2023/24 budget with staff, members (including scrutiny), partners and residents. We have started to lay the initial foundations, identifying opportunities for cross cutting efficiencies and setting in train a fundamentally more ambitious transformation programme.

Revenue Expenditure and Funding

The chart below shows the split of income by core sources for 2022/23:



The chart below shows the split of expenditure across directorates for 2022/23.



BALANCE SHEET

The Council holds £2,530m of long-term assets at 31st March 2023 (£2,414m as at 31st March 2022), which is primarily made up of the property, plant and equipment held by the Council. Details on these assets can be found in notes 13 and 14. In addition to these balances, the Council holds material balances relating to pension liabilities and borrowing:

- The pension liability recognised on the Council's balance sheet has a significant impact on the net worth of the Council. Pension benefits do not become payable until employees retire, however the Council is required to account for the future obligations at the same time as the employees accrue pension benefits. The pension liability is calculated by an independent actuary, Hymans Robertson. The net Local Government Pension Scheme liability is estimated to be £901m at the balance sheet date (£1,806m at 31st March 2022; a decrease of £905m). The firefighters pension liability is also included within the Council's Accounts and is estimated to be £660m, an decrease of £36m on the previous year. The liability does not need to be met within the next year but over the working lifetime of the scheme members. The Council is making appropriate lump sum payments to the pension fund in addition to the contributions related to current employees. The accounting deficit is based on a snapshot in time and does not predict the funds financial condition or its ability to pay benefits in the future. Cash flow into the fund is positive and solid with significant gains made on investments alongside the increased liabilities
- The Council continues to pursue a strategy of temporarily borrowing using its internal resources to finance capital expenditure and using short-term borrowing to cover short-term cash flow requirements. Long-term borrowing is £480m (2021/22 £496m). This is a decrease of £16m from 31st March 2022.
- Short-term borrowing, mainly from other Local Authorities, has decreased to £171m (2021/22 £228m), as part of the financing strategy for the Council's Capital Programme

Narrative Report to the Statement of Accounts

Balance Sheet

As at 31st March 2022



Balance Sheet

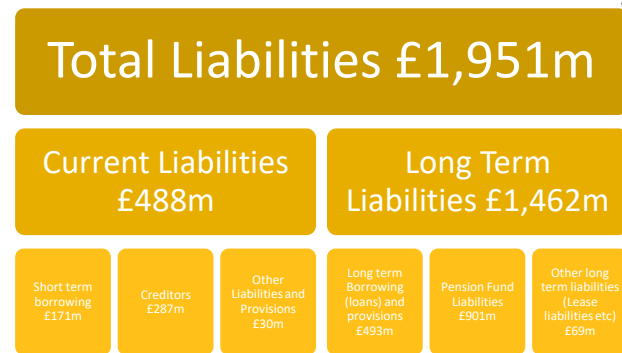
As at 31st March 2023



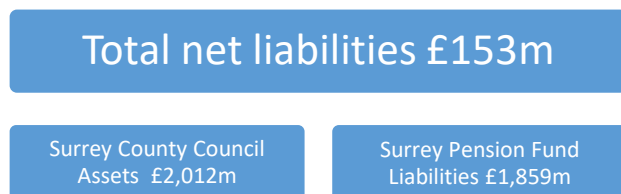
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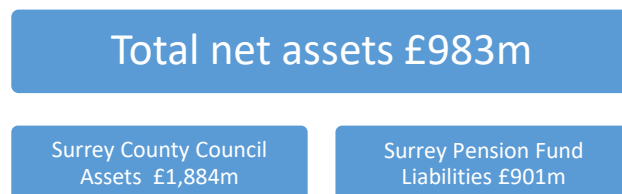
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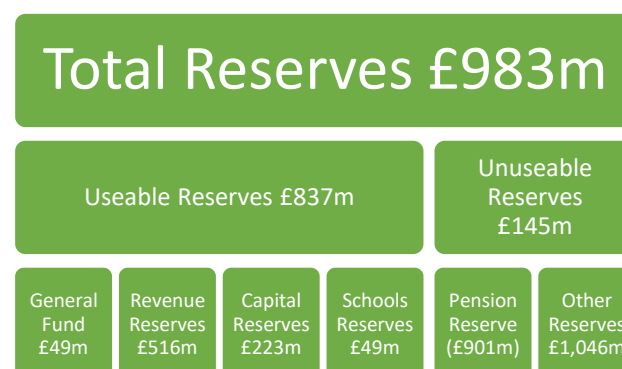
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Funded by:



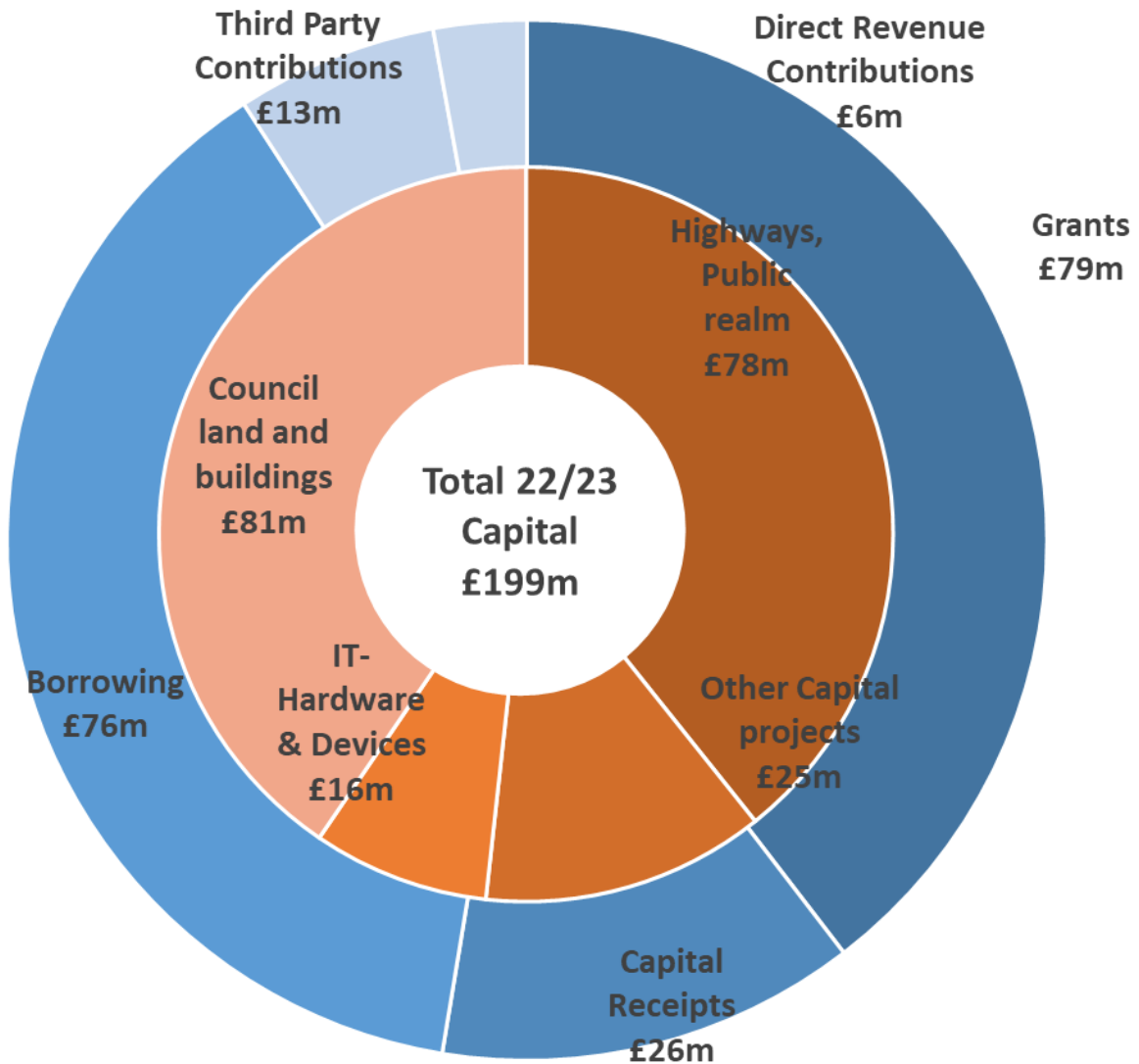
Funded by:



CAPITAL

The Council set a capital budget for 2022/23 of £215.8m in February 2022. The budget was reset at month 9 to £211.1m, to provide a stable baseline for the remainder of the year due to increasing slippage after analysis of deliverability carried out by the Strategic Capital Groups (SCG’s). Capital spend for the year against this budget is £199.4m, which is a variance of £11.7m against the re-set budget (5.5%).

The below chart highlights the capital funding (blue segments) against expenditure (brown segments).



Looking forward

The Council has an ambitious five-year capital investment programme totalling £1.2bn making Surrey a place fit for the future. There is also £0.7bn in the capital pipeline set aside for schemes in the early stage of development which will move into the approved programme when the finances, benefits and deliverability are adequately demonstrated to the Capital Programme Panel and Cabinet.

TOP 10 BUDGET SCHEMES (OVER 5 YEAR MTFS)

Infrastructure

£200m
Highway Maintenance
 Improvements to roads and footways



£100m
Surrey Flood Alleviation
 River Thames Scheme



£51m
Bridge/Structures Maintenance
 Improvements and safety maintenance



£44m
A320 North of Woking and Junction 11 of M25
 Road and junction improvements



£27m
Ultra Low Emission Vehicles (Buses)
 Investment in low emission buses across Surrey



Property

£139m
Schools Basic Need
 Increasing school places and building schools



£82m
Schools Maintenance
 Maintaining existing school buildings



£64m
SEND Strategy (Phases 1-3)
 Increasing provision for special education needs and disability in schools



£56m
Property Maintenance
 Maintenance of community facilities, buildings and offices



£34m
Looked After Children Schemes
 Increasing capacity and quality of residential homes for children



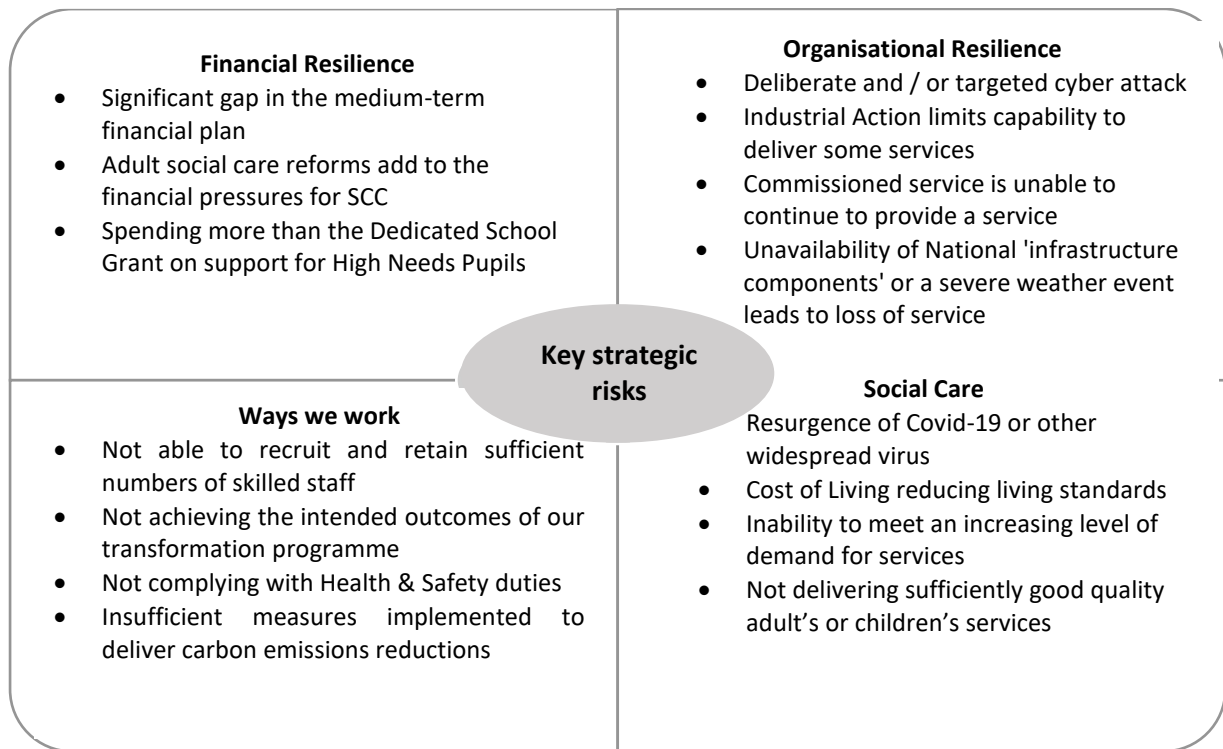
STRATEGIC RISKS FOR UPCOMING YEAR AND GOVERNANCE

Surrey County Council recognises that understanding and managing risks effectively is critical to good decision making and a key component in running of a successful organisation. A risk framework, explaining our approach to risk management, is reviewed annually to take account of current best practice and is assessed by the Audit and Governance Committee.

A strategic risk register is in place to help manage and monitor the most significant risks which continues to be updated as a 'live' document. In addition, risk registers are also in place for each of the Directorates who, in turn, update their risks.

Surrey County Council will continue to assess underlying causes of risks and the overall effect if the risk were to occur. Moreover, risks will be prioritised based on the likelihood of occurrence and their impact on services provided, with mitigating actions taken where necessary.

Our key risks are set out in the table below.



EXPLANATION OF ACCOUNTING STATEMENTS

The Statement of Accounts sets out the Council's income and expenditure for the year, and its financial position at 31st March 2023. It comprises core and supplementary statements, together with disclosure notes. The format and content of the financial statements are prescribed by the CIPFA Code of Practice on Local Authority Accounting in the United Kingdom 2022/23, which in turn is underpinned by International Financial Reporting Standards.

The Core Statements are:

The **Comprehensive Income and Expenditure Statement (CIES)** – this records all of the Council's income and expenditure for the year. The top half of the statement provides an analysis by service area. The bottom half of the statement deals with corporate transactions and funding.

The **Movement in Reserves Statement** is a summary of the changes to the Council's reserves over the course of the year. Reserves are divided into "usable", which can be invested in capital projects or service improvements, and "unusable" which must be set aside for specific legal or accounting purposes.

The **Balance Sheet** is a snapshot of the Council's assets, liabilities, cash balances and reserves at the year-end date.

The **Cash Flow Statement** shows the reason for changes in the Council's cash balances during the year, and whether that change is due to operating activities, new investment, or financing activities (such as repayment of borrowing and other long-term liabilities).

The Group Accounts include:

The assets and liabilities of companies and similar entities, which the Council either controls or significantly influences.

The Supplementary Financial Statements are:

The **Annual Governance Statement**, which sets out the governance structures of the Council and its key internal controls (this will be included in the final audited version of the accounts).

The **Pension Fund Account**, which reports the contributions received, payments to pensioners and the value of net assets invested in the Local Government Pension Scheme.

The **Notes to these financial statements** provide further detail about the Council's accounting policies and individual transactions.

A Glossary of key terms can be found at the end of this publication.

MATERIAL ITEMS & GROUP ACCOUNTS

Details of specific material items of income and expenditure include:

- Government grant and Council Tax income (note 12)
- A change in the Code of Practice for 2021/22 onwards requiring councils to show accumulated DSG deficit (£150m in 2022/23, £119m in 2021/22) as an unusable reserve (note 23). De-recognition of academy schools – when a school changes status to an academy, the ownership of the land and buildings transfers from the Council to the school. The assets are written out of the balance sheet and an accounting adjustment is made in the CIES.

The Council considers all its relationships and interests in other entities and has concluded that it exercises control or has significant influence over the economic activities of the following organisations:

- Hendeca (formerly S E Business Services Ltd) - a Local Authority Trading Company (LATC), wholly owned by the Council, set up for the provision of business services
- Surrey Choices Ltd - a LATC, wholly owned by the Council, set up for the delivery of day services and community support options for people with disabilities and older people
- Halsey Garton Property Investments Ltd- a LATC, wholly owned by the Council, to make property investments
- Halsey Garton Residential Ltd - a LATC, wholly owned by the Council, to make property investments
- Henrietta Parker Trust – the Council exercises control over this trust fund, the income of which supports adult learning
- Connect2Surrey – The Council exercise control over this limited company, a temporary recruitment company specialising in the public sector.

Group accounts are therefore prepared, combining the accounts of these organisations with those of the Council and excluding any intra-group transactions and balances, to give an overall group position. However, the economic activity of the trust fund (Henrietta Parker) and Connect2Surrey is not deemed material and therefore has not been incorporated into the group accounts.

Narrative Report to the Statements

The Council's responsibilities

The Council is required to:

- make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council that officer is the S151 Officer
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets
- approve the Statement of Accounts

The S151 Officer's responsibilities

The Deputy Chief Executive and Executive Director of Resources is responsible for the preparation of the Council's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom (The Code).

In preparing this Statement of Accounts, the S151 Officer has:

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

The S151 Officer has:

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

Certification

I certify that the statement of accounts set out on pages 18 to 129 presents a true and fair view of the financial position of the Council and of its expenditure and income for the year ended 31st March 2023; that the firefighter pension fund accounting statements on pages 130 to 132 give a true and fair view of the financial transactions of the firefighter pension fund during the year ended 31st March 2023; that the statement of accounts on pages 133 to 175 presents a true and fair view of the financial position of the Surrey County Council Pension Fund at 31st March 2023 and its income and expenditure for the year then ended.

Leigh Whitehouse

Deputy Chief Executive and Executive Director
of Resources (S151 Officer)

Victor Lewanski

Chairman of Audit & Governance Committee

Comprehensive Income and Expenditure

Year ended 31 March 2022

Gross Expenditure £000	Income £000	Net Expenditure £000
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Year ended 31 March 2023

Gross Expenditure £000	Income £000	Net Expenditure £000
------------------------------	----------------	----------------------------

			Children, Families, & Lifelong Learning			
626,183	(298,912)	327,271		704,678	(339,309)	365,370
350,730	(344,916)	5,814	Delegated Schools	367,843	(356,044)	11,799
608,503	(199,567)	408,936	Adult Social Care	680,339	(215,037)	465,302
62,751	(66,556)	(3,805)	Public Service Reform	49,133	(52,194)	(3,061)
64,494	(8,951)	55,543	Surrey Fire & Rescue Service	66,087	(6,479)	59,608
201,737	(22,883)	178,854	Environment, Transport & Infrastructure	228,459	(29,166)	199,293
147,248	(78,715)	68,533	Resources	132,774	(75,251)	57,523
1,464	(33)	1,431	Partnership, Prosperity and Growth	1,673	(90)	1,583
20,688	(43,379)	(22,691)	Central Income & Expenditure	72,117	(33,422)	38,695
2,083,798	(1,063,912)	1,019,886	Cost of Services – continuing operations	2,303,103	(1,106,991)	1,196,112

			Other Operating Income & Expenditure (note 10)			
23,143	(22,937)	206		23,360	(25,392)	(2,032)

			Financing & Investment Income & Expenditure (note 11)			
126,909	(67,745)	59,164		167,643	(89,191)	78,452

			Local Taxation (Note 12)			
	(917,667)	(917,667)	General grants & contributions	(940,689)	(940,689)	
	(229,252)	(229,252)	(note 12 and note 31)	(232,182)	(232,182)	

			Taxation, general grants & contributions			
	(1,146,919)	(1,146,919)		(1,172,871)	(1,172,871)	

			(Surplus) or Deficit on Provision of Services			
2,233,850	(2,301,513)	(67,663)		2,494,106	(2,394,445)	99,661

			(Surplus) or deficit on revaluation of non-current assets			
		(95,033)				(154,911)

			Remeasurement of the net defined benefit liability			
		(449,566)				(1,080,702)

			Other Comprehensive Income & Expenditure			
		(544,599)				(1,235,613)

			Total Comprehensive Income & Expenditure			
		(612,262)				(1,135,952)

Movement in Reserves Statement

<u>2022/23</u>	General Fund and Earmarked Reserves £000	Capital Receipts Reserve £000	Capital Grants & Contributions Unapplied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Council Reserves £000
Balance at 31 March 2022	(517,459)	(782)	(189,185)	(707,426)	860,525	153,101
(Surplus) or deficit on provision of services (accounting basis)	99,661	0	0	99,661	0	99,661
Other comprehensive income & expenditure	0	0	0	0	(1,235,613)	(1,235,613)
Total comprehensive income & expenditure	99,661	0	0	99,661	(1,235,613)	(1,135,952)
Adjustments between accounting basis & funding basis under regulations (note 8)	(161,207)	(34,942)	(33,445)	(229,594)	229,594	0
Increase/decrease in year	(61,546)	(34,942)	(33,445)	(129,932)	(1,006,019)	(1,135,952)
Balance at 31 March 2023	(579,006)	(35,724)	(222,629)	(837,359)	(145,492)	(982,851)
<u>2021/22</u>						
Balance at 1 April 2021	(394,029)	(64,463)	(94,961)	(553,453)	1,318,816	765,363
(Surplus) or deficit on provision of services (accounting basis)	(67,663)	0	0	(67,663)	0	(67,663)
Other comprehensive income & expenditure	0	0	0	0	(544,602)	(544,599)
Total comprehensive income & expenditure	(67,663)	0	0	(67,663)	(544,602)	(612,263)
Adjustments between accounting basis & funding basis under regulations (note 8)	(55,767)	63,681	(94,224)	(86,310)	86,310	0
Increase/decrease in year	(123,430)	63,681	(94,224)	(153,973)	(458,292)	(612,263)
Balance at 31 March 2022	(517,459)	(782)	(189,185)	(707,426)	860,525	153,101

Balance Sheet

As at 31.03.2022 £000		Note:	As at 31.03.2023 £000
1,939,331	Property, plant & equipment	13	2,094,488
1,024	Heritage assets		1,024
131,240	Investment property	14	97,552
3,588	Intangible assets		3,338
97,036	Long term investments	16	97,036
242,176	Long term debtors	16	241,740
2,414,395	Long term assets		2,535,178
	Short Term:		
27,710	Assets held for sale	19	42,974
1,255	Inventories		1,182
189,611	Short term debtors	17	247,075
171,944	Cash & cash equivalents	18	106,969
390,520	Current Assets		398,200
	Short Term:		
(228,432)	Borrowing	16	(171,152)
(251,895)	Creditors	20	(287,133)
(3,480)	Provisions	21	(2,651)
(1,511)	Revenue grants receipts in advance		(7,450)
(34)	Capital grants receipts in advance		(10)
(21,771)	Other current liabilities	35	(19,840)
(507,123)	Current liabilities		(488,236)
(13,022)	Provisions	21	(12,234)
(496,845)	Long term borrowing	16	(480,420)
(1,941,026)	Other long term liabilities	35	(969,635)
(2,450,893)	Long term liabilities		(1,462,289)
(153,101)	Net Assets/(Liabilities)		982,851
(707,426)	Usable reserves	9,22	(837,359)
860,527	Unusable reserves	23	(145,492)
153,101	Total Reserves		(982,851)

Cash Flow Statement

31/03/2022 £000		Note	31/03/2023 £000
67,663	Net surplus or (deficit) on the provision of services		(99,661)
194,656	Adjustment to surplus or deficit on the provision of services for noncash movements	40	292,653
(171,758)	Adjust for items included in the net surplus or deficit on the provision of services that are investing and financing activities	40	(145,640)
90,561	Net Cash flows from operating activities		47,352
22,398	Net Cash flows from Investing Activities	41	(26,191)
(19,233)	Net Cash flows from Financing Activities	42	(86,136)
93,726	Net increase or decrease in cash and cash equivalents		(64,975)
78,218	Cash and cash equivalents at the beginning of the reporting period		171,944
171,944	Cash and cash equivalents at the end of the reporting period		106,969

The cash flows from operating activities in 2022/23 include interest received of £18.3m (2021/22, £15.1m) and interest paid of £29.3m (2021/22, £28.7m).

Notes to the Financial Statements

Note 1: Expenditure and Funding Analysis

2022/23	As reported for resource management in outturn report £000	Adjustments to arrive at the net amount chargeable to the General Fund £000	Net Expenditure Chargeable to the General Fund £000	Adjustments between the funding and accounting basis £000	Net Expenditure in the I&E Account £000
Children, Families, and Lifelong learning	271,980	52,918	324,898	40,472	365,370
Delegated Schools *	0	(29,012)	(29,012)	40,811	11,799
Public Service Reform	36,386	(40,163)	(3,777)	716	(3,061)
Adult Social Care	406,178	45,940	452,118	13,184	465,302
Surrey Fire and Rescue Service	37,512	10,914	48,426	11,182	59,608
Environment, Transport and Infrastructure	141,476	10,957	152,433	46,860	199,293
Resources	121,527	(125,348)	(3,821)	61,344	57,523
Partnership, Prosperity and Growth	1,485	(51)	1,434	149	1,583
Central Income & Expenditure **	151,146	(58,941)	92,205	(53,510)	13,277
	1,167,690	(132,786)	1,034,904	161,207	1,196,112
Other Income and Expenditure	(1,168,343)	71,892	(1,096,451)	0	(1,096,451)
Surplus (-) or deficit	(653)	(60,894)	(61,546)	161,207	99,661

2021/22	£000	£000	£000	£000	£000
Children, Families, and Lifelong learning	267,117	28,449	295,566	60,608	356,174
Delegated Schools*	0	(16,513)	(16,153)	13,368	(3,145)
Adult Social Care	368,842	4	368,846	40,090	408,936
Public Service Reform	34,093	(38,555)	(4,462)	657	(3,805)
Surrey Fire and Rescue Service	40,128	2,985	43,113	12,430	55,543
Environment, Transport and Infrastructure	129,921	829	130,750	48,104	178,854
Resources	99,249	(4,706)	94,543	(26,010)	68,533
Partnership, Prosperity and Growth	1,276	0	1,276	155	1,431
Central Income & Expenditure **	(29,136)	173,984	144,848	(167,539)	(22,691)
	911,490	146,473	1,057,963	(18,133)	1,039,830
Other Income and Expenditure	(912,344)	(269,049)	(1,181,393)	73,900	(1,107,493)
Surplus (-) or deficit	(854)	(122,576)	(123,430)	55,767	(67,663)

Notes to the Financial Statements

General fund balance (including earmarked) reserves reconciliation

2021/22 £000		2022/23 £000
	Opening general fund balance	
(394,029)	(including earmarked reserves)	(517,459)
<u>(124,430)</u>	(Surplus)/Deficit on general fund	<u>(61,546)</u>
	Closing general fund balance	
<u>(517,459)</u>	(including earmarked reserves)	<u>(579,006)</u>

*Delegated schools budget is reported net of specific grants.

** For Central Income and Expenditure the adjustment to arrive at the general fund position is required to get from the outturn position reported to Cabinet to a position that is compliant with the Code for financial accounting purposes. For example, interest payable is reported within Central Income & Expenditure in the outturn report but reported under 'Other Income & Expenditure' in the accounts.

***This amount is the movement in the general fund not reported as part of the management accounts. This will generally be due to contributions and drawdowns in earmarked reserves

The objective of the expenditure and funding analysis is to demonstrate to council tax payers how the funding available to the authority for the year has been used in providing services in comparison with those resources consumed or earned by the authority in accordance with generally accepted accounting practices. The expenditure and funding analysis also shows how this expenditure is allocated for decision-making purposes between the council's departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the comprehensive income and expenditure statement.

Notes to the Financial Statements

Note 1a: Note to the Expenditure and Funding Analysis

Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes (Note 1)	Net change for the Pensions Adjustments (Note 2)	Other Differences (Note 3)	Total Adjustments
	£000	£000	£000	£000
2022/23				
Children, Families, and Lifelong learning	24,416	16,056	(0)	40,473
Delegated Schools *	493	9,054	31,264	40,811
Public Service Reform	0	716	0	716
Adult Social Care	(180)	13,364	0	13,184
Surrey Fire and Rescue Service	1,998	9,184	0	11,181
Environment, Transport and Infrastructure Resources	39,609	5,047	2,204	46,860
Partnership, Prosperity and Growth	45,000	16,344	0	61,344
Central Income & Expenditure **	0	149	0	149
	(93,589)	51,780	(11,701)	(53,510)
Net Cost of Service	17,746	121,694	21,767	161,207
Other Income and Expenditure				0
Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure surplus or deficit	17,746	121,694	21,767	161,207
2021/22				
Children, Families, and Lifelong learning	20,430	18,197	21,981	60,608
Delegated Schools *	532	12,836	0	13,368
Adult Social Care	(157)	15,769	24,482	40,094
Public Service Reform	0	643	14	657
Surrey Fire and Rescue Service	1,723	5,434	5,273	12,430
Environment, Transport and Infrastructure Resources	34,687	5,210	8,207	48,105
Partnership, Prosperity and Growth	23,642	18,146	(67,798)	(26,010)
Central Income & Expenditure **	0	155	0	155
	(158,539)	(27,371)	18,371	(167,539)
Net Cost of Service	(77,682)	49,018	10,530	(18,133)
Other Income and Expenditure	2,525	89,682	(18,307)	73,900
Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure surplus or deficit	(75,157)	138,700	27,952	55,767

Note 1: Adjustments for Capital Purposes

Notes to the Financial Statements

This column adds in depreciation and impairment and revaluation gains and losses in the services line, and for:

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

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

Taxation and non-specific grant income and expenditure –

- Capital grants are adjusted for income not chargeable under generally accepted accounting practices.
- Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year.
- The Taxation and Non Specific Grant Income and Expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

Note 2: Net Change for the Pensions Adjustments

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

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

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

Note 3: Other Differences

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

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

Notes to the Financial Statements

Note 1b: Customer income - segmental analysis

The table below provides a breakdown of income received from external customers broken down by service segments.

2021/22 £000	Service	2022/23 £000
(12,595)	Children, Families, and Lifelong Learning	(8,728)
(13,595)	Delegated Schools	(26,479)
(65,583)	Adult Social Care	(85,216)
(3,389)	Surrey Fire and Rescue Service	(2,803)
(12,190)	Environment, Transport and Infrastructure	(10,642)
(16,105)	Resources	(26,515)
(502)	Partnership, Prosperity and Growth	0
(123,959)	Total	(160,384)

Note 2: Income and expenditure analysed by nature

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

2021/22 £000	Expenditure	2022/23 £000
530,992	Employee benefits expenses	600,640
188,864	Staff expenditure at voluntary aided and foundation schools	167,830
88,702	Depreciation, amortisation and impairment	127,405
(8,380)	Loss in fair value of investment properties	6,024
14,055	Derecognition of non-current assets	25,201
1,300,172	Other service expenses	1,436,705
118,355	Interest payments	128,979
1,090	Precepts and levies	1,322
2,233,850	Total expenditure	2,494,106
	Income	
(990,119)	Government grant and contributions	(227,654)
(371,490)	Fees, charges and other service income	(1,119,280)
(1,681)	(Gain) or loss on disposal of non-current assets	(22,405)
(5,501)	Gains in fair value of investment properties	0
(917,667)	Income from council tax and business rates	(940,689)
(15,055)	Interest and investment income	(84,418)
(2,301,513)	Total income	(2,394,445)
(67,663)	Deficit on the provision of services	(99,661)

Note 3. Accounting policies

i. General principles

The statement of accounts summarises the Council's transactions for the 2022/23 financial year and its position at the year ending 31 March 2023. The Council is required to prepare an annual statement of accounts by the Accounts and Audit Regulations 2015. The Regulations require the statement of accounts to be prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 supported by International Financial Reporting Standards (IFRS).

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.

ii. Recognition of income and expenditure

The Council accounts for revenue recognition in accordance with IFRS 15 Revenue Recognition from Contracts with Customers and IPSAS 23 Revenue from Non-Exchange Transactions (Taxes and Transfers).

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

- Revenue (income) from the sale of goods and provision of services is recognised when the council transfers the goods or completes the delivery of a service, rather than when income is received.
- Supplies are recorded as expenditure when they are consumed. Where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where income and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet and provision is made for bad and doubtful debts. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

Council tax and business rates

The collection of council tax and business rates is an agency arrangement. Billing authorities (the Borough and District Councils) act as agents, collecting council tax and business rates (non-domestic rates) on behalf of the authority (and others). Billing authorities are required by statute to maintain a separate fund (known as the collection fund) for the collection and distribution of the amounts due.

Council tax and business rate income included in the Comprehensive Income and Expenditure Statement as local taxation is the total of the:

- Precept on the collection funds of each billing authority; and
- The Council's share of the actual surplus / deficit on the collection funds of each billing authority at the end of the current year, adjusted for the council's share of the surplus/deficit on the funds at the preceding year end that has not been distributed or recovered in the current year.

Notes to the Financial Statements

Regulations then dictate that the amount credited to the general fund must be equal to the amount precepted as part of the annual budget process (i.e. the cash flow for the year). Therefore the difference between the income included in the Comprehensive Income and Expenditure Statement and the amount required by regulation to be credited to the general fund is taken to the collection fund adjustment account and included as a reconciling item in the Movement in Reserves Statement.

Under the legislative framework for the collection fund, billing authorities, major preceptors and central government share proportionately the risks and rewards that the amount of council tax and business rates collected could be less or more than predicted. Therefore, the Code requires that the council recognises on its balance sheet its share of arrears, impairment allowance for bad debts, overpayments, prepayments and collection fund surplus or deficit for both council tax and business rates. For business rates, an appeals provision has also been created to cover successful appeals by ratepayers against business rates.

iii. Cash and cash equivalents

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are highly liquid investments that mature within 24 hours of the date of acquisition (mainly Money Market Funds and overnight investments) as these are considered to be readily convertible to known amounts of cash with insignificant risk of change in value.

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

iv. Charges to revenue for non-current assets

Non-current assets are 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 are expected to be used for more than one year.

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

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

The Council is not required to raise council tax to fund depreciation, revaluation and impairment losses or amortisation. 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 by the council in accordance with statutory guidance. This contribution is known as the Minimum Revenue Provision (MRP). Depreciation, revaluation and impairment losses and amortisation are therefore replaced by MRP in the General Fund Balance by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

v. Employee benefits

Benefits payable during employment

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages, salaries, paid annual leave, paid sick leave, bonuses and non-monetary benefits for current employees. These benefits are recognised as an expense for services in the year in which employees render service to the council. An accrual is made for the cost of holiday entitlements (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

Notes to the Financial Statements

salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to the Surplus or Deficit on the Provision of Services but then reversed out through the Movement in Reserves Statement to the Accumulated Absences Account so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

Termination benefits

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy and are charged on an accruals basis to the appropriate service in the Comprehensive Income and Expenditure Statement, at the earlier of when the council can no longer withdraw the offer of those benefits or when the council recognises costs for a restructuring.

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

Post-employment benefits

Employees of the Council may be members of four separate pension schemes:

- the Local Government Pension Scheme, administered by Surrey County Council;
- the Firefighters' Pension Scheme, administered by Surrey County Council;
- the Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education (DfE);
- the National Health Service (NHS) Pension Scheme, administered by the NHS.

The schemes provide defined benefits to members (retirement lump sums and pensions), earned as employees work for the Council. The local government scheme is funded whereas the firefighter scheme is unfunded meaning that liabilities are recognised when awards are made and hence there are no investment assets; cash has to be built up to meet actual pension payments as they fall due (net of contributions from active members and government grant). Deficits on the Firefighters' Pension Scheme are covered by a government grant received each year from the Ministry for Housing, Communities & Local Government.

The teachers' pension scheme and the NHS pension scheme are administered nationally and arrangements mean that liabilities for these benefits cannot ordinarily be identified specifically to the council. Therefore, both schemes are accounted for as if they were defined contribution schemes and no liability for future payments of benefits is recognised in the Balance Sheet. The relevant service line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable in year.

The Local Government Pension Scheme (LGPS) & The Firefighters' Pension Scheme

The Local Government Pension Scheme and the Firefighters' Scheme are administered by Surrey County Council and are accounted for as a defined benefits scheme:

- liabilities of the pension funds attributable to the council are included in the Balance Sheet on an actuarial basis using the projected unit method (i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc, and projections of projected earnings for current employees);
- liabilities are discounted to their value at current prices, using a discount rate of 2.4%.

Notes to the Financial Statements

The assets of the pension funds attributable to the council are included in the Balance Sheet at their fair value:

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

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

- Service cost comprising:
 - current service cost – The increase in the present value of the defined benefit obligation resulting from employee service in the current period. The cost to the employer of benefits accruing over the period are allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked;
 - past service cost – the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years are debited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs;
 - net interest on the defined benefit liability – the net interest expense for the council. The change during the period in the net defined benefit liability that arises from the passage of time charged to the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement. This is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability at the beginning of the period – taking into account any changes in the net defined benefit liability as a result of contribution and benefit payments.
- Re-measurements comprising:
 - return on plan assets – excluding amounts included in the net interest on the net defined liability are charged to the Pension Reserve as other comprehensive income and expenditure;
 - actuarial gains and losses – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions are charged to the Pensions Reserve as other comprehensive income and expenditure.
- Contributions paid to the pension funds – cash paid as employer's contributions to the pension fund in settlement of liabilities are not accounted for as an expense.

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

Discretionary benefits

The Council does not make discretionary awards of retirement benefits in the event of early retirements. Any liabilities estimated to arise as a result of an award to teachers are accrued in the year of the decision to make the award and accounted for using the same policies as are applied to the Local Government Pension Scheme.

Notes to the Financial Statements

vi. Events after the Balance Sheet date

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

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

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

vii. Financial instruments

Financial liabilities

Financial liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument. Initially liabilities are measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

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

The Council provides treasury management services to the Office of the Police and Crime Commissioner for Surrey. The cash belonging to the Police is held as short-term borrowing on the balance sheet as it is an arrangement with the substance of a loan, and it makes up part of the council's daily cash management. The balances held in the Police bank account are consolidated with the daily funds available for the Council and any surplus invested in accordance with the Council's treasury strategy. Interest is then paid to the Police and Crime Commissioner on their balances. These transactions are classified as short term as the Police can terminate the arrangement with 6 months' notice.

Financial assets

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

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

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

Notes to the Financial Statements

Financial Assets Measured at Amortised Cost

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

Where loans are made at less than market rates (soft loans), a loss is recorded in the CIES (debited to the appropriate service) for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal. Interest is credited to the Financing and Investment Income and Expenditure line in the CIES at a marginally higher effective rate of interest than the rate receivable, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. Statutory provisions require that the impact of soft loans on the County Fund Balance is the interest receivable for the financial year – the reconciliation of amounts debited and credited to the CIES to the net gain required against the County Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

Any gains and losses that arise on the de-recognition of an asset are credited or debited to the Financing and Investment Income and Expenditure line in the CIES.

Financial Assets Measured at Fair Value through Profit of Loss

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

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

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

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

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

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

Expected Credit Losses

The Council recognises expected credit losses (impairments) on all of its financial assets held at amortised cost or FVOCI either on a 12-month or lifetime basis. Impairment losses are calculated to reflect the expectation that the future cash flows might not take place because the borrower could

Notes to the Financial Statements

default on their obligations. Credit risk plays a crucial part in assessing losses. Where risk has increased significantly since an instrument was initially recognised, losses are assessed on a lifetime basis. Where risk has not increased significantly or remains low, losses are assessed on the basis of 12-month expected losses. The expected credit loss model applies to financial assets measured at amortised cost and FVOCI, trade receivables, lease debtors, third party loans and financial guarantees.

A simplified approach is applied to trade receivables and lease debtors whereby consideration of changes in credit risk since initial recognition are not required and losses are automatically recognised on a lifetime basis. A collective assessment is made for groups of instruments where reasonable and supportable information is not available for individual instruments without undue cost or effort. The aim will be to approximate the result of recognising lifetime expected credit losses if significant increases in credit risk since recognition had been measurable for the individual instruments.

Loans have been grouped into three types for assessing loss allowances:

Group 1 – loans made to individual organisations. Loss allowances for these loans can be assessed on an individual basis.

Group 2 – loans supported by government funding. As the loan repayments are recycled and the contract allows for a level of default then no additional impairment loss is required.

Group 3 - car loans to employees. Loss allowances are based on a collective assessment.

Impairment losses are debited to the Financing and Investment Income and Expenditure line in the CIES. For assets carried at amortised cost, the credit entry is made against the carrying amount in the Balance Sheet. For assets carried at FVOCI, the credit entry is recognised in Other Comprehensive Income against the Financial Instruments Revaluation Reserve. For loan commitments and financial guarantee contracts, the loss allowance is recognised as a provision.

Impairment losses are not applicable to FVPL assets as the future contractual cash flows are of lesser significance and instead current market prices are considered to be an appropriate reflection of credit risk, with all movements in fair value, including those relating to credit risk, impacting on the carrying amount and being posted to the Surplus or Deficit on the Provision of Services as they arise.

Impairment losses on loans supporting capital purposes, lease debtors and share capital are not a proper charge to the County Fund balance and any gains or losses can be reversed out through the Movement in Reserves Statement to the Capital Adjustment Account.

viii. Fair value measurement

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

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

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

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

Notes to the Financial Statements

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

ix. Government grants and contributions

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

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

Amounts recognised as due to the council are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied. Conditions are stipulations that result in the return of the grant or contribution to the grantor unless the specified use for the grant or contribution is met.

Monies advanced as grants and contributions for which conditions have not been satisfied are carried on the Balance Sheet as creditors. When conditions are satisfied (i.e. will be expended as intended) the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-specific Grant Income (non ring-fenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

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

x. Interests in companies and joint operations

Where the council has the power to exercise significant control or influence over another economic entity, the relationship with that organisation will be assessed to determine if that organisation should be part of the Surrey County Council group for accounting purposes. The requirement to produce group accounts will be based on qualitative factors as well as materiality levels based on the level of transactions between the council and all the organisations in the group.

The Council has determined that it exerts significant control over Hendeca Group Limited (formerly S.E. Business Services Limited), Surrey Choices Limited, Halsey Garton Property Limited and Halsey Garton Residential Ltd as these are all Local Authority Trading Companies wholly owned by the council. In 2022/23 group accounts have been produced due to material balances held by subsidiary companies. The Council has determined it exerts significant control over Connect2Surrey however groups accounts have not been consolidated on the basis of an immaterial balance.

In the Council's own single entity accounts, the value of shares in subsidiary companies are recorded as long-term investments, long-term loans provided to the subsidiaries are held as long-term loans and any debtor and creditor balances between the council and the subsidiaries are also included within the relevant balance. In the group accounts, the single entity county council accounts are combined with the accounts of the subsidiary companies and any intra-group transactions and balances are excluded as part of the consolidation process to give the overall group position. The investment properties held by subsidiaries are held at fair value (see section xv). The Council's investment in the subsidiaries are held as cost on the Council's balance sheet.

Joint operations are arrangements where the parties that have joint control of the arrangement have rights to the assets and obligations for the liabilities relating to the arrangement. The activities undertaken by the council in conjunction with other joint operators involve the use of the assets and resources of those joint operators.

Notes to the Financial Statements

In relation to its interest in a joint operation, the Council as a joint operator recognises:

- its assets, including its share of any assets held jointly;
- its liabilities, including its share of any liabilities incurred jointly;
- its revenue from the sale of its share of the output arising from the joint operation;
- its share of the revenue from the sale of the output by the joint operation;
- its expenses, including its share of any expenses incurred jointly.

In April 2015 the Surrey Better Care Fund was established. This is a joint operation between the council and seven NHS Clinical Commissioning Groups to provide integrated healthcare and support within the area. The council is the lead partner in the fund but shares control with each partner and as such will account for its share of assets, liabilities, revenue and expenditure in the accounts.

The Council is also part of five other minor pooled budget arrangements with NHS bodies to provide services in the local area.

In addition, the council is part of a partnership with East Sussex County Council and Brighton & Hove City Council that aims to provide business services to the public sector. The partnership is established under a Joint Committee. The Joint Committee is responsible for delivering services from a Joint Operating budget. During 2022/23 Surrey County Council, East Sussex County Council and Brighton & Hove City Council contributed to the Joint Operating budget in proportion to their service delivery requirements, which were 50%, 28% and 22% respectively.

xi. Leases

Leases are classified as finance leases where the terms of the lease transfer substantially all the risks and rewards incidental to ownership of the property, plant or equipment from the lessor to the lessee otherwise all other leases are classified as operating leases. Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification. Arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

The Council does not currently have any material finance leases. However from April 2024 under IFRS16, all leases will be treated as if they are finance leases and will be on the balance sheet. See Note 3a Accounting standards issued but not yet adopted for further details.

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 (e.g. there is a rent free period at the commencement of the lease).

The Council as lessor

Operating leases

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

xii. Overheads and support services

Notes to the Financial Statements

The costs of overheads and support services are charged to service segments in accordance with the council's arrangements for accountability and financial performance. As support services are included as service lines in management reporting arrangements they also appear on the face of the Income and Expenditure Statement rather than being recharged over front line services, except for a small proportion which are charged to Public Health and Commercial Services.

xiii. Private Finance Initiative (PFI) and similar contracts

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

The original recognition of these assets at fair value (based on the cost to purchase the property, plant and equipment) is balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment. Non-current assets recognised on the Balance Sheet are re-valued and depreciated in the same way as property, plant and equipment owned by the council. The amounts payable to the PFI operators each year are analysed into five elements:

- **fair value of the services received during the year** is debited to the relevant service in the Comprehensive Income and Expenditure Statement;
- **finance cost** is an interest charge on the outstanding Balance Sheet liability, debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement;
- **contingent rent** is an increase in the amount to be paid for the property arising during the contract, debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement;
- **payment towards liability** is applied to write down the Balance Sheet liability towards the PFI operator (the profile of write-downs is calculated using the same principles as for a finance lease);
- **lifecycle replacement costs** reflect a proportion of the amounts payable to be posted to the Balance Sheet as a prepayment and then recognised as additions to property, plant and equipment when the relevant works are eventually carried out.

The council currently has two PFI contracts and one similar long-term contract, namely:

- Waste;
- Street Lighting;
- Care UK.

xiv. Property, plant and equipment (including assets held for sale)

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

Recognition

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

Notes to the Financial Statements

Measurement

Assets are initially measured at cost, comprising:

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

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

Donated assets are measured initially at fair value. The difference between fair value and any consideration paid is credited to the Taxation and Non-specific Grant Income line of the Comprehensive Income and Expenditure Statement, unless the donation has been made conditionally. Until conditions are satisfied, the gain is held in the Donated Assets Account. Where gains are credited to the Comprehensive Income and Expenditure Statement they are reversed out of the General Fund Balance to the Capital Adjustment Account in the Movement in Reserves Statement.

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

- infrastructure, community assets and assets under construction are held at depreciated historical cost;
- school buildings and fire stations are held at current value, but because of their specialist nature, are measured at depreciated replacement cost which is used as an estimate of current value;
- surplus assets are held at current value which is fair value estimated at highest and best use from a market participant's perspective;
- all other assets are held at current value determined as the amount that would be paid for the asset in its existing use.

For non-property assets (vehicles, equipment and plant) that have short useful lives or low values (or both), depreciated historical cost basis is used as a proxy for current value.

Assets included in the Balance Sheet at current value are re-valued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the year-end, but as a minimum every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains (exceptionally, gains might be credited to the Surplus or Deficit on the Provision of Services where they arise from the reversal of a loss previously charged to a service). Where decreases in value are identified, they are accounted for as follows:

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

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

Impairment

Assets are assessed at each year-end as to whether there is any indication that an asset may be impaired. Where indications exist and any possible differences are estimated to be material, the

Notes to the Financial Statements

recoverable amount of the asset is estimated and, where this is less than the carrying amount of the asset, an impairment loss is recognised for the shortfall.

Where impairment losses are identified they are accounted for in the same way as for a revaluation loss.

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

Depreciation

Depreciation is provided for on all property, plant and equipment assets by the systematic allocation of their depreciable amounts over their useful lives. An exception is made for assets without a determinable finite useful life (i.e. freehold land, community assets and heritage assets) and assets that are not yet available for use (i.e. assets under construction).

Depreciation is calculated on the following bases:

- buildings use a straight-line allocation over the useful life of the property as estimated by the valuer; usually up to 40 years.
- vehicles, plant, furniture and equipment use a straight-line allocation over the useful life of the asset as estimated by a suitably qualified officer. This is usually between 3 and 20 years depending on the type of asset.
- infrastructure assets use a straight-line allocation over the useful life of the asset as estimated by a suitably qualified officer. This can be up to 7 years for minor works and up to 40 years for bridge strengthening.

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

Disposals and non-current assets held for sale

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an asset held for sale. The asset is re-valued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Gains in fair value are recognised only up to the amount of any previously losses recognised in the Surplus or Deficit on Provision of Services. Depreciation is not charged on assets held for sale.

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

Assets that are to be abandoned or scrapped are not reclassified as assets held for sale. When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale) is charged as an impairment to the Other Operating Income & Expenditure line in the Comprehensive Income and Expenditure Statement. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement 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). The asset is then derecognised at zero value. Any revaluation gains

Notes to the Financial Statements

accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts, are credited to the Capital Receipts Reserve and can then only be used for new capital investment. Receipts are appropriated to the reserve from the General Fund Balance in the Movement in Reserves' Statement. The written-off value of disposals is not a charge against council tax as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

For schools that have attained Academy status and disengaged from the council, the net book value of the land and building is de-recognised from the Balance Sheet through a charge to the Financing & Investment Income & Expenditure line of the Comprehensive Income & Expenditure Statement and then reversed out to the Capital Adjustment Account through the Movement in Reserve Statement to ensure there is no impact on the General Fund.

Highways Network Infrastructure Assets:

Highways network infrastructure assets include carriageways, footways and cycle tracks, structures (eg bridges), street lighting, street furniture (eg illuminated traffic signals, bollards), traffic management systems and land which together form a single integrated network.

Recognition:

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

Measurement:

Highways network infrastructure assets are generally measured at depreciated historical cost. However, this is a modified form of historical cost - opening balances for highways infrastructure assets were originally recorded in balance sheets at amounts of capital undischarged for sums borrowed as at 1 April which was deemed at that time to be historical cost.

Where impairment losses are identified, they are accounted for by the carrying amount of the asset being written down to the recoverable amount.

Depreciation:

Depreciation is provided on the parts of the highways network infrastructure assets that are subject to deterioration or depletion and by the systematic allocation of their depreciable amounts over their useful lives. Depreciation is charged on a straight-line basis.

Annual depreciation is the depreciation amount allocated each year.

Useful lives of the various parts of the highways network are as follows:

1. Minor works – surface treatments and other minor works = 7 years
2. Major works - resurfacing and similar subsequent expenditure = 12 years
3. Street lighting – updating to LED and similar works = 20 years
4. Structural maintenance – on roads / carriageways = 12 years
5. Structural works – bridge strengthening etc. = 40 years

In some cases, for specific projects, we will create a separate asset and apply the useful life recommended by the project manager of the project.

Notes to the Financial Statements

Disposals and derecognition:

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

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

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

xv. Investment properties

Investment properties are used solely to earn rentals and/or for capital appreciation and hence the criteria is not met if the property is used in any way to facilitate the delivery of services or the production of goods or is held for sale.

Investment properties are measured initially at cost and subsequently at fair value, which is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. Investment properties are not depreciated but are re-valued annually according to market conditions at year end with gains and losses on revaluation being posted to the Financing and Investment Income line in the Comprehensive Income and Expenditure Statement; the same treatment is applied to gains and losses on disposals.

Net rental income received is credited to the Financing and Investment Income line and result in a gain for the General Fund Balance. However, revaluation and disposal gains and losses are not permitted by statutory arrangements to have an impact on the General Fund Balance. These gains and losses are therefore reversed out of the general fund balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Unapplied Capital Receipts Reserve.

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

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

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

xvii. Provisions, contingent liabilities and contingent assets

Provisions

Notes to the Financial Statements

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

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

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year where it becomes less than probable that a transfer of economic benefits will now be required (or a lower settlement than anticipated is made) the provision is reversed and credited back to the relevant service. Where some or all of the payment required to settle a provision is expected to be recovered from another party (e.g. from an insurance claim) this is recognised as income for the relevant service only if it is certain that reimbursement will be received if the council settles the obligation.

Contingent liabilities

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

xviii. Reserves

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance. When expenditure to be financed from a reserve is incurred, it is charged to the general fund in that year to score against the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement. The reserve is then appropriated back into the General Fund Balance in the Movement in Reserves Statement so that there is no net charge against council tax for the expenditure. Certain reserves are kept to manage the accounting processes for non-current assets, financial instruments, retirement and employee benefits, and do not represent usable resources for the council; these reserves are explained in the relevant policies.

xix. Revenue expenditure funded from capital under statute

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

xx. Schools

The Code of Practice on Local Authority Accounting in the United Kingdom confirms that the balance of control for local authority maintained schools (i.e. those categories of school identified in the Schools Standard Framework Act 1998, as amended) lies with the local authority. The Code also stipulates that those schools' assets, liabilities, reserves and cash flows are recognised in the local authority financial statements (and do not result in a requirement to produce Group Accounts). Therefore schools' transactions, cash flows and balances are recognised in each of the financial statements of the authority as if they were transactions, cash flows and balances of the authority.

xxi. Value Added Tax (VAT)

Notes to the Financial Statements

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, unless it is a rebate from previous years.

Note 3a: Accounting standards issued but not 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 UK.

- **IFRS 16 Leases:** This standard 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 recognition for low-value and short-term leases). CIPFA/LASAAC have deferred implementation of IFRS16 for local government to 1 April 2024. It is too early to give an accurate estimate but this is likely to have a material impact on the council's balance sheet.
- **Definition of Accounting Estimates (Amendments to IAS 8)**
- **Disclosure of Accounting Policies (Amendments to IAS 1 and IFRS Practice Statement 2)**
- **Deferred Tax related to Assets and Liabilities arising from a single transaction (Amendments to IAS 122)**

None of these changes in accounting requirements for 2023/24 are anticipated to have a material impact on the council's financial performance or financial position

Note 4: Critical judgements in applying accounting policies

In applying the accounting policies set out in Note 3, the council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are outlined below:

Issue	Judgement
Property, Plant and Equipment	The Council has a policy to revalue its land and buildings at least every 5 years and undertakes an annual review, based on applying percentage movements on revalued assets to the unvalued asset portfolio, to ensure that the carrying amount of assets not revalued in year is not materially different to their current value at the balance sheet date. 0.1% of assets in the balance sheet have not been revalued in the past 5 years. Due to the value, valuation type and prior valuation date of these assets, and the percentage movements on the revalued assets, we are confident that the value of assets not revalued is not materially different to their current value at the balance sheet date.
Impairment and Expected Credit Losses	IFRS 9 Financial Instruments requires certain classes of financial assets to be impaired based on expected credit losses. We annually review the level of expected credit losses and assess the material impact. Due to the type of financial assets held by the Council, the risk of impairment is low and would attract minimal losses. Based on this, we are not accounting for impairment

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losses except for Trade Receivables. Trade Receivables are impaired on a simplified approach.

Schools accounting

The Code specifies that, under accounting definitions, local authority maintained schools (community, foundation, voluntary aided and voluntary controlled, but not academies or free schools) are separate entities under the control of local authorities for financial reporting purposes and meet the criteria for producing group accounts. However, in order to simplify the consolidation process and to avoid consolidating a considerable number of smaller entities the Code of Practice also confirms that the definition of the single entity financial statements includes all transactions of local authority schools (income, expenditure, assets, liabilities, reserves and cash flows) so instead of being consolidated in group accounts they are consolidated in the main council accounts.

The school as an entity means the management of the school i.e. the governing body, including the head teacher, and the resources it controls rather than the physical fabric of the buildings and grounds. Whether the school as an entity includes the premises and land that the schools operate from will depend on whether these assets are controlled by the school management using the relevant recognition tests for non-current assets included in the Code.

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Note 5: Assumptions made about the future and other major sources of estimation uncertainty

The Statement of Accounts contains estimated figures based on assumptions about the future or that are otherwise uncertain. Estimates take into account historical experience, current trends and other relevant factors. In addition, contingent assets and liabilities, which are not reflected in the statements, are assessed and disclosed in Note 39, and any material items are disclosed in note 7

The items in the council's Balance Sheet at 31 March 2023 for which significant assumptions have been made are set out in the table that follows:

Item	Uncertainties	Effect if actual results differ from assumptions
Property, Plant and Equipment	<p>Asset valuations are based on estimates and assumptions at a point in time but market conditions can fluctuate. Market prices are periodically reviewed to ensure that the Council does not materially misstate its non-current assets.</p> <p>Assets valued on a Depreciated Replacement Cost basis, totalling £500m in the balance sheet, are significantly influenced by</p>	<p>The assumptions on which valuations are based are provided by qualified external valuers and challenged vigorously and therefore considered reliable.</p> <p>However, if assumptions within the methodology do not materialise then there could be a material impact on the value of land and buildings.</p>

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obsolescence rates, BCIS rates and allowances for fees and externals. These require professional judgement and therefore are not certain.

Assets valued on an Existing Use Value basis, totalling £1,405m on the Balance Sheet, are significantly influenced by assumptions around rents and yields.

Surplus assets valued on a Fair Value basis, totalling £35m, are significantly influenced by assumptions around land values, rents and yields.

Fair value measurements

Surplus and Investment Properties cannot be measured based on quoted prices in active markets (i.e. Level 1 inputs), so their fair value is measured using income or market approach valuation techniques. Where possible, the inputs to these valuation techniques are based on observable data, but where this is not possible unobservable inputs, which require judgement, are used to establish fair values. The significant unobservable inputs used in the fair value measurement include assumptions regarding passing rents and yields, estimated sale values, revenue streams and discount rates.

Information about valuation techniques and inputs used in determining the fair value of the Council's assets and liabilities is disclosed in notes 16 and 38.

Sizable changes in any of the unobservable inputs would result in a significant lower or higher fair value measurement for those assets held at fair value.

Pensions Liability

Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the Council with expert

The effects on the net pension liability of changes in individual assumptions can be measured. For instance, a decrease of 0.5% in the real discount rate would result in an increase in the pension liability of £383m for the LGPS, and £68m for the firefighters' pension fund. Accounting standard IAS19 requires the liabilities to be valued using assumptions based on gilt and

Notes to the Financial Statements

advice about the assumptions to be applied. corporate bonds yields. Asset performance being better than expected over the year has led to a decrease in pension deficit.

Note 6: Events after the balance sheet date

The statement of accounts is adjusted to reflect events after the Balance Sheet date, both favourable and unfavourable, that occur between the end of the reporting period and the date when the statement of accounts is authorised for issue that provide evidence of conditions that existed at the end of the reporting period, unless deemed insignificant to the true and fair view of the Council's assets and liabilities. Those events taking place after the date of authorisation for issue will not be reflected in the statement of accounts.

Note 7: Material items of income and expenditure

Included in the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement (CIES) is an derecognition charge of £25.2m related to the derecognition of academy schools (£14.1m in 2021/22). When a school changes status to an academy, the ownership of the land and buildings transfers from the Council to the school. The assets are written out of the balance sheet and an accounting adjustment is made against the Financing and Investment line in the CIES. During 2022/23, 13 schools transferred to academy status (7 in 2021/22).

Note 8: Adjustments between accounting basis and funding basis under regulations

This note sets out the adjustments that are made to the total comprehensive income and expenditure recognised by the Council in the 2022/23 financial year in accordance with proper accounting practice to arrive at the resources that are specified by statutory provisions as being available to the Council to meet future capital and revenue expenditure. The following sets out a description of the reserves that the adjustments are made against.

General Fund Balance

The General Fund is the statutory fund into which all the receipts of an authority are required to be paid and out of which all liabilities of the authority are to be met, except to the extent that statutory rules might provide otherwise. These rules can also specify the financial year in which liabilities and payments should impact on the General Fund Balance, which is not necessarily in accordance with proper accounting practice. The General Fund Balance therefore summarises the resources that the Council is statutorily empowered to spend on its services or on capital investment (or the deficit of resources that the Council is required to recover) at the end of the financial year.

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Capital Receipts Reserve

The Capital Receipts Reserve holds the proceeds from the disposal of land or other assets, which until 2016/17 were restricted by statute from being used other than to fund new capital expenditure or to be set aside to finance historical capital expenditure. The balance on the reserve shows the resources that have yet to be applied for these purposes at the year-end.

From 2016/17, under the Flexible Use of Capital Receipts strategy, local authorities were given the power to use capital receipts from the disposal of property, plant and equipment assets, to spend on the revenue costs of reform projects. Any expenditure must be on projects that are designed to generate ongoing revenue savings in the delivery of public services and/or transform service delivery to reduce costs.

Capital Grants Unapplied

The Capital Grants Unapplied Account (Reserve) holds the grants and contributions received towards capital projects for which the Council has met the conditions that would otherwise require repayment of the monies but which have yet to be applied to meet expenditure. The balance is restricted by grant terms as to the capital expenditure against which it can be applied and/or the financial year in which this can take place.

Notes to the Financial Statements

2022/23	General Fund and Earmarked Reserves £000	Capital Receipts Reserve £000	Capital grant & contributions unapplied reserve £000
Adjustments to the Revenue Resources			
Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:			
Pension costs (transferred to Pension Reserve)	(121,694)		
DSG Deficit (transferred to DSG Adjustment Account)	(31,264)		
Council tax and business rates (transfers to Collection Fund)	9,735		
Holiday pay (transferred to the Accumulated Absences Reserve)	(238)		
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the Capital Adjustment Account):			
Charges for depreciation and impairment of non-current assets	(108,485)		
Revaluation loss on property, plant & equipment	(18,920)		
Other movements in valuation on property, plant and equipment	0		
Movement on fair value on investment property	0		
Amortisation of intangible assets	0		
IFRS9 Capital Impairments	0		
Disposal of academies	(25,201)		
Net gain/(loss) on disposal of investment property	0		
Net gain/(loss) on disposal of financial assets	0		
Revenue expenditure funded from capital under statute	(29,995)		
Deferred Income in respect of PFI schemes	1,123		
Reversal of donated asset adjustment	0		
Net book value of disposals and derecognitions	3,658		
Capital grants & contributions unapplied credited to the Comprehensive Income & Expenditure Account	124,642	0	(124,642)
Total Adjustments to the Revenue Resources	(196,639)		(124,642)
Adjustments between Revenue & Capital Resources			
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	0	(60,495)	
Statutory provision for the repayment of debt (transfer from the Capital Adjustment Account)	29,642		
Capital expenditure financed from revenue balances (transfer to the Capital Adjustment Account)	5,790		
Total Adjustments between Revenue & Capital Resources	35,432	(60,495)	0
Adjustments to Capital Resources			
Application of capital grants to finance capital expenditure	0	0	91,197
Application of capital receipts to reduce capital financing requirement	0	25,553	0
Use of Capital Receipts to fund Revenue Expenditure	0	0	0
Total Adjustments to capital resources	0	25,553	91,197
Total Adjustments	(161,207)	(34,942)	(33,445)

Notes to the Financial Statements

2021/22

	General Fund and Earmarked Reserves	Capital Receipts Reserve	Capital grant & contributions unapplied reserve
	£000	£000	£000
Adjustments to the Revenue Resources			
Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:			
Pension costs (transferred to Pension Reserve)	(138,700)		
DSG Deficit (transferred to DSG Adjustment Account)	(35,729)		
Council tax and business rates (transfers to Collection Fund)	38,090		
Holiday pay (transferred to the Accumulated Absences Reserve)	7,777		
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the Capital Adjustment Account):			
Charges for depreciation and impairment of non-current assets	(89,985)		
Revaluation gain on property, plant & equipment	620		
Other movements in valuation on property, plant and equipment	415		
Movement on fair value on investment property	8,380		
Amortisation of intangible assets	(1,929)		
IFRS9 Capital Impairments	0		
Disposal of academies	(14,302)		
Net gain/(loss) on disposal of investment property	0		
Net gain/(loss) on disposal of financial assets	0		
Revenue expenditure funded from capital under statute	(18,299)		
Deferred Income in respect of PFI schemes	1,123		
Reversal of donated asset adjustment	0		
Net book value of disposals and derecognitions	(18,531)		
Capital grants & contributions unapplied credited to the Comprehensive Income & Expenditure Account	173,437	0	(173,437)
Total Adjustments to the Revenue Resources	(87,633)		(173,437)
Adjustments between Revenue & Capital Resources			
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	0	1,681	
Statutory provision for the repayment of debt (transfer from the Capital Adjustment Account)	26,313		
Capital expenditure financed from revenue balances (transfer to the Capital Adjustment Account)	5,553		
Total Adjustments between Revenue & Capital Resources	31,866	1,681	0
Adjustments to Capital Resources			
Application of capital grants to finance capital expenditure	0	0	79,214
Application of capital receipts to reduce capital financing requirement	0	62,000	0
Use of Capital Receipts to fund Revenue Expenditure	0	0	0
Total Adjustments to capital resources	0	62,000	79,214
Total Adjustments	(55,767)	63,681	(94,223)

Notes to the Financial Statements

Note 9: Transfers to / from earmarked reserves

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

	Balance at 31/03/21	Transfers In	Transfers Out	Balance at 31/03/22	Transfers In	Transfers Out	Balance at 31/03/23
	£000	£000	£000	£000	£000	£000	£000
Investment Renewals	5,054	0	(42)	5,011	0	0	5,011
Equipment Replacement	3,333	372	(254)	3,450	233	(901)	2,784
Budget Equalisation	84,388	41,787	(22,845)	103,330	18,700	(31,435)	90,596
Streetlighting PFI Fund	1,826	0	(636)	1,190	0	(636)	555
Insurance	10,635	588	(1,967)	9,257	725	(1,175)	8,806
Eco Park Sinking Fund	23,111	0	(970)	22,141	0	(2,204)	19,937
Capital Investment	7,389	158	(60)	7,487	135	(2,383)	5,239
Interest Rate	1,600	0	0	1,600	0	0	1,600
Economic Prosperity	11,744	0	0	11,744	0	0	11,744
Revolving Investment & Infrastructure Fund	11,139	0	0	11,139	0	0	11,139
Business Rate Appeals	28,601	0	0	28,601	0	0	28,601
Transformation	1,068	2,621	(621)	3,068	15,000	(10,334)	7,734
COVID-19 Emergency Fund	6,135	0	(277)	5,858	0	(5,358)	500
CFLC Inspection and System Improvements	683	74	(501)	256	13	(98)	171
Total General Fund Reserves	196,706	45,618	(28,173)	214,153	19,807	(39,524)	194,436
Schools Balances	50,681	5,956	(4,481)	52,155	8,859	(11,571)	49,443
SEND High Needs Block	83,105	35,298	0	118,404	31,264	0	150,099
Total School Reserves	133,786	41,154	(4,481)	170,559	40,123	(11,571)	204,535
Revenue Grants Unapplied	35,500	809,914	(761,024)	84,390	962,511	(904,847)	142,054
Total Earmarked Reserves	365,992	896,786	(793,678)	469,100	1,022,441	(955,942)	535,599

Investment renewals reserve: Enables investment in service developments. The reserve makes loans to services for invest to save projects, which may be repayable. The recovery of the loan is tailored to the requirements of each business case, which is subject to robust challenge before approval as a part of the Council's governance arrangements.

Equipment replacement reserve: Enables services to set aside revenue budgets to meet future replacement costs of large equipment items. Services make annual revenue contributions to the reserve and make withdrawals to fund purchases.

Budget equalisation reserve: The budget equalisation reserve was set up to support future years' revenue budgets from unapplied income and budget carry forwards

Street Lighting PFI reserve: This reserve holds the balance of the street lighting PFI grant income over and above that used to finance the PFI to date. The balance in this reserve will be used in future years when the expenditure in year will exceed the grant income due to be received in the same year.

Insurance reserve: This reserve holds the balance resulting from a temporary surplus or deficit on the Council's self-insurance fund and is assessed by an actuary for the possible liabilities the Council may

Notes to the Financial Statements

face. The company had limited funds to meet its liabilities, consequently, future claims against policy years covered by MMI may not be fully paid, so would be funded from this reserve.

Eco park sinking fund: To fund the future of the Council's waste disposal project from surpluses in the initial years.

Capital Investment reserve: The general capital reserve holds capital resources, other than capital receipts, available to fund future capital expenditure.

Interest rate reserve: This reserve is to enable the Council to fund its capital programme from borrowing in the event of an expected change in interest rates or other borrowing conditions.

Economic Prosperity reserve: This reserve will be used to fund projects that will increase economic development in the county. This reserves includes a balance that was previously held separately in a reserve called Economic Downturn reserve.

Revolving investment & infrastructure fund: The revolving infrastructure & investment fund was established in the 2013-18 Medium Term Financial Plan in order to provide the revenue costs of funding infrastructure and investment initiatives that will deliver savings and enhance income in the longer term.

Business rate appeals reserve: As part of the localisation of business rates the Council is liable to refund businesses for its share of business rates if it is determined that a business has been overcharged rates. This reserve will be used to fund any successful appeals. As a pilot authority for the 100% Business Rates Retention Scheme the Council received additional benefits from the collecting authorities releasing provisions for appeals.

Transformation Reserve: This reserve is to provide a source of funding for the Council to invest in the continuing transformation of its services

COVID-19 Emergency Funding reserve: Funding received to support the authority to fund the loss of income and extra costs for 2021/22 and beyond arising from COVID-19.

CFLC Inspection and System Improvements reserve: This reserve will be used to fund additional costs in preparation for the OFSTED re-inspection as well as reviewing and renewal of the monitoring and recording case system for children social care services.

School balances: Balances related to delegated school budgets. The statutory authority to commit the resources rests with school governors.

SEND High Needs Block reserve: Expenditure on High Needs Block should be covered by DSG (Dedicated School Grant). Until this funding is confirmed and received from the Department for Education, the Council has created an earmarked reserve, funded from the revenue budget, to mitigate this risk. A corresponding credit entry has been made under the school reserves line.

Revenue Grants Unapplied reserve: This reserve holds government revenue grants received in previous financial years which will be used to fund expenditure in the future.

Notes to the Financial Statements

Note 10: Other operating income and expenditure

Net Expenditure		Gross Expenditure	Income	Net Expenditure
2021/22		2022/23	2022/23	2022/23
£000		£000	£000	£000
1,090	Land Drainage Precept	1,322		1,322
797	Contributions from Trading Services	22,038	(21,734)	303
(1,681)	(Gain) or Loss on disposal of non-current assets	0	(3,658)	(3,658)
206		23,360	(25,392)	(2,032)

Note 11: Financing and investment income and expenditure

The council earns income in the form of interest on its cash balances and lending and incurs interest charges on its outstanding debt and leases. In addition, it pays interest to third parties on the balances held on their behalf, including Surrey Police and Crime Commissioner and various trust funds.

The table below shows the interest paid, interest received and other similar charges during the year.

Net Expenditure		Gross Expenditure	Income	Net Expenditure
2021/22		2022/23	2022/23	2022/23
£000				
28,673	Interest payable and similar charges	29,372		29,372
44,353	Net interest on the net defined benefit liability (Note 38)	99,607	(66,064)	33,543
(15,055)	Interest receivable and similar income		(18,354)	(18,354)
(8,380)	Net (gains)/losses on financial assets at fair value through profit and loss	6,024	0	6,024
(4,482)	Income & expenditure in relation to investment properties (Note 14)	7,439	(4,773)	2,666
14,055	Disposal charge for the derecognition of schools that transfer to Academy status	25,201		25,201
59,164		167,643	(89,191)	78,452

Notes to the Financial Statements

Note 12: Council tax and general grants & contributions

2021/22		2022/23
£000		£000
	Local taxation:	
(786,963)	- Council tax income	(836,400)
(130,703)	- Business rate income	(104,289)
	Grants and contributions:	
(74,560)	- Non ring-fenced government grants	(131,593)
(154,692)	- Capital grants and contributions	(100,589)
<u>(1,146,919)</u>		<u>(1,172,871)</u>

Notes to the Financial Statements

Note 13: Property, plant & equipment

Movement on balances	31 March 2022 £'000	31 March 2023 £'000
Infrastructure Assets	470,898	500,999
Other PPE assets	1,468,433	1,593,489
Total	1,939,331	2,094,488

	Land and Buildings	Vehicle, Plant and Equipment	Community Assets	Surplus Assets	Assets Under Construction	Total Property Plant & Equipment
Cost	£000	£000	£000	£000	£000	£000
Balance at 1 April 2022	1,395,092	126,424	7,704	35,344	21,085	1,585,649
Additions*	49,324	19,232	698	785	21,535	91,574
Donations						0
Revaluations increases recognised in the Revaluation Reserve	155,860	0	0	12,835	0	168,695
Revaluations decreases recognised in the Revaluation Reserve	(21,696)	0	0	(5,136)	0	(26,832)
Revaluation increases (reversal of previous losses) recognised in the deficit on the CIES	6,419	0	0	592	0	7,011
Revaluation decreases recognised in the deficit on CIES	(19,879)	0	0	(4,343)	0	(24,222)
Transfers between asset classes	(14,653)	2,258	0	(6,121)	(4,898)	(31,403)
Derecognition & Disposals	(7,648)	(931)	0	0	32	(8,547)
Derecognition - Academies	(27,430)	0			0	(27,430)
At 31 March 2023	1,515,388	146,983	8,402	33,957	37,754	1,742,485
Accumulated Depreciation and Impairment						
at 1 April 2022	(65,165)	(52,045)	0	(6)	0	(117,216)
Depreciation charge	(45,474)	(9,911)	0	(29)	0	(55,285)
Impairment	0	0	0	0	0	0
Depreciation written out to the Revaluation Reserve	13,043	0	0	4	0	12,909
Revaluation losses recognised in the CIES	4,633	0	0	32	0	4,665

Notes to the Financial Statements

Revaluation increases (reversal of previous losses) recognised in the CIES	2,819	0	0	0	0	2,819
Trans between asset classes	(11)	0	0	0	0	0
Derecognition - Disposals	470	449	0	0	0	887
Derecognition - Academies	2,229	0	0	0	0	2,229
At 31 March 2023	(87,456)	(61,507)	0	1	(32)	(148,992)
Net Book Value						
at 31 March 2022	1,329,927	74,379	7,704	35,338	21,085	1,468,433
at 31 March 2023	1,427,931	85,476	8,402	33,958	37,722	1,593,489

	Land and Buildings	Vehicle, Plant and Equipment	Community Assets	Surplus Assets	Assets Under Construction	Total Property Plant & Equipment
Cost	£000	£000	£000	£000	£000	£000
Balance at 1 April 2021	1,358,322	82,230	7,552	34,660	46,029	1,528,843
Additions*	34,605	13,651	152	1,128	11,266	60,802
Donations						0
Revaluations increases recognised in the Revaluation Reserve	81,196	0	0	6,690	0	87,886
Revaluations decreases recognised in the Revaluation Reserve	(7,947)	0	0	(2,001)	0	(9,948)
Revaluation increases (reversal of previous losses) recognised in the deficit on the CIES	6,246	0	0	1,190	0	7,436
Revaluation decreases recognised in the deficit on CIES	(7,611)	0	0	(1,582)	0	(9,193)
Transfers between asset classes	(26,994)	31,317	0	(456)	(36,210)	(32,344)
Derecognition & Disposals	(27,774)	(685)	0	(4,285)	0	(32,743)
Derecognition - Academies	(15,001)	(88)				(15,090)
At 31 March 2022	1,395,092	126,424	7,704	35,344	21,085	1,585,649

Accumulated Depreciation and Impairment						
at 1 April 2021	(50,793)	(45,433)		(4)		(96,230)
Depreciation charge	(36,355)	(7,219)	0	(2)	0	(43,576)
Impairment	0	0	0	0	0	0
Depreciation written out to the Revaluation Reserve	17,092	0	0	0	0	17,092

Notes to the Financial Statements

Revaluation losses recognised in the CIES	1,478	0	0	0	0	1,478
Revaluation increases (reversal of previous losses) recognised in the CIES	899	0	0	0	0	899
Trans between asset classes	1,921	(25)	0	0	0	1,896
Derecognition - Disposals	(426)	616	0	0	0	190
Derecognition - Academies	1,019	16	0	0	0	1,035
At 31 March 2022	(65,165)	(52,045)	0	(6)	0	(117,216)
Net Book Value						
at 31 March 2021	1,307,579	36,797	7,552	34,656	46,029	1,432,613
at 31 March 2022	1,329,927	74,379	7,704	35,338	21,085	1,468,433

* These amounts include assets acquired under PFI schemes (see note 36), but excludes £30m revenue expenditure funded from capital under statute (£18.3m in 2021/22).

INFRASTRUCTURE ASSETS

Movement on balances	2021/22 £'000	2022/23 £'000
Net Book Value (Modified Historical Cost)		
At 1 April	432,384	470,898
Additions	83,263	79,708
Transfers in	2,118	2,238
Depreciation	(46,867)	(51,846)
Impairment	0	0
Other movements in cost	38,514	30,100
Net Book Value		
At 31 March	470,898	500,999

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

The authority has detailed records supporting the gross cost and accumulated depreciation for infrastructure assets. The authority had chosen not to disclose this information as the previously reported practices and resultant information deficits could mean that the gross cost and accumulated depreciation are not measured accurately and would not provide the basis for the users of the Financial statements to take economic or other decisions relating to infrastructure assets.

The authority has determined in accordance with Regulation 30M of the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2022 that the carrying amounts to be derecognised for infrastructure assets when there is replacement expenditure is nil.

Notes to the Financial Statements

Revaluations

The council carries out a rolling programme that ensures that all Land and Buildings, except a small proportion of the portfolio for school's tied accommodation, required to be measured at current value is revalued at least every five years. Valuations of land and buildings were carried out by Montagu Evans, in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors, and are the best estimate of the assets' values at 31 March 2023.

		Land and Buildings £000s	Surplus assets £000s
Carried at current value not valued in the last 5 years		31,181	656
Carried at current value. Last revalued as at:	31-Mar-19	216,304	40
	31-Mar-20	214,816	0
	31-Mar-21	421,662	0
	31-Mar-22	228,686	11,063
	31-Mar-23	315,282	22,199
Total		1,427,931	33,958

Revaluation changes

During 2022/23 the Council has recognised a net revaluation gain of £145.2m in total across all PPE classes. The result was a revaluation loss of £9.7m charged to the Comprehensive Income and Expenditure Statement, and a £154.9m gain offset from the balance in the revaluation reserve in relation to these assets. The majority of land and building assets are re-valued based on existing use value, as part of the five-year rolling programme by external valuers. Schools buildings and fire stations are re-valued at depreciated replacement cost.

The fair value hierarchy of surplus assets at 31 March are as follows:

	Quoted markets in active markets for identical assets (Level 1) £000s	Other significant observable inputs (Level 2) £000s	Significant unobservable inputs (Level 3) £000s	Total £000s
Recurring fair value measurements using:				
Surplus assets (NBV) at 31 March 2023	0	27,323	6,635	33,958
Surplus assets (NBV) at 31 March 2022	0	35,338	0	35,338

The surplus assets are measured at Level 2 in the fair value hierarchy where the measurement technique uses inputs other than quoted prices that are observable for the asset or liability, either directly or indirectly, and are measured at Level 3 where there are significant unobservable inputs for

Notes to the Financial Statements

the asset or liability. Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either in the principal market for the asset or liability, or in the absence of a principal market, in the most advantageous market for the asset or liability.

Capital commitments

At 31 March 2023, the Council has entered into a number of contracts for the acquisition/enhancement of Property, Plant & Equipment in 2022/23 and future years, budgeted to cost £42.94m. Similar commitments at 31 March 2022 were £67.97m.

Description/Project	Total at 31/03/2023 £000s	Total at 31/03/2022 £000s
Schools Basic Need/SEND	12.64	41.00
LAC Schemes	0	4.65
Schools Maintenance	1.72	2.29
Decarbonisation Schemes	2.93	0
DB&I Project – Unit 4	1.16	5.40
Unicorn WAN/WiFi services	3.50	0
Corporate Capital Maintenance	2.69	2.33
Purchase of New Fire Appliances	2.16	1.80
ASC Community Equipment Service	0	10.50
Highway/Structural Maintenance Schemes	9.95	0.00
Traffic Signals	2.88	0.00
Street Lighting LED	2.03	0.00
Bridge Strengthening	1.28	0
Total	42.94	67.97

Note 14: Investment properties

Investment properties are those that are held solely to earn rental income and/or for capital appreciation. Investment properties are measured initially at cost and subsequently at fair value. Properties are not depreciated, with gains and losses on revaluation being posted to the Financing and Investment income and Expenditure line in the Comprehensive Income and Expenditure Statement. The line is also credited/debited with gains/losses on the disposal of properties, measured as the difference between the carrying amount and sale proceeds.

2021/22		2022/23
£000		£000
7,361	Rental income from investment property	4,773
(2,879)	Direct operating expenses arising from investment property	(1,415)
4,482	Net gain/(loss)	3,358
0	Loss on sale of investment property	(3,935)
8,380	Net gain/(loss) on fair value adjustments	6,087

Notes to the Financial Statements

12,862 **Income & expenditure in relation to investment properties**

2,152

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

2021/22		2022/23	Offices	Retail	Other	Fair Value Hierarchy
£000		£000	£000	£000	£000	
122,312	Balance at start of the year	131,240	127,050	2,800	1,390	Level 3
380	Additions	9	9			
(247)	Reclassification	27	27			
0	Disposals	(27,500)	(27,500)			
8,795	Net gain/(loss) from fair value adjustments*	(6,224)	(5,639)	(765)	180	
131,240	Balance at end of the year	97,552	93,947	2,035	1,570	Level 3

*The valuation of Investment Properties is based on prevailing market conditions and existing lease agreements as at 31 March 2023.

The fair value of the Council's investment properties has been based on the market approach using current market conditions and recent sales prices and other relevant information for similar assets in the local authority area. Market conditions are such that similar properties are actively purchased and sold and the level of unobservable inputs are significant, leading to the properties being categorised at Level 3 in the fair value hierarchy. Surrey County Council have used a valuer to determine the value of the properties who have used their professional judgement. The fair value calculation takes into account the prevailing market conditions and lease agreements in place as at 31 March 2023. The council's valuers use valuation techniques to determine the fair value of investment property. This involves developing estimates and assumptions consistent with how market participants would price the property. The valuers base their assumptions on observable data as far as possible, but this is not always available. In that case, the valuers use the best information available.

The revaluation gain or loss does not impact upon the general fund of the Council – there are no adverse implications for the taxpayer of any loss since financial adjustments of this nature are excluded from the calculation of the revenue requirements of the Council by statute. Any gain or loss is unrealised and it would only become a realised gain or loss if the Council decided to sell the asset at the time of the revaluation and at the revaluation value. The Investment Board, on behalf of the Council, is however able to determine whether to continue to hold the asset or whether to sell at a time of its choosing and as this is the case it is unlikely that there will be a realised loss since assets will generally only be sold when it is beneficial to do so. Significant changes in any of the unobservable inputs in relation to rent growth, vacancy levels or discount rates would result in a significantly lower or higher fair value measurement for the investment properties and surplus assets.

Details of the authority's investment properties and information about the fair value hierarchy at 31 March 2023 and 2022 are as follows:

Notes to the Financial Statements

Recurring fair value measurements using:	Quoted markets in active markets for identical assets (Level 1) £000s	Other significant observable inputs (Level 2) £000s	Significant unobservable inputs (Level 3) £000s	Fair value as at 31 March 2023 £000s
Residential (market rental) properties	-	-	1,490	1,490
Office units	-	-	87,860	87,860
Commercial units	-	-	2,035	2,035
Total	-	-	91,385	91,385

Recurring fair value measurements using:	Quoted markets in active markets for identical assets (Level 1) £000s	Other significant observable inputs (Level 2) £000s	Significant unobservable inputs (Level 3) £000s	Fair value as at 31 March 2022 £000s
Residential (market rental) properties	-	-	1,285	1,285
Office units	-	-	126,600	126,600
Commercial units	-	-	3,355	3,355
Total	-	-	131,240	131,240

Level 3 fair values for Investment properties are based on the valuation technique of capitalising the existing rent on the lease by the term of years to the next rent review or lease expiry, whichever is the earlier. Rental values are derived from comparable evidence, online data and knowledge of the market in Surrey.

Note 15: Foundation, voluntary aided and voluntary controlled schools and academies

A number of balances relating to schools are included within the Council's Statement of Accounts. However, certain types of schools are excluded from the Council's balance sheet.

Local authority-maintained schools (community, foundation, voluntary aided and voluntary controlled, but not academies or free schools) are separate entities under the control of local authorities for financial reporting purposes and meet the criteria for producing group accounts. However, in order to simplify the consolidation process and to avoid consolidating a considerable number of smaller entities, the Code confirms that the definition of the single entity financial statements includes all transactions of local authority schools (income, expenditure, assets, liabilities, reserves and cash flows) so instead of being consolidated in group accounts they are consolidated in the main county council accounts.

The school as an entity means the management of the school i.e. the governing body including the head teacher and the resources it controls rather than the physical fabric of the buildings and grounds.

Notes to the Financial Statements

Whether the school as an entity includes the premises and land that the schools operate from will depend on whether these assets are controlled by the school management using the relevant recognition tests for non-current assets included in the Code.

Foundation

Foundation schools are owned by a trust and the local council have a significant control over the school through funding arrangements, representation on the governing body of the school and legal rights around the disposal of assets. SCC has significant control over the resources inherent in an asset as a result of substantive and enforceable rights, therefore SCC has recognised foundation school assets on the balance sheet since 2014/15.

Voluntary aided

Voluntary aided schools are endowed by a trust and the Schools Standards Framework Act determines that the trustees own the school buildings and the governing bodies are responsible for the provision of premises and all capital work to school buildings. The Council is statutorily responsible for the land, consequently, values for the buildings have not been consolidated in this balance sheet, but values for the playing fields have been included as non-current assets.

Voluntary controlled

Voluntary controlled schools are owned by a charity but the local council runs the schools and employs the staff. The Council is normally the freeholder of the non-current assets and accordingly the school premises have been recognised as property, plant and equipment in this balance sheet.

Academies

During 2022/23, 13 schools had transferred to academy status. 3 were Community Schools, 7 were Aided Schools, 2 were Foundation Schools and 1 was Voluntary Controlled. Academy schools are owned and managed completely independently of the local authority and therefore the non-current assets have been excluded from this balance sheet.

Note 16: Financial instruments

Categories of Financial Instruments

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

Financial Assets	31 March 2022	31 March 2023
	£000	£000
Fair value through profit or loss		
Long Term Investments		
Cash	140,700	96,500
Total	140,700	96,500
Amortised Cost		
Long Term Investments	97,036	97,036
Long Term Debtors	242,176	241,740
Short Term Investments		0
Short Term Debtors	68,767	176,107
Cash	31,244	10,469
Total	439,223	525,352
Total Financial Assets	579,923	621,852
Non-Financial Assets	2,224,992	2,311,525
Total	2,804,915	2,933,337

Financial Liabilities	31 March 2022	31 March 2023
	£000	£000
Amortised Cost		
Long Term Borrowings	496,845	480,420
Short Term Borrowings	228,432	171,152
Short Term Creditors	133,133	176,107
PFI, Lease	91,580	75,349
Other 3 rd Party Balances	6,149	6,197
Total Financial Liabilities	956,139	907,528
Non-Financial Liabilities	2,001,877	2,858,052
Total	2,958,016	1,950,524

Categories of Financial Assets and Financial Liabilities

The following categories of financial assets and liabilities are carried in the Balance Sheet

Notes to the Financial Statements

31 March 2022			31 March 2023		
Non Current £'000	Current £'000	Total £'000	Non Current £'000	Current £'000	Total £'000
Financial Assets					
339,212	100,011	439,223	338,776	186,576	525,352
		140,700			96,500
0	140,700	140,700		96,500	96,500
339,212	240,711	579,923	338,776	283,076	621,852
Financial Liabilities					
496,845	525,428	1,022,273	480,420	427,108	907,528
496,845	525,428	1,022,273	480,420	427,108	907,528

The Council does not hold any financial Liabilities measured at fair value through profit or loss.

Investments in Equity Instruments Designated at Fair Value through Other Comprehensive Income

No financial assets or liabilities were classed as fair value through other comprehensive income.

Reclassifications

No financial assets or liabilities were re-classified during the year.

Income, Expense, Gains and Losses

	2021/22		2022/23	
	Surplus or Deficit on the Provision of Services £000	Other Comprehens ive Income and Expenditure £000	Surplus or Deficit on the Provision of Services £000	Other Comprehens ive Income and Expenditure £000
Net gains/(losses) on:				
Financial assets measured at fair value through profit or loss – fair value	(0)		0	
Financial assets measured at fair value through profit or loss – dividend	0		0	
Total net gains /(losses)	(0)		0	
Interest revenue:				
Financial assets measured at amortised cost	(14,784)		(18,015)	
Interest expense:				
Financial assets measured at amortised cost	78,009		29,372	

Fair Value

Basis for recurring fair value measurements:

Notes to the Financial Statements

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

Fair Value of Financial Assets

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

Recurring fair value measurements	Input level in fair value hierarchy	Valuation technique used to measure fair value	As at 31/3/22 £000	As at 31/3/23 £000
Fair Value through Profit or Loss				
Cash (Money Market Funds)	Level 1	Unadjusted quoted prices in active markets for identical shares	140,700	96,500

Transfers between Levels of the Fair Value Hierarchy

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

Changes in the Valuation Technique

There has been no change in the valuation technique used during the year for the financial instruments.

Reconciliation of Fair Value Measurements for Financial Assets Carried at Fair Value Categorised within Level 3 of the Fair Value Hierarchy for Financial Assets

There were no instruments, measured at fair value, that were at level 3 in the hierarchy.

Fair Values of Financial Assets and Financial Liabilities that are not measured at fair value but for which fair value disclosures are required

Except for the financial assets carried at fair value, all other financial liabilities and financial assets represented by amortised cost and long-term debtors and creditors are carried on the balance sheet at amortised cost. Their fair value can be assessed by calculating the present value of the cash flows that take place over the remaining life of the instruments, using the following assumptions:

- For loans from the PWLB payable, PWLB prevailing market rates have been applied to provide the fair value under PWLB debt redemption procedures.

Notes to the Financial Statements

- For non-PWLB loans payable, PWLB prevailing market rates have been applied to provide the fair value under PWLB debt redemption procedures;
- For loans receivable prevailing benchmark market rates have been used to provide the fair value;
- No early repayment or impairment is recognised;
- Where an instrument has a maturity of less than 12 months or is a trade or other receivable the fair value is taken to be the carrying amount or the billed amount;
- The fair value of trade and other receivables is taken to be the invoiced or billed amount.

Notes to the Financial Statements

The fair values calculated are as follows:

Financial Liabilities	31 March 2022		31 March 2023	
	Carrying amount	Fair value	Carrying amount	Fair value
	£000	£000	£000	£000
Long Term Borrowings - PWLB	471,581	574,978	456,182	382,446
Long Term Borrowings - Other	25,265	31,692	24,237	21,080
Short Term Borrowings	228,432	228,432	171,152	171,152
Short Term Creditors	133,133	133,133	174,407	174,407
PFI, Lease	91,580	119,708	75,349	88,013
Other 3 rd Party Balances	6,149	6,149	6,197	6,197
Total	956,140	1,094,092	907,528	843,295

The fair value of borrowings is higher than the carrying amount because the portfolio of loans includes a number of fixed rate loans where the interest rate payable is higher than the prevailing rates at the Balance Sheet date. This shows a notional future loss, based on economic conditions at 31 March 2023, arising from a commitment to pay interest to lenders above current market rates.

Financial Assets	31 March 2022		31 March 2023	
	Carrying amount	Fair value	Carrying amount	Fair value
	£000	£000	£000	£000
Long Term Investments	97,036	97,036	97,036	97,036
Long Term Debtors	242,176	242,176	241,740	248,079
Short Term Debtors	68,767	68,767	176,420	176,420
Cash	31,244	31,244	10,469	10,469
Total	439,223	439,223	525,665	532,004

Short term debtors and creditors are carried at cost as this is a fair approximation of their value. Long term debtors are mainly made up of loans to the Council's investment property vehicle, Halsey Garton Property Ltd.

Notes to the Financial Statements

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

31 March 2023

Recurring fair value measurements using:	Quoted prices in active markets for identical assets (Level 1)	Other significant observable inputs (Level 2)	Significant unobservable inputs (Level 3)	Total
	£000	£000	£000	£000
Financial liabilities				
Long Term Borrowings		403,526		403,526
Short Term Borrowings		171,152		171,152
Short Term Creditors		174,407		174,407
PFI, Lease			88,013	88,013
Other 3 rd Party Balances		6,197		6,197
Total		755,282	88,013	843,295
Financial assets				
Long Term Debtors		248,079		248,079
Long Term Investments			97,036	97,036
Short Term Debtors		176,420		176,420
Cash		10,469		10,469
Total		434,968	97,036	532,004

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

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

Financial Assets

- average rate of interest at 31 March 2023 of 4.12% for loans receivable, based on new lending rates for equivalent loans at that date;
- the fair value of trade and other receivables is taken to be the invoiced or billed amount.

Financial Liabilities

- no early repayment is recognised;
- average rate of interest rates at 31 March 2023 of 3.64% for loans payable based on new lending rates for equivalent.

Notes to the Financial Statements

Nature and extent of risks arising from Financial Instruments

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

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

Overall procedures for managing risk

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

The procedures for risk management are set out through a legal framework based on the Local Government Act 2003 and associated regulations. These require the Council to comply with the CIPFA Prudential Code, 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 the adoption of a Treasury Policy Statement and treasury management clauses within its financial regulations/standing orders/constitution;
- by approving annually in advance prudential and treasury indicators for the following three years limiting:
 - The Council's overall borrowing;
 - Its maximum and minimum exposures to the maturity structure of its debt;
 - Its management of interest rate exposure;
 - Its maximum annual exposures to investments maturing beyond a year.
- by approving an investment strategy for the forthcoming year setting out its criteria for both investing and selecting investment counterparties.

These are required to be reported and approved at or before the Council's annual Council Tax setting budget or before the start of the year to which they relate. These items are reported with the annual treasury management strategy 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 annual treasury management strategy which incorporates the prudential indicators was approved by the Audit and Governance Committee on 29 January 2022 and is available on the Council website.

The key issues within the strategy were:

- The Authorised Limit for 2022/23 was set at £1,902m. This is the maximum limit of external borrowings or other long-term liabilities;

Notes to the Financial Statements

- The Operational Boundary was set at £1,756m. This is the expected 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% based on the Council's net debt;
- The maximum and minimum exposures to the maturity structure of debt.

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

Credit Risk

Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to the authority's customers. This risk is minimised through the Annual Investment Strategy, which is available on the authority's website.

Credit Risk Management Practices

The Council's credit risk management practices are set out in the Annual Investment Strategy. With particular regard to determining whether the credit risk of financial instruments has increased significantly since initial recognition.

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

The credit criteria in respect of financial assets held by the Council are detailed below:

The Council uses the creditworthiness service provided by Link Asset Services. This service uses a sophisticated modelling approach with credit ratings from all three rating agencies - Fitch, Moody's and Standard and Poor's, forming the core element. However, it does not rely solely on the current credit ratings of counterparties but also uses the following as overlays:

- credit watches and credit outlooks from credit rating agencies
- CDS spreads to give early warning of likely changes in credit ratings
- sovereign ratings to select counterparties from only the most creditworthy countries

The full Investment Strategy for 2022/23 was approved by the Audit and Governance Committee on 25 January 2022 and is available on the Council's website.

Customers for goods and services are assessed, taking into account their financial position, past experience and other factors, with individual credit limits being set in accordance with internal ratings in accordance with parameters set by the Council.

The majority of the Council's long-term debtors and investments are with the subsidiary company Halsey Garton, which is an investment property vehicle. While there are inherent market risks of changes in value of investment property, the Council has full control of the company so the risk of default is deemed to be negligible. The investment portfolio is spread between a variety of locations and uses, reducing the risk of a loss of value in one area.

A risk of irrecoverability applies to all of the Council's deposits, but there was no evidence at the 31 March 2023 that this was likely to crystallise.

Notes to the Financial Statements

Amounts Arising from Expected Credit Losses (ECL)

The changes in loss allowance during 2022/23 are as follows:

	12 Month ECL	Lifetime ECL	Lifetime ECL – Simplified Approach	Total
	£000	£000	£000	£000
Opening balance 1 April 2022	1,603		9,484	11,087
Change in credit loss			(546)	(546)
Closing balance 31 March 2023	1,603		8,938	10,541

12 Month ECL includes some third-party loans. Lifetime ECL simplified includes debtor system invoices (previously presented as provision for bad debt).

Collateral – During the reporting period the Council held no collateral as security.

Liquidity risk

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

The Council has ready access to borrowings from the money markets to cover any day to day cash flow need, and the PWLB and money markets for access to longer term funds. The Council is also required to provide a balanced budget through the Local Government Finance Act 1992, which ensures sufficient monies are raised to cover annual expenditure. There is therefore no significant risk that it will be unable to raise finance to meet its commitments under financial instruments.

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

	31 March 2022	31 March 2023
	£000	£000
Less than one year	240,711	283,076
Between one and five years		
More than five years	339,212	338,776
Total	579,923	621,852

Refinancing and Maturity risk

The Council maintains a significant debt and investment portfolio. Whilst the cash flow procedures above are considered against the refinancing risk procedures, longer-term risk to the Council relates to 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 placed for greater than one year in duration are the key parameters used to address this risk. The Council approved treasury and investment strategies address the main risks and the central treasury team address the operational risks within the approved parameters. This includes:

Notes to the Financial Statements

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

The maturity analysis of financial liabilities is as follows, with the maximum and minimum limits for fixed interest rates maturing in each period (approved by Council in the Treasury Management Strategy):

	Approved Minimum Limit	Approved Maximum Limit	31 March 2022	31 March 2023
	%	%	%	%
Less than one year	0%	50%	35%	26%
Between one and two years	0%	50%	0%	0%
Between two and five years	0%	50%	1%	2%
Between five and ten years	0%	75%	8%	6%
More than ten years	25%	100%	56%	59%

Market risk

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

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

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

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

Notes to the Financial Statements

better long term returns, similarly the drawing of longer term fixed rates borrowing would be postponed.

Price risk

The Council, excluding the pension fund, does not generally invest in equity shares or marketable bonds.

Foreign exchange risk

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

Notes to the Financial Statements

Note 17: Short term debtors

31/03/2022		31/03/2023
£000		£000
12,890	HMRC Debtors	11,165
47,569	Accounts Receivable Debtors	51,279
38,286	Collection Fund Debtors	43,402
21,590	Adult Social Care Debtors	25,403
18,101	Payments in Advance	27,566
51,175	Other Debtors	88,260
189,611	Total	247,075

Note 18: Cash and cash equivalents

The balance of cash and cash equivalents is made up of the following elements:

31/03/22		31/03/23
£000		£000
31,244	General account	10,469
140,700	Money market funds	96,500
171,944	Total cash and cash equivalents	106,969

Note 19: Assets held for sale

Assets held for sale (current)		Assets held for sale (current)
31/03/2022		31/03/2023
£000		£000
	Balance outstanding at 1 April	27,714
	Assets newly classified as held for sale:	
27,714	- Property, plant and equipment	21,159
	Assets de-classifieds as held for sale	0
	Revaluation gain	1
	Revaluation loss	(2,970)
0	Assets sold	(2,930)
27,714	Balance outstanding at 31 March	42,974

Notes to the Financial Statements

Note 20: Creditors

31/03/22	31/03/23
£000	£000
(21,500) HMRC Creditors	(23,070)
(29,220) Accounts Payable Creditors	(20,930)
(30,076) Collection Fund Creditors	(32,246)
(63,681) Receipts in Advance	(65,994)
(107,418) Other Creditors	(144,893)
(251,895) Total	(287,133)

Note 21: Provisions

	Business Rates Appeals	Insurance liabilities	Fire fighters Pensions Fund	Redundancy	Other provisions	Total provisions
	£000	£000	£000	£000	£000	£000
Balance at 1 April 2022	6,674	6,348	0	0	3,480	16,502
Additional provisions made in 2022/23		2,156				2,156
Amounts used in 2022/23	(787)	(2,157)			(829)	(3,773)
Unused amounts reversed in 2022/23						
Balance at 31 March 2023	5,887	6,347	0	0	2,651	14,885
Current Provisions					2,651	2,651
Non-Current Provisions	5,887	6,347	0			12,234
	5,887	6,347	0	0	2,651	14,885

	Business Rates Appeals	Insurance liabilities	Equal pay	Fire fighters Pensions Fund	Redundancy	Other provisions	Total provisions
	£000	£000	£000	£000	£000	£000	£000
Balance at 1 April 2021	10,593	5,161	3,500	3,000	684	3,264	26,202
Additional provisions made in 2021/22	238	1,187			2	216	1,643
Amounts used in 2021/22	(4,157)		(3,500)	(3,000)	(686)		(11,343)
Unused amounts reversed in 2021/22							
Balance at 31 March 2022	6,674	6,348	0	0	0	3,480	16,502
Current Provisions						3,480	3,480

Notes to the Financial Statements

Non-Current Provisions	6,674	6,348	0	0	0	0	13,022
	6,674	6,348	0	0	0	3,480	16,502

Business rates

Since the introduction of Business Rates Retention Scheme, local authorities have been liable for successful appeals against business rates charged to businesses in their proportionate share. Therefore, a provision has been recognised for the best estimate of the amount that businesses have been overcharged up to 31 March 2023. The council's provision for the business rates appeals is based on our share of the provision calculated by each of the 11 borough and district councils in Surrey.

Insurance

The provision for insurance liabilities represents the assessed future claims on the county council's self-insurance fund. The fund was established to enable the county council to move towards self-insurance and is now considered to fully cover service risks. The fund and its liabilities are subject to review by the Council's actuaries and the last review took place during 2022. The council has an earmarked reserve to cover any unknown future liabilities.

Other provisions

A number of other smaller provisions have been identified.

Notes to the Financial Statements

Note 22: Usable reserves

Movements in the Council's usable reserves are summarised in the table below (see Movement in Reserves Statement and notes 8 and 9 for detail).

	Balance at 1 April 2022 £000	Transfers In £000	Transfers Out £000	Balance at 31 March 2023 £000
Revenue				
General Fund Balance	48,360	712		49,072
Earmarked Reserves	469,100	350,828	(289,994)	529,934
Total revenue reserves	517,460	351,540	(289,994)	579,006
Capital				
Capital Grant Unapplied	189,184	124,642	(91,197)	222,629
Capital Receipts Reserve	782	60,495	(25,553)	35,724
Total capital reserves	189,966	185,137	(116,750)	258,353
Total usable reserves	707,426	536,677	(406,744)	837,359

Note 23: Unusable reserves

Unusable reserves are kept to manage the accounting processes for items such as non-current assets, financial instruments, retirement and employee benefits. They do not represent usable resources for the Council and are not backed by cash balances.

31/03/22		31/03/23
£000		£000
(634,428)	Revaluation Reserve	(749,975)
(473,072)	Capital Adjustment Account	(445,048)
(18,747)	Deferred Capital Receipts	0
18	Financial Instruments Adjustment Account	18
1,859,947	Pensions Reserve	900,939
4,467	Collection Fund Adjustment Account	(5,268)
118,835	DSG Adjustment Account	150,099
3,505	Accumulated Absences Account	3,743
860,527		(145,492)

Notes to the Financial Statements

Revaluation Reserve

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

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

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

31/03/22		31/03/23	
£000		£000	£000
(588,845)	Balance at 1 April		(634,428)
(95,033)	Upward revaluation of assets	(154,911)	
	Downward revaluation of assets and impairment losses not charged to the surplus/deficit on the Provision of Services	0	
	Asset reclassification	0	
(95,033)	Surplus or deficit on revaluation of non-current assets not posted to the surplus or deficit on the Provision of Services		(154,911)
10,852	Difference between fair value depreciation and historical cost depreciation	22,167	
<u>38,598</u>	Accumulated gains on assets sold or scrapped	<u>17,197</u>	
	Amount written off to the Capital Adjustment Account		39,364
<u>(634,428)</u>	Balance at 31 March		<u>(749,975)</u>

Capital Adjustment Account

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement. The account contains accumulated gains and losses and gains recognised on donated assets that have yet to be consumed by the Council. The account also contains revaluation gains accumulated on property, plant and equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains.

Notes to the Financial Statements

31/03/22		31/03/23	31/03/23
£000		£000	£000
(400,117)	Balance at 1 April		(473,072)
	Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:		
90,456	Charges for depreciation and impairment of non-current assets	107,260	
(620)	Impairment or fair value adjustments under IFRS 9 Revaluation losses/(gains) on Property, Plant and Equipment	12,696	
	Other movements in valuation on Property, Plant and Equipment		
(8,795)	Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	6,224	
0	Disposal of financial assets	0	
1,929	Amortisation of intangible assets	1,225	
18,299	Revenue expenditure funded from capital under statute	29,995	
(1,123)	Deferred Income	(1,123)	
0	Donated Assets credited to the Comprehensive Income and Expenditure Statement	0	
11,301	Amounts of non-current assets written off on disposal or derecognition as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	63,291	
111,447			219,119
(11,322)	Adjusting amounts written out of the Revaluation Reserve		(39,364)
100,125	Net written out amount of the cost of non-current assets consumed in the year		179,755
	Capital financing applied in the year:		
(62,000)	Use of the Capital Receipts Reserve to finance capital expenditure	(25,990)	
0	Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	0	
(79,214)	Application of grants to capital financing from the Capital Grants Unapplied Account	(91,197)	
(26,313)	Statutory provision for the financing of capital investment charged against the General Fund	(29,642)	
(5,553)	Capital expenditure charged against the General Fund	(5,790)	
	Other movements – repayment of capital loans	436	

Notes to the Financial Statements

(473,072) Balance at 31 March

(445,048)

Financial Instrument Adjustment Account

The Financial Instruments Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for income and expenses relating to certain financial instruments and for bearing losses or benefiting from gains per statutory provisions. The balance on the financial instrument adjustment account at the 31 March 2023 is for the loss of interest on a soft loan issued by the Council in 2007/08 to Painshill Park Trust Ltd. There were no movements during 2022/23.

Deferred Capital Receipts Account

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

Pensions Reserve

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

31/03/22		31/03/23
£000		£000
2,170,813	Balance at 1 April	1,859,947
(449,566)	Actuarial (gains)/losses on pensions assets and liabilities	(1,080,702)
	Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income &	
221,100	Expenditure Account	195,356
	Employer's pensions contributions and direct payments to pensioners payable in the year	
(82,400)		(73,662)
<u>1,859,947</u>	Balance at 31 March	<u>900,939</u>

Notes to the Financial Statements

Collection Fund Adjustment Account

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

31/03/22		31/03/23
£000		£000
42,557	Balance at 1 April	4,467
	Amount by which local taxation income credited to the Comprehensive Income and Expenditure Statement is different from local taxation income calculated for the year in accordance with statutory requirements	
<u>(38,090)</u>		<u>(9,735)</u>
<u>4,467</u>	Balance at 31 March	<u>(5,268)</u>

Dedicated Schools Grant Adjustment Account

The Dedicated Schools Grant Adjustment Account is a new unusable reserve. It is created in relation to the treatment of school budget deficits such as when there is a deficit on a school budget relating to its accounts for a financial year beginning on 1st April 2021, 1st April 2022 or 1st April 2023. The deficit must not be charged to a revenue account. This account records any such deficits thereby separating school budget deficits from Surrey County Council general fund for a period of 3 financial years.

31/03/22		31/03/23
£000		£000
83,106	Balance at 1 April	118,835
	Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	
<u>35,729</u>		<u>31,264</u>
<u>118,835</u>	Balance at 31 March	<u>150,099</u>

Notes to the Financial Statements

Accumulated Absences Account

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

31/03/22		31/03/23	31/03/23
£000		£000	£000
11,284	Balance at 1 April		3,505
	Settlement or cancellation of accrual made at the end of the preceding year	(3,505)	
(11,284)			
3,505	Amounts accrued at the end of the current year	3,743	
(7,779)	Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements		238
3,505	Balance at 31 March		3,743

Note 24: Pooled budgets

Section 75 of the National Health Service Act 2006 enables health and local authorities to work together for a common objective. This may involve a pooled budget where all partners make a contribution. The main section 75 arrangement in Surrey is the Better Care Fund which was set up during 2015/16.

Better Care Fund

The Better Care Fund was announced in June 2013 to drive the transformation of local Adult Social Services to ensure that people receive better and more integrated care and support. The fund is deployed locally on health and social care through pooled budget arrangements between the Council and the local Integrated Commissioning Board (ICB).

The council entered into seven pooled budget arrangements in 2015/16, each representing a different CCG and area within Surrey. Each of the pooled budgets represents a joint arrangement with an equal proportion of ownership. The fund is managed by a Local Joint Commissioning Group (LJCG) which is a partnership between the Council, the local CCG and other key partners in the area involved in the provision of Adult Social Care.

The council acts as the 'host' authority for all these pooled budgets. The table below summarises the financial position of each pooled budget arrangement for 2022/23. The council recognises its share of income, expenditure, assets and liabilities in its accounts.

2022/23

	North West Surrey LJCG	Surrey Downs LJCG	Guildford & Waverley LJCG	East Surrey LJCG	Surrey Heath LJCG	North East Hampshire & Farnham LJCG	Windsor, Ascot & Maidenhead LJCG	Total
Funding provided to the pooled budget	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
- Surrey County Council	(147)	(118)	(86)	(76)	(42)	(18)	(6)	(493)
- North West Surrey CCG	(25,246)							(25,246)
- Surrey Downs CCG		(21,118)						(21,118)
- Guildford & Waverley CCG			(14,708)					(14,708)
- East Surrey CCG				(13,176)				(13,176)
- Surrey Heath CCG					(6,839)			(6,389)
- North East Hampshire & Farnham CCG						(3,234)		(3,234)
- East Berkshire CCG							(871)	(871)
	(25,393)	(21,236)	(14,794)	(13,252)	(6,881)	(3,252)	(877)	(85,685)
Expenditure met from the pooled budget	29,146	24,750	18,100	16,306	7,095	3,178	825	99,400
(Surplus) or deficit	3,753	3,514	3,306	3,054	214	(74)	(52)	(13,715)
SCC Share	1876	1757	1653	1527	107	(37)	(26)	6,857

Notes to the Financial Statements

2021/22

	North West Surrey LJCG	Surrey Downs LJCG	Guildford & Waverley LJCG	East Surrey LJCG	Surrey Heath LJCG	North East Hampshire & Farnham LJCG	Windsor, Ascot & Maidenhead LJCG	Total
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Funding provided to the pooled budget								
- Surrey County Council	(142)	(113)	(83)	(73)	(39)	(17)	(6)	(473)
- North West Surrey CCG	(27,908)							(27,908)
- Surrey Downs CCG		(23,999)						(23,999)
- Guildford & Waverley CCG			(17,928)					(17,928)
- East Surrey CCG				(16,478)				(16,478)
- Surrey Heath CCG					(7,135)			(7,135)
- North East Hampshire & Farnham CCG						(3,328)		(3,328)
- East Berkshire CCG							(901)	(901)
	(28,050)	(24,112)	(18,011)	(16,551)	(7,174)	(3,345)	(907)	(98,150)
Expenditure met from the pooled budget	23,300	19,639	13,719	12,479	6,117	2,934	726	78,914
Surplus or deficit (-)	(4,750)	(4,473)	(4,292)	(4,072)	(1,057)	(411)	(181)	(19,236)
SCC Share	(2,375)	(2,237)	(2,146)	(2,036)	(528)	(205)	(90)	(9,617)

Orbis Joint Operating Budget

Orbis is a partnership between Surrey County Council, East Sussex County Council and Brighton & Hove City Council that aims to provide seamless and resilient business services to the public sector, creating a compelling alternative to other providers. This decision is built on the successful collaboration between Surrey and East Sussex County Councils, established through a joint procurement function in 2012, and the provision of transactional shared services since April 2013. Brighton & Hove joined the partnership in October 2016.

The Orbis Partnership in 2022/23 incorporated the following services: IT&Digital, Procurement, Internal Audit, Finance (Insurance, Treasury and Tax) and Energy. Business operations (Shared Services) disaggregated as at 31/3/2022.

During 2022/23 Surrey, East Sussex and Brighton & Hove Councils operated a joint operating budget to fund business services.

Notes to the Financial Statements

2021/22		2022/23
£000		£000
	Funding provided to the pooled budget	
(15,939)	- Surrey County Council	(6,195)
(10,606)	- East Sussex County Council	(3,477)
(8,641)	- Brighton and Hove City Council	(2,737)
<u>(35,187)</u>		<u>(12,409)</u>
35,187	Expenditure met from the pooled budget	12,409
<u>0</u>	Net surplus on the pooled budget	<u>0</u>

The council is also part of the following pooled budgets arrangements;

- Surrey integrated community equipment service for the supply of equipment to enable people with physical disabilities to live at home;
- Child and adolescent mental health service offering support and advice to young people experiencing mental health, emotional and behavioural problems;
- HOPE is a partnership that provides intensive support for young people with serious mental health needs;
- Surrey safeguarding children's board is a key statutory mechanism for agreeing how agencies in Surrey will cooperate to safeguard and promote the welfare of children in Surrey;

The financial performance of these budgets has been excluded from this note to the account on the basis of materiality.

Note 25: Member allowances

2021/22		2022/23
£000		£000
1,613	Member Allowances*	1,663
11	Member Expenses	2
<u>1,624</u>		<u>1,665</u>

*Includes the employer's contributions for national insurance £115k (2021/22, £113k).

Note 26: Officer remuneration – senior officers

Senior officers are specified as: all employees whose annualised salary is £150,000 or more; the head of paid services and any (non secretarial/clerical) person for whom the head of paid services is directly responsible, the directors of children and adult social services, the chief education officer, chief officer of a fire brigade, the section 151 officer and any other individuals who are directly accountable to the Council (committee or subcommittee) and earn £50,000 or more.

Remuneration includes salary/wages, bonuses, expenses, allowances and benefits (chargeable to United Kingdom income tax), compensation for loss of office and employer pension contributions paid in 2022/23. Compensation for loss of office is included even though this is excluded from the general definition of remuneration. Costs for interim senior officers are also included in the salary column, these include the fees payable to employment agencies

Individuals whose remuneration is £150,000 or more per year must be named whereas those earning below £150,000 must be identified by way of job title alone. The remuneration of the Council's senior officers is disclosed in the table below:

Notes to the Financial Statements

Post	Year	Salary	Expense allowance	Compensation for Loss of Earnings	Total remuneration excluding pension contributions	Pension contributions	Total remuneration including pension contributions
					£	£	£
Chief Executive – Joanna Killian	22/23	234,600			234,600		234,600
	21/22	234,600			234,600		234,600
Executive Director for Partnerships, Prosperity and Growth – Michael Coughlin	22/23	178,500			178,500	26,418	204,918
	21/22	178,500			178,500	26,418	204,918
Executive Director for Children, Families Lifelong Learning and Culture – Rachael Wardell	22/23	170,000			170,000	25,160	195,160
	21/22	170,000			170,000	25,160	195,160
Executive Director for Public Service Reform – Rachel Crossley	22/23	137,287			137,287	20,318	157,605
	21/22	137,792			137,792	20,317	158,110
Executive Director, Adults Social Care (1) – Liz Bruce	22/23	190,551			190,551		190,551
	21/22						
Executive Director for Environment, Transport and Infrastructure – Katherine Stewart	22/23	152,793			152,793	20,729	173,522
	21/22	152,793			152,793		152,793
Deputy Chief Executive and Executive Director of Resources – Leigh Whitehouse	22/23	198,135			198,135		198,135
	21/22	194,204			194,204		194,204
Executive Director for Customer and Communities – Marie Snelling (2)	22/23	143,000			143,000	21,164	164,163
	21/22	141,096			141,096	20,882	161,978
Chief Fire Officer – Dan Quin (2)	22/23	130,900			130,900	38,218	169,118
Strategic Director Communications – Andrea Newman (2)	22/23	125,000			125,000	18,000	143,500

Notes to the Financial Statements

Total 2022/23	1,660,766	0	0	1,529,866	170,507	1,831,273
Total 2021/22	1,535,784	0	0	1,535,784	92,778	1,628,563

Notes to Senior Officer's Remuneration table:

1. The Executive Director of Adult Social Care post is now permanently recruited to. In 2021/22 there was an interim resource post.
2. There is no 21/22 comparator for Executive Director for Customer and Communities, Adult Social Care, Chief Fire Officer and Strategic Director as the post holders were not in post during the 21/22 financial year

Notes to the Financial Statements

Note 27: Officers' remuneration

2021/22			2022/23			
Non School numbers	Schools numbers	Total numbers	Remuneration (£)	Non School numbers	Schools numbers	Total numbers
302	99	401	50000 - 54999	426	138	564
121	74	195	55000 - 59999	163	86	249
123	39	162	60000 - 64999	136	53	189
88	39	127	65000 - 69999	129	42	171
36	34	70	70000 - 74999	63	39	102
21	19	40	75000 - 79999	27	30	57
41	17	58	80000 - 84999	47	17	64
11	4	15	85000 - 89999	15	12	27
15	5	20	90000 - 94999	16	2	18
4	3	7	95000 - 99999	9	6	15
1	1	2	100000 - 104999	1	1	2
3	2	5	105000 - 109999	3		3
5	2	7	110000 - 114999	7	1	8
2	1	3	115000 - 119999	2	1	3
1		1	120000 - 124999	1	1	2
2		2	125000 - 129999	3	1	4
4		4	130000 - 134999	2		2
1		1	135000 - 139999	1		1
1		1	140000 - 144999	1		1
			145000 - 149999			
1		1	150000 - 154999	1		1
			155000 - 159999			
1		1	160000 - 164999	1		1
			165000 - 169999	1		1
1		1	170000 - 174999			
1		1	175000 - 179999	1		1
			180000 - 184999			
			185000 - 189999			
2		2	190000 - 194999			
			195000 - 199999	1		1
			200000 - 204999			
			205000 - 209999	1		1
			210000 - 214999			
			215000 - 219999			
			220000 - 224999			
			225000 - 229999			
1		1	230000 - 234999	1		1
			235000 - 239999			
789	339	1128		1059	430	1489

Notes to the Financial Statements

In 2022/23, as well as incremental pay increase for applicable employees, a pay award was agreed that increased by set amounts for employees on the lower end of the pay scales. This corresponds to the increase in numbers to the employees with remuneration above £50k with a weighting to the increases at the lower end of the £50k to £240k scale.

Notes to the Financial Statements

Note 28: Exit packages

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

Number of compulsory redundancies	2021/22				Exit package cost band (including special payments)	2022/23			
	Number of other departures agreed	Total number of exit packages by cost band	Total cost of exit packages in each band	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*	
			£000	Cost (£)				£000	
86	46	132	593	0-20,000	41	80	121	816	
6	7	13	365	20,001-40,000	9	6	15	392	
				40,001-60,000	2	0	2	97	
				60,001-80,000	1	0	1	60	
2		2	181	80,001-100,000	1	0	1	85	
				100,001-150,000					
				150,001 – 200,000					
				200,001 – 250,000					
94	53	147	1,139	Total cost included in bandings	54	86	140	1,449	
	38	38	500	ADD: Amounts provided for in CIES not yet paid**	0	0	0	0	
94	91	185	1,639	Total cost included in CIES	54	86	140	1,449	

* Includes cost of pension fund strain where applicable

** Included in the total cost charged to the CIES are movements in the redundancy provision for redundancies that had been approved in 2022/23 but for which no payment had yet been made.

Notes to the Accounts

Note 29: External audit costs

The council has incurred the following costs in relation to the statutory auditors;

<u>2021/22</u> £000		<u>2022/23</u> £000
	Fees payable to the external auditors with regards to external audit services carried out by the appointed auditor for the year	
215	Grant Thornton	288
<u>8</u>	Fees payable to the external auditors for the certification of grant claims and returns for the year	<u>0</u>
<u>223</u>	Total	<u>288</u>

Note 30: Dedicated Schools Grant

The Council's expenditure on schools in 2022/23 was funded primarily by grant monies provided by the Education and Skills Funding Agency (ESFA), the Dedicated Schools Grant (DSG). DSG is ring-fenced and can only be applied to meet expenditure properly included in the schools' budget, as defined in the School and Early Years Finance (England) (no.2) Regulations 2019. The school budget includes elements for a range of educational services provided on an authority-wide basis and for the individual school's budget, which is divided into a budget share for each maintained school, plus allocations for private nursery providers.

In total at the end of 2022/23 there is a cumulative £56.6m deficit on the DSG. This is the net amount from an overspend on the High Needs Block of £150.1m, less unspent balances on the other blocks of £29.5m. The High Needs Block overspend is mainly offset by an earmarked reserve (see Note 9).

Notes to the Accounts

Details of the deployment of DSG receivable for 2022/23 are shown on the table below:

Total 2021/22		Central Expenditure £'000	2022/23 Individual Schools Budget £'000	Total £'000
979,777	Final DSG before academy and high needs recoupment			1,031,164
(461,016)	Less: Academy and high needs recoupment			(491,513)
518,761	Total DSG after academy and high needs recoupment			539,651
-	Add: Brought forward from Previous year			4,772
24,226	Add: Carry forward to next year agreed in advance			21,881
542,987	Agreed Initial budget distribution	205,064	361,240	566,304
39,442	In year adjustments	24,371	(102)	24,269
582,429	Final Budget Distribution	229,435	361,138	590,573
(191,272)	Less: Actual central expenditure	(205,073)		(205,073)
(362,159)	Less: Actual ISB deployed to schools		(362,321)	(362,321)
-	Plus: Local authority contribution	-	-	-
28,998	In year carry forward to following year	24,362	(1,183)	23,179
(24,226)	Less: Carry forward to next year agreed in advance			(21,881)
4,772	Carry forward to next year			1,298
62,635	Net DSG deficit at 1 April			57,863
(4,772)	In year surplus () / deficit			(1,298)
57,863	Net DSG deficit at 31 March			56,565
83,106	DSG Unusable reserve at 1 April			118,835
35,729	Addition to DSG unusable reserve during year			31,264
118,835	Total of DSG unusable reserve at 31 March			150,099

Notes to the Accounts

Note 31: Grants and contributions

The council credited the following grants, contributions and donations to the Surplus on the Provision of Services in the Comprehensive Income & Expenditure Statement. The amounts credited to general grants and contributions are listed in the table below:

2021/22		2022/23
£000		£000
	General grants & contributions	
6,976	Private Finance Initiative Grant	5,955
17,086	Business Rate Grants	31,697
1,265	New Homes Bonus	2,237
19,984	COVID-19 Emergency Funding	7,936
21,971	Social Care Support Grant	31,231
7,279	Other Revenue Grants	52,537
96,802	Education Funding Agency (Schools Basic Need & Schools Condition Allocation)	32,484
22,907	Highways Maintenance & Integrated Transport Grant	31,518
17,402	Capital developer contributions	24,280
10,589	Local Growth Deal	704
3,621	Capital contributions from schools	1,322
3,370	Other Capital grants & Contributions	10,280
229,252		232,182

Grants credited to services are analysed in the following table:

2021/22		2022/23
£000		£000
570,704	Dedicated Schools Grant	599,568
38,554	Public Health Grant	39,637
9,353	Young People Learning Agency	21,639
12,807	Pupil Premium	13,610
702	Teachers Pay and Pensions Grants	638
7,437	Universal Infant Free School Meals	6,831
121,310	Other revenue grants	105,382
760,867	Total	763,305

Note 32: Related parties

In accordance with IAS 24 the County Council is required to disclose material transactions with related parties – defined as bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council.

Central government has effective control over the general operations of the Council: it is responsible for providing the majority of its funding in the form of grants and prescribes the terms of significant transactions with other parties (e.g. council tax precepts on district councils). Details of transaction with central government are contained within the accounts and accompanying notes in this statement of accounts.

Elected Members of the Council have direct control over the Council's financial and operating policies. As required by Section 81 of the Local Government Act 2000, Members' outside interests are recorded in a formal Register and the Code of Conduct operated by the Council requires members to disclose any related interests they have and to take no part in decisions on issues concerning those related interests.

The total of members' allowances paid in 2022/23 is shown in Note 25.

In addition, a survey of the related party interests of members in office during the 2022/23 financial year and their immediate family members was carried out in preparing this statement of accounts. The council had transactions with 26 bodies that members declared an interest in, with a total value of £24.0m. Of this, payments of £8.7m were to Woking Borough Council, in which 1 member declared an interest, £7.1m were to Surrey Heath Borough Council in which 1 member declared an interest and £32.4m were to other Borough Councils.

Senior officers are specified as: all employees whose annualised salary is £150,000 or more; the head of paid services and any (non secretarial/clerical) person for whom the head of paid services is directly responsible, the directors of children and adult social services, the chief education officer, chief officer of a fire brigade, the section 151 officer and any other individuals who are directly accountable to the Council (committee or subcommittee) and earn £50,000 or more.

Entities controlled or significantly influenced by the Council

The council wholly owns the following companies

- Hendeca Group Limited (formerly S.E. Business Services Ltd) - The company was set up for the provision of business services and was incorporated on 20 June 2013.
- Surrey Choices Ltd -. The company was set up for the delivery of day services and community support options for people with disabilities and older people. The company was incorporated on 10 March 2014 but did not begin trading until August 2014.
- Halsey Garton Property Ltd – is a property investment company. It is a holding company with two subsidiaries; Halsey Garton Property Investments Ltd and Halsey Garton Property Developments Ltd. Halsey Garton Property Development Ltd is not yet trading.
- Halsey Garton Residential Ltd – is a company set up for the letting and operating of own or leased rental estate.

The Council also has significant influence and control over one trust fund, the Henrietta Parker Trust and Connect2Surrey. The Council has determined it exerts significant control over Connect2Surrey however groups accounts have not been consolidated on the basis of an immaterial balance.

Group accounts for 2022/23 have been prepared and are presented in these accounts to show the combined financial performance and position of the county council, Hendeca Ltd, Surrey Choices Ltd, Halsey Garton Property Ltd and Halsey Garton Residential Ltd.

Notes to the Accounts

During 2022/23 the Council received £14.7m in interest payments from Halsey Garton Property Ltd (£14.3m in 2021/22) and £0.5m in recharges from the company for services provided in year (£0.5m 2021/22). As at 31 March 2023 the company owed SCC £234m in long term loans.

During 2022/23 the council received £0.4m in interest payments from Halsey Garton Residential Ltd (£0.4m 2021/22) and £0.2m in recharges from the company for services provided in year (£0.1m 2021/22). As at 31 March 2023 the company owed SCC £7.1m in long term loans, as well as £0.2m in short term payables. As at 31 March 2023 SCC owed the company £0.08m in short term payables.

The Council purchased £10.3m of Adult Social Care services from Surrey Choices Ltd (£10.3m in 2021/22). It received £2.4m in recharges from the company for services provided in year (£2.2m in 2021/22). As at 31 March 2023 the company owed SCC £1.8m in long term loans, as well as £0.01m in short term payables.

The Council received £0.1m in recharges from Hendeca for services provided in year (£0.5m in 2021/22). As at 31 March 2023 the company owed SCC £0.3m in short term payables.

Other public bodies (subject to common control by central government)

The Council is subject to a number of pooled budget arrangements for the provision of health services and these are detailed in note 24.

Surrey Pension Fund

The fee payable by the Surrey Pension Fund to the county council for services provided in 2022/23 was £4.7m (£4.4m in 2021/22). This is split into the fee for providing pension administration services £4.2m (£3.9m in 2021/22) and £0.5m (£0.5m in 2021/22) for treasury management, accounting and managerial services.

During 2022/23 the Council paid employer pension contributions of £73.7m (£70.9m in 2021/22).

Orbis

Orbis is a partnership between Surrey County Council, East Sussex County Council and Brighton & Hove City Council that aims to provide seamless and resilient business services to the public sector, creating a compelling alternative to other providers. During 2022/23 Surrey, East Sussex, and Brighton & Hove operated a joint operating budget to fund business services at each council. (See note 24 for more information).

Notes to the Accounts

Note 33: Capital expenditure and capital financing

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

The CFR is analysed in the following table:

2021/22		2022/23
£000		£000
	Capital Financing	
1,341,237	Opening Capital Financing Requirement	1,333,772
144,194	Property, Plant and Equipment	171,283
0	Investment Properties	9
0	Intangible Assets	975
18,299	Revenue Expenditure Funded from Capital Under Statute	29,995
3,122	Long Term Debtor	0
	Sources of Finance	
(62,000)	Capital receipts	(25,990)
(79,214)	Government grants and other contributions	(91,197)
	Sums set aside from revenue	
(5,553)	Direct revenue contributions	(5,790)
(26,313)	Minimum Revenue Provision	(29,642)
0	PFI Deferred Income	(1,123)
1,333,772	Closing Capital Financing Requirement	1,382,291
	Explanation of movements in year	
18,848	Increase in underlying need to borrowing (unsupported by government financial assistance)	79,285
(26,313)	Minimum Revenue Provision	(29,642)
0	PFI Deferred Income	(1,123)
(7,465)	Increase / (decrease) in Capital Financing Requirement	48,520

Notes to the Accounts

Note 34: Leases

Council as lessee

Operating leases:

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

31 March 2022		31 March 2023
£000		£000
Operating lease liabilities - land and buildings		
2,178	Not later than one year	2,152
7,606	Later than one year but not later than five years	6,495
10,024	Later than five years	9,366
19,807		18,013

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

2021/22	Amounts charged to the Comprehensive Income and Expenditure Statement during the year	2022/23
£000	Operating leases - land and buildings	£000
3,759	Minimum lease payments for the year	3,615

Council as lessor

Operating leases:

The council leases out property under operating leases for the following purposes:

- the provision of services such as community services, training centres and social care;
- economic development to provide suitable affordable accommodation for local businesses.

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

31 March 2022		31 March 2023
£000		£000
Operating Lease Future Receipts - land and buildings:		
5,896	Not later than one year	5,550
18,381	Later than one year but not later than five years	18,098
54,614	Later than five years	54,148
78,891		77,796

In addition, the Council leases a number of buses to bus operators as part of contracts with them to operate certain bus routes on the Council's behalf. A nominal amount is received in consideration for these buses, however, the Council receives a reduced charge from the operators to provide these services due to the provision of these vehicles.

Notes to the Accounts

Note 35: Other short-term and long-term liabilities

31 March 2022 Other liabilities				31 March 2023 Other liabilities		
Short term	Long-term	Total		Short term	Long-term	Total
£000	£000	£000		£000	£000	£000
21,771	66,749	88,520	PFI finance lease liabilities (Note 36)	19,840	55,509	75,349
	8,180	8,180	Deferred income liabilities (Note 36)		6,989	6,989
	1,859,947	1,859,947	Pension liabilities (Note 38)		900,939	900,930
	6,149	6,149	Balances held for third parties		6,197	6,197
21,771	1,941,025	1,962,796		19,840	969,634	989,474

Note 36: Private finance initiatives and similar contracts

In 1999 the Council entered into a 25-year contract for waste disposal with Surrey Waste Management. The annual payments under the contract are in part dependent upon the tonnage of waste sent for disposal so that the contractor manages demand risk at higher tonnage levels whereas this risk falls on the Council if tonnages fall. A large proportion of the investment remains to be delivered. As a result the Council faces a contingent liability as described in note 39.

In 1998 the Council entered into a long-term contract with Anchor Trust for the purchase of residential and day care for the elderly in 17 homes previously operated by the Council. Whilst the Council is committed to purchasing the majority of beds in the homes the contractor is able to manage the remaining capacity for their own benefit. The council is committed to purchasing 71% of the beds available and day care facilities irrespective of whether these are used for the county's clients. Of the 17 homes nine return to council management after 21 years, which happened in 2021/22. There is therefore no further Unitary Charges for Anchor Care Trust. The remaining eight homes remain under the control of Anchor Trust for a further nine years although the county will no longer be obliged to purchase beds under the terms of the original contract.

The ability of Anchor to exploit some of the capacity of the homes has been recognised as a deferred income liability.

In 2002 the Council entered into a further long-term contract for the provision of residential and day care with Care UK. The contract has similar terms to that with Anchor Trust. The council is committed to purchasing 77% of the beds as well as day care facilities. All of the homes return to Surrey's management at the end of the 25-year contract at nil cost with the exception of one home where the Council has the option to terminate the lease under the project agreement at advantageous terms.

In 2010 the Council entered into a long term contract with Skanska John Laing for street lighting services. The contract, which is expected to last 25 years, will include the replacement or refurbishment of street lights in Surrey during the first five years, and continued maintenance of lights for the remainder of the contract term. At the end of the contract all equipment will return to the county's management.

Notes to the Accounts

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

Payable within one year £000		Payable Within one year £000	Payable within two to five years £000	Payable within six to ten years £000	Payable within 11 to 15 years £000	Payable within 16 to 20 years £000	Total £000
Payment for Services							
58,346	- Waste	62,056	19,917				81,973
7,731	- Care UK	7,731	23,193				30,924
2,923	- Street Lighting	2,923	11,939	15,626	7,131		37,632
69,000		72,723	55,049	15,626	7,131		150,529
Reimbursement of Capital Expenditure							
19,048	- Waste	16,932	18,673				35,605
128	- Care UK	136	459				595
2,595	- Street Lighting	2,772	13,184	22,772	11,320		50,048
21,771		19,840	32,316	22,772	11,320		86,248
Interest							
3,135	- Waste	1,285	12				1,297
44	- Care UK	36	57				93
5,782	- Street Lighting	5,592	20,077	18,102	4,149		47,920
8,961		6,913	20,146	18,102	4,149		49,310
99,733	Total	99,476	107,512	56,500	22,600		286,088

The movement on PFI liabilities for the year is set out in the table that follows:

2021/22			2022/23	
Finance Lease Liability £000	Deferred Income Liability £000		Finance Lease Liability £000	Deferred Income Liability £000
(98,252)	(9,303)	Balance outstanding at 1 April	(88,520)	(8,180)
3,436		Payments during the year	13,171	
6,296		Capital expenditure incurred in the year	0	
	1,123	Amortisation of deferred income		1,191
(88,520)	(8,180)	Balance outstanding at 31 March	(75,349)	(6,988)

Notes to the Accounts

The Street lighting contingent rent profile is analysed over the remaining life of the project below:

31 March 2022 £000		31 March 2023 £000
61	not later than one year	60
	later than one year but not later than 5	
234	years	229
293	later than 5 years	238
<u>588</u>		<u>527</u>

Note 37: Pension schemes accounted for as defined contribution schemes

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

The scheme is a multi-employer defined benefit scheme. The scheme is unfunded and the Department for Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local authorities. Valuations of the notional fund are undertaken every 4 years. The scheme has in excess of 3,700 employers and consequently the Council is not able to identify its share of underlying financial position and performance of the scheme with sufficient reliability for accounting purposes. For the purposes of this statement of accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

In 2022/23, the Council paid £48.6m / 23.68%. The 2021/22 equivalents were a payment of £47.8m and percentage of 23.68%. The council is responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the teachers' scheme. These costs are accounted for on a defined benefit basis and the Council is not liable to the scheme for any other entities' obligations under the scheme.

On 1 April 2014 the Council inherited responsibility for certain aspect of public health work from the NHS. As part of the transition some staff moved from the NHS to the Council under Transfer of Undertakings (Protection of Employment) regulations (TUPE) arrangements and therefore these members of staff remain members of the NHS pension scheme. New recruits to the public health directorate and members of staff that accept new roles are employed on standard Surrey County Council terms and conditions and therefore become members of the LGPS scheme.

The NHS pension scheme is an unfunded, defined benefit scheme that covers NHS employers, GP practices and other bodies allowed under the direction of the Secretary of State, in England and Wales. The scheme is not designed to be run in a way that would enable bodies to identify their share of the underlying scheme assets and liabilities. Therefore, the scheme is accounted for as if it were a defined contribution scheme: the cost to the Council of participating in the scheme is taken as equal to the contributions payable to the scheme for the accounting period. The Public Health Services line in the Comprehensive Income and Expenditure Statement is charged with the employer's contributions payable to NHS pensions in the year. In 2022/23 the council's liability to pay NHS pensions is being finalised but stands at 16.88% of pensionable pay (2021/22, £533k, 16.88%) The total contribution rate for 2022/23 is 20.68%, the remaining 3.8% not paid by the council is funded by the Department of Health and Social Care.

Note 38: Defined benefit pension schemes

Participation in pension schemes

The council is obliged to make contributions towards the cost of post-employment benefits under its terms and conditions of employment. These benefits will not become payable until employees retire but the Council needs to account for the commitment at the time that employees earn their future entitlement.

Surrey County Council contributes to two defined benefit schemes:

- The Local Government Pension Scheme (LGPS), administered locally by Surrey County Council, is a funded defined benefit scheme, meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pension liabilities with investment assets in the long term.
- The Firefighters' Pension Scheme is an unfunded defined benefit scheme meaning that because no investment assets have been built up to meet these pension liabilities cash, net of contributions from active members and government grants, has to be generated to meet pension payments as they fall due. Deficits on the Firefighters' Pension Scheme are covered by a government grant received each year from the Ministry of Housing, Communities and Local Government.

The scheme is operated under the regulatory framework for the Local Government Pension Scheme and the governance of the scheme is the responsibility of the Pension Fund Committee of Surrey County Council. Policy is determined in accordance with the Pension Fund Regulations. The investment managers of the Fund are sourced by Border to Coast Pensions Partnership (the jointly owned asset pool provider of Surrey County Council) on the approval of the Committee or appointed by the Committee directly.

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

Transactions relating to post-employment benefits

The cost of retirement benefits is recognised in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. The discount rate is published a year ahead and used by the actuary to calculate the increase in the present value of the defined benefit obligation resulting from employee service in the current period.

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

Notes to the Accounts

	Local Government Pension Scheme		Firefighters' Pension Scheme	
	2021/22	2022/23	2021/22	2022/23
	£000	£000	£000	£000
<u>Comprehensive Income & Expenditure Statement</u>				
<i>Cost of Services:</i>				
- current service cost	169,054	158,999	10,200	10,200
- past service cost	456	792	200	200
- (gain)/loss on settlements	(3,163)	(1,272)		
<i>Financing & Investment Income & Expenditure</i>				
- net interest on the net defined benefit liability	30,453	33,543	13,900	13,900
<hr/>				
Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services	196,800	192,062	24,300	24,300
Other Post Employment Benefit Charged to the Comprehensive Income & Expenditure Statement				
Remeasurement of the net defined benefit liability comprising:				
- return on plan assets (excluding the amount included in the net interest expense)	129,302	99,026		
- actuarial gains and losses arising on changes in demographic assumptions	(17,506)	(63,214)	(6,900)	(6,900)
- actuarial gains and losses arising on changes in financial assumptions	(264,728)	(1,390,032)	(43,800)	(43,800)
- other experience	6,770	273,518	5,900	5,900
<hr/>				
Total remeasurement of the net defined benefit liability	(404,766)	(1,080,702)	(44,800)	(44,800)
<hr/>				
Total Post Employment Benefit Charged to the Comprehensive Income & Expenditure Statement	(207,966)	(888,640)	(20,500)	(20,500)
<hr/>				
<u>Movement in Reserves Statement</u>				
- reversal of net charges made to the Surplus or Deficit on the Provision of Services for post-employment benefits in accordance with the Code	(196,800)	(192,062)	(24,300)	(24,300)
Actual amount charged against the General Fund Balance for pensions in the year:				
- employers' contributions to the scheme/ retirement benefits paid direct to pensioners	67,200	70,368	15,200	15,200

Notes to the Accounts

Pension assets and liabilities recognised in the balance sheet

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

	Local Government Pension Scheme		Firefighters' Pension Scheme	
	2021/22 £000	2022/23 £000	2021/22 £000	2022/23 £000
Present value of the defined benefit obligation	(3,645,734)	(2,612,968)	(695,900)	(695,900)
Fair value of plan assets	2,445,687	2,371,929		
Net liability arising from defined benefit obligation	(1,200,047)	(241,039)	(695,900)	(695,900)

Assets and liabilities in relation to post-employment benefits

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

	Funded Liabilities Local Government Pension Scheme		Unfunded Liabilities Firefighters' pension scheme	
	2021/22 £000	2022/23 £000	2021/22 £000	2022/23 £000
Opening Balance at 1 April	(3,741,787)	(3,645,734)	(695,600)	(695,600)
Current service cost	(169,054)	(158,999)	(10,200)	(10,200)
Interest cost	(75,782)	(99,607)	(13,900)	(13,900)
Contributions by scheme participants	(21,109)	(22,296)		
Remeasurements:				
- Actuarial gains and losses arising on changes in demographic assumptions	17,506	63,214	6,900	6,900
- Actuarial gains and losses arising on changes in financial assumptions	264,728	1,390,032	43,800	43,800
- Other experience	(6,770)	(225,166)	(5,900)	(5,900)
Pensions and lump sum expenditure			15,200	15,200
Benefits paid	80,601	83,257		
Past service costs (including curtailments)	(456)	(792)	(200)	(200)
Business Combinations and Disposals	0	0		
Settlements	6,389	3,123		
Closing balance at 31 March	(3,645,734)	(2,612,968)	(695,900)	(695,900)

Curtailments include pension fund strain contributions to compensate the pension fund for the loss of contributions from staff that retire early and added years costs for staff that have increased years of service.

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Reconciliation of the movements in the fair value of the scheme (plan) assets:

	Local Government Pension Scheme		Firefighters' pension scheme	
	2021/22	2022/23	2021/22	2022/23
	£000	£000	£000	£000
Opening fair value of scheme assets at 1 April	2,266,574	2,445,687		
Interest income	45,329	66,064		
Remeasurement:				
Return on assets excluding amounts included in net interest	129,302	(147,378)		
Employer Contributions	65,101	68,328		
Employer contributions adjustment*				
Contributions by scheme participants	21,109	22,296		
Benefits paid	(78,502)	(81,217)		
Business combinations and disposals	0	0		
Settlements	(3,226)	(1,851)		
Closing fair value of scheme assets at 31 March	2,445,687	2,371,929		

* Difference between actuary estimate of employer contributions and actual contributions paid

The liabilities show the underlying commitments that the Council has in the long run to pay retirement benefits. The total net liability of £1,200m has a substantial impact on the net worth of the Council as recorded in the Balance Sheet. The statutory arrangements for funding the deficit, however, mean that the financial position of the Council remains stable:

- the deficit on the local government 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 council is making lump sum payments to the pension fund in addition to the contributions related to current employees. This has the aim of eliminating the Council's share of the pension fund deficit by 2033.

Basis for estimating assets and liabilities

Liabilities have been assessed on an actuarial basis using the projected unit credit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. Both the Local Government Pension Scheme and the Firefighters' Pension Scheme have been assessed by the Council's actuaries, Hymans Robertson using the latest full valuation of the scheme as at 31 March 2023.

The value placed on the firefighters' IAS19 liability in respect of future injury benefits is subject to the same volatility as the liabilities in respect of pension benefits. The liability is calculated as a percentage of the pension liability in respect to active members. As the active liability changes, the value placed on the liability in respect of future injury benefits will change also. For example, a 0.5% decrease in the real discount rate will increase the value placed on the contingent injury liability by around 10%

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depending on the duration of the active members' pension liabilities. The liability will also be subject to change as life expectancy changes.

The principal assumptions used by the actuary have been:

	Local Government Pension Scheme		Firefighters' Pension Scheme	
	2021/22	2022/23	2021/22	2022/23
Mortality assumptions:				
- longevity at 65 for current pensioners (60 for firefighters):				
- Men	22.1 years	22.1 years	26.3 years	26.3 years
- Women	24.5 years	24.7 years	28.7 years	28.7 years
- longevity at 65 for future pensioners (60 for firefighters):				
Men	23.1 years	22.9 years	27.7 years	27.7 years
Women	26.2 years	26.0 years	30.1 years	30.1 years
Rate of inflation	%	%	3.3%	3.7%
Rate of increase in salaries	4.1%	3.95%	3.3%	3.7%
Rate of increase in pensions	3.2%	2.95%	2.9%	3.2%
Rate for discounting scheme liabilities	2.7%	4.75%	2.0%	2.7%

The Firefighters' Pension Scheme does not hold assets to cover its liabilities which are met by the government for Ministry of Housing, Communities and Local Government.

Sensitivity analysis

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all the other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice this is unlikely to occur, and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme i.e. on an actuarial basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

	Local Government Pension Scheme		Firefighters' Pension Scheme	
	Approximate % increase to employer liability	Approximate monetary amount	Approximate % increase to employer liability	Approximate monetary amount
		£000		£000
0.1% decrease in real discount rate	2%	46,381	10%	65,837
1 year increase in member life expectancy*	4%	104,519	3%	19,622
0.1% increase in the salary increase rate	0%	3,518	<1%	5,681
0.1% increase in the pension increase rate	2%	43,563	8%	54,609

*The cost of a one year increase in life expectancy will depend on the structure of the revised assumption (i.e. if improvements to survival rates predominantly apply at younger or older ages).

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Investment assets

The Local Government Pension Scheme assets consist of the following investments:

31 March 2022			31 March 2023		
Quoted prices in active markets £000			Quoted prices in active markets £000		
	Quoted prices in active markets				
	Equity securities				
42,786	2%	Consumer	37,246	2%	
34,114	1%	Manufacturing	31,095	1%	
7,584	0%	Energy & utilities	11,926	1%	
28,382	1%	Financial institutions	42,177	2%	
29,217	1%	Health & care	36,890	2%	
76,529	3%	Information technology	52,247	2%	
0		Other	0		
218,612			211,581		
	Debt securities				
	UK government				
	Other				
0			0		
	Real estate				
31,706	4%	UK property	87,234	4%	
0	2%	Overseas property	55,697	2%	
31,706			142,931		
	Investment funds & unit trusts				
1,436,109	59%	Equities	1,381,362	58%	
267,867	11%	Bonds	256,815	11%	
		Other			
1,703,976			1,638,177		
	Derivatives				
	Interest rate				
(9,904)	0%	Foreign exchange	(6,323)	0%	
(9,904)			(6,323)		
61,548	2%	Cash & cash equivalents	49,661	2%	
2,005,936			49,661		
	Sub-total				
	Quoted prices in non-active markets				
240,346	10%	Private Equity	335,903	14%	
81,402	3%	Debt Securities: UK government	0	0%	
65,875	4%	Real Estate: UK	0	0%	
52,128	2%	Real Estate: Overseas		0%	
439,751			335,903		
2,445,687	100%	Total	2,371,929	100%	

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Asset and liability matching strategy

The LGPS assets are administered by Surrey County Council through the Surrey Pension Fund. The fund does not have an explicit asset and liability matching strategy as the current funding level necessitates an investment strategy that is expected to provide long term investment returns in excess of the anticipated rise in liabilities.

Liabilities are considered when determining the overall investment strategy and the fund holds assets that are highly correlated with the movement in liabilities, including fixed rate and index-linked gilts, as well as absolute return investments that seek to generate positive returns regardless of market conditions. Investment risk is monitored regularly both in absolute terms and relative to the Fund's liabilities, with regular scrutiny by the Surrey Pension Fund Committee and its external advisors.

Impact on the Council's cash flows

The council has a stabilisation strategy in place to keep employer contributions at a consistent rate as possible. The council has agreed a strategy with the fund's actuary to achieve 100% funding over the next 15-20 years. The council's employer contribution rate is set at a level to help achieve this objective. The contribution level is periodically reviewed as part of the triennial valuation to ensure it is appropriate. The most recent review was as at the 31 March 2023.

The scheme will need to take account of the national changes to the scheme under the Public Pensions Services Act 2013. Under the Act, the Local Government Pension Scheme in England and Wales and the other main existing public service schemes may not provide benefits in relation to service after 31 March 2014 (or service after 31 March 2015 for other main existing public service pension schemes in England and Wales). The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

The council expects to make employer contributions of £57.016m to the LGPS in 2022/23.

Note 39: Contingent assets and liabilities

Possible assets / liabilities, which may arise in the future if certain events, not wholly within the control of the authority, take place. Contingent assets/liabilities are not recognised in the accounts but are disclosed by way of a note if it is probable that an inflow/outflow of economic benefits will occur.

Contingent Liabilities

The council embarked upon a PFI for waste disposal in 1999. By the end of 2022/23 £142.95m has been received in PFI credits in relation to the waste contract. In return, the Council has an obligation to invest in waste disposal infrastructure. A proportion of this obligation is still to be delivered. If these obligations are not met then a liability may arise to repay some or the entire PFI grant received to date.

In 2001, the county council arranged for consultants to undertake a desk review of the potential liabilities at a number of closed landfill sites where some responsibility for the impact of the waste remained with the Council. During 2013/14 a review of this assessment was carried out to ascertain how investigation strategies have developed since the initial report was issued and update potential remedial works and possible costs should a site be found to be contaminated. These liabilities would occur if the local District and Borough Councils, who are the enforcing authorities, investigate the sites and oblige the Council to take action under the provisions of Part IIA of the Environment Protection Act 1990. The review concluded that the likelihood of remedial work being required in relation to one closed landfill site was high and the estimated cost of these works (£700,000) has been included as a

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provision. The potential costs identified in relation to the other sites range from between £3.6m to £4.3m. These costs are considered to be less likely to be incurred and to date very few investigations have taken place. The council would seek to share any eventual liabilities with those in ownership of the sites when they were landfilled.

Contingent Asset

Royal Mail: The council forms part of a class action against Royal Mail, relating to the charging of VAT on services for which it has not been able to recover as normal. The case has been ongoing for over 4 years and continues. The outcome and any potential financial settlement are uncertain. The council has no liability in relation to any potential costs if the claim is lost, as it has entered into an insurance arrangement with a large number of other claimants.

Notes to the Accounts

Note 40: Cash flow statement- Operating Activities

The cash flows for operating activities include the following items

31/03/2022 £000		31/03/2023 £000
15,055	Interest received	18,354
(28,673)	Interest paid	(29,372)
0	Dividends received	0

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

31/03/2022 £000		31/03/2023 £000
89,985	Depreciation	108,485
(1,035)	Impairment and downward valuations	18,920
1,929	Amortisation	0
0	Increase/(decrease) in impairment for bad debts	0
(19,754)	Increase/(decrease) in creditors	39,247
(51,000)	(Increase)/decrease in debtors	(57,464)
186	(Increase)/decrease in inventories	73
138,700	Movement in pension liability	121,694
49,900	Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	63,291
(14,255)	Other non-cash items charged to the net surplus or deficit on the provision of services	(1,593)
194,656		292,653

Notes to the Accounts

The surplus or deficit on the provision of services has been adjusted for the following items that are investing and financing activities

31/03/2022 £000		31/03/2023 £000
0	Proceeds from short-term (not considered to be cash equivalents) and long-term investments (includes investments in associates, joint ventures and subsidiaries)	0
(17,066)	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(60,495)
(154,692)	Any other items for which the cash effects are investing or financing cash flows	(85,145)
(171,758)		(145,640)

Note 41: Cash flow statement - purchase of property, plant & equipment

31/03/2022 £000		31/03/2023 £000
(147,278)	Purchase of property, plant and equipment, investment property and intangible assets	(172,267)
(985)	Purchase of short-term and long-term investments	0
(1,097)	Other payments for investing activities	436
17,066	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	60,495
0	Proceeds from short-term and long-term investments	0
154,692	Other receipts from investing activities	85,145
22,398	Net cash flows from investing activities	(26,191)

Notes to the Accounts

Note 42: Cash flow statement – Financing Activities

31/03/2022 £000		31/03/2023 £000
53,888	Cash receipts of short- and long-term borrowing	0
0	Other receipts from financing activities	0
(15,377)	Cash payments for the reduction of outstanding liabilities relating to finance leases and on-Balance-Sheet PFI contracts	(12,431)
(57,744)	Repayments of short- and long-term borrowing	(73,705)
0	Other payments for financing activities	0
(19,233)	Net cash flows from financing activities	(86,136)

Group Accounts

In order to provide a full picture of the Council's economic activities and financial position, the accounting statements of the Council and its wholly owned Local Authority Trading Companies, Hendeca Ltd (formerly SE Business Services Ltd), Surrey Choices Ltd, Halsey Garton Property Ltd and Halsey Garton Residential Ltd have been consolidated.

Halsey Garton Property Ltd has two subsidiaries, of which only one was trading as at 31 March 2023. The economic activities and financial position of the Halsey Garton Property Group is included within these group accounts.

The group accounts are presented in addition to the Council's 'single entity' financial statements and comprise:

- Group Comprehensive Income and Expenditure Statement;
- Group Movement in Reserves Statement;
- Group Balance Sheet; and
- Group Cash Flow Statement.

These statements (*the purposes of which are explained in the narrative report*), together with those explanatory notes that are considered necessary in addition to those accompanying the Council's 'single entity' accounts, and accounting policies, are set out in the following pages.

Group Comprehensive Income & Expenditure Statement

Year ended 31 March 2022

Year ended 31 March 2023

Gross Expenditure	Income	Net Expenditure	Gross Expenditure	Gross Expenditure	Income	Net Expenditure
£000	£000	£000		£000	£000	£000
			Children, Families, Learning & Culture	626,183	(298,912)	327,271
			Delegated Schools	350,730	(344,916)	5,814
			Adult Social Care	608,503	(199,567)	408,936
			Public Health	62,933	(69,275)	(6,342)
			Community Protection	65,077	(10,663)	54,414
			Transport & Environment	201,737	(21,952)	179,785
			Resources	148,073	(77,579)	70,494
			Transformation, Partnership & Prosperity	1,466	(33)	1,433
			Central Income & Expenditure	28,433	(46,544)	(18,111)
			Total services' revenue expenditure	2,093,147	(1,069,433)	1,023,694
			Other Operating Income & Expenditure	23,143	(22,937)	206
			Financing & Investment Income & Expenditure	87,539	(77,837)	9,702
			Local Taxation		(917,667)	(917,667)
			General grants & contributions		(229,252)	(229,252)
			(Surplus)/Deficit on Provision of Services	2,203,829	(2,317,146)	(113,317)
			Tax expense of subsidiaries			3,145
			Group (surplus)/deficit			(110,172)
			(Surplus) or deficit on revaluation of non-current assets			(95,033)
			Remeasurement of the net defined benefit liability			(457,274)
			Other Comprehensive Income & Expenditure			(552,307)
			Total Comprehensive Income & Expenditure			(662,479)
				2,303,390	(1,107,016)	1,196,374
				23,360	(25,392)	(2,032)
				211,994	(95,454)	116,540
					(940,689)	(940,689)
					(232,182)	(232,182)
				2,538,744	(2,400,733)	138,011
						942
						138,953
						(154,911)
						(1,080,702)
						(1,235,613)
						(1,096,660)

Group Movement in Reserves Statement

2022/23

	General Fund and Earmarked Reserves £000	Capital Receipts Reserve £000	Capital Grants & Contributions Unapplied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Council Reserves £000	SCC Share of Subsidiary Reserves £000	Total Group Reserves £000
Balance at 31 March 2022	(517,461)	(782)	(189,185)	(707,428)	860,527	153,099	28,896	181,995
(Surplus) or deficit on provision of services	138,953			138,953		138,953		138,953
Other comprehensive income & expenditure					(1,235,613)	(1,235,613)		(1,235,613)
Total comprehensive income & expenditure	138,953			138,953	(1,235,613)	(1,096,660)		(1,096,660)
Adjustments between Group Accounts and Surrey County Council Accounts	(39,292)			(39,292)		(39,292)	39,292	
Adjustments between accounting basis & funding basis under regulations	(161,207)	(34,942)	(33,445)	(229,593)	229,594	1		
Increase/decrease in year	(61,546)	(34,942)	(33,445)	(129,933)	(1,006,019)	(1,135,952)	39,292	(1,096,660)
Balance at 31 March 2023	(579,007)	(35,724)	(222,630)	(837,360)	(145,492)	(982,853)	68,188	(914,665)

2021/22

	General Fund and Earmarked Reserves £000	Capital Receipts Reserve £000	Capital Grants & Contributions Unapplied £000	Total Usable Reserves £000	Unusable Reserves £000	Total Council Reserves £000	SCC Share of Subsidiary Reserves £000	Total Group Reserves £000
Balance at 31 March 2021	(394,031)	(64,463)	(94,961)	(553,455)	1,318,817	765,363	79,093	844,455
(Surplus) or deficit on provision of services	(113,297)			(113,297)		(113,297)		(113,297)
Other comprehensive income & expenditure					(552,307)	(552,307)	3,145	(549,162)
Total comprehensive income & expenditure	(113,297)			(113,297)	(552,307)	(665,604)	3,145	(662,459)
Adjustments between Group Accounts and Surrey County Council Accounts	53,342			53,342		53,342	(53,342)	0
Adjustments between accounting basis & funding basis under regulations	(63,475)	63,681	(94,224)	(94,018)	94,018	0		0
Increase/decrease in year	(123,430)	63,681	(94,224)	(153,973)		(612,262)	(50,197)	(662,459)
Balance at 31 March 2022	(517,461)	(782)	(189,185)	(707,428)	860,528	153,100	28,896	181,997

Group Balance Sheet

As at 31.03.2022		Note:	As at 31.03.2023
£000			£000
1,939,675	Property, plant & equipment		2,091,741
1,024	Heritage assets		1,024
441,058	Investment property	5	366,502
3,588	Intangible assets		3,338
263	Long term investments	6	263
2,780	Long term debtors	6	2,636
2,388,388	Long term assets		2,465,504
	Short Term:		
	Intangible assets		
27,710	Assets held for sale		48,489
1,255	Inventories		1,182
190,577	Short term debtors		248,486
179,318	Cash & cash equivalents		111,944
398,860	Current Assets		410,101
	Short Term:		
(228,432)	Borrowing		(171,152)
(261,162)	Creditors		(293,558)
(3,480)	Provisions		(2,651)
(1,511)	Revenue grants receipts in advance		(7,450)
(34)	Capital grants receipts in advance		(10)
(21,771)	Other current liabilities		(19,840)
(516,390)	Current liabilities		(494,660)
	Short Term:		
(15,445)	Provisions		(12,234)
(496,845)	Long term borrowing		(484,411)
(1,942,988)	Other long term liabilities		(969,636)
(2,452,854)	Long term liabilities		(1,466,282)
(181,997)	Net assets/liabilities(-)		914,663
	Reserves:		
(710,450)	Usable reserves		(843,010)
892,446	Unusable reserves		(71,653)
181,997	Total Reserves		(914,663)

Group Cash Flow Statement

2021/22 £000		2022/23 £000
(117,860)	Net surplus (-) / deficit on the provision of services	138,953
(146,955)	Adjustments to net surplus / deficit on the provision of services for non-cash movements	(331,869)
171,758	Adjustments for items included in the net surplus / deficit on the provision of services that are investing and financing activities	145,640
(93,057)	Net cash inflows from operating activities	(47,275)
160,321	Purchase of property, plant & equipment, and investment property	176,272
(17,066)	Proceeds from the sale of property, plant & equipment	(60,495)
(11,786)	Payments for short-term and long-term investments	(1,682)
	Receipts of short-term and long-term investments	0
(153,595)	Other receipts & expenditure from investing activities	(85,581)
(22,125)	Net cash outflows from investing activities	28,514
15,377	Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	12,431
57,744	Payments for short-term and long-term borrowing	57,281
(53,888)	Receipts of short-term and long-term borrowing	16,425
19,233	Net cash inflows from financing activities	86,137
(95,949)	Net increase (-) / decrease in cash & cash equivalents	67,375
(83,369)	Cash & cash equivalents at the beginning of the reporting period	(179,319)
(179,318)	Cash & cash equivalents at the end of the reporting period	(111,944)

The cash flows from operating activities in 2022/23 include interest received of £18.3m (2021/22, £15.1m) and interest paid of £29.3m (2021/22, £28.9m).

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

Group Cash Flow Statement

31/03/2022		SCC	31/03/2023 Subsidiaries £000	Group
89,985	Depreciation	108,485		108,485
(1,035)	Impairment and downward valuations	18,920		18,920
1,929	Amortisation	0		0
0	Increase/(decrease) in impairment for bad debts	0		0
(18,602)	Increase/(decrease) in creditors	39,247	(2,217)	37,030
(51,034)	(Increase)/decrease in debtors	(57,464)	(1,011)	(58,475)
186	(Increase)/decrease in inventories	73		73
138,700	Movement in pension liability	121,694		121,694
49,900	Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	63,291		63,291
(63,094)	Other non-cash items charged to the net surplus or deficit on the provision of services	(1,593)	42,445	40,852
146,935		292,653	39,216	331,869

Note 1: General

The Group Accounts should be read in conjunction with the Surrey County Council single entity accounts. Only notes to the accounts that are materially different from the single entity accounts are produced for the group accounts.

Note 2: Group boundary

The council has an interest in a number of entities, the most significant of which are the wholly owned Local Authority trading companies Hendeca (formerly SE Business Services Ltd), Surrey Choices Ltd, Halsey Garton Residential Ltd and Halsey Garton Property Ltd which are consolidated into these accounts. The paragraphs at the end of this section provide information on the nature of risks associated with each company.

- Hendeca Group Ltd – Provides business services such as IT data storage and Fire support services.
- Surrey Choices Ltd - The company delivers day services and community support options for people with disabilities and older people.
- Halsey Garton Property Ltd – is a property investment company. It acts as a holding company for two subsidiaries; Halsey Garton Property Investments Ltd, and Halsey Garton Property Developments Ltd. At 31/03/2023 only the holding company and Halsey Garton Property Investments Ltd were trading and therefore only the economic activity of these companies has been incorporated into the group accounts.

Notes to the Group Accounts

- Halsey Garton Residential Ltd – is a company set up for the letting and operating of own or leased rental estate. The company was dormant in previous years and commenced trading in the eight months to 31 March 2021, so the year to 31 March 2022 was the first full year of trading.

None of the other entities in which the Council has an interest are considered material enough, either when considered individually or in aggregate, to merit consolidation into the Council's Group Accounts.

The overall impact of the companies on the financial performance, financial position and cash flows of the group is relatively low. However, there are some significant differences between classifications of assets in the balance sheet and in the headings on the cash flow statement. These differences result from the significant capital investment the Council has made in investment property through its property investment company Halsey Garton Property Ltd. These investments have been funded by the Council providing long-terms loans to Halsey Garton Property Ltd. When the group accounts are consolidated these balances are removed and the additional investment properties purchased by Halsey Garton Property Ltd are added into the group accounts as investment properties on the balance sheet.

The main risk for the county council associated with the investment in each subsidiary is as follows:

Hendeca Group Ltd – The council has provided parental guarantees to two IT clients that should the company not be able to fulfil the terms of the contract the Council will be obliged to provide the required service.

Surrey Choices Ltd – The company provides some services that are part of the Council's statutory duties for Adult Social Care, if the company was not be able to fulfil these duties the Council would be required to.

Halsey Garton Property Ltd – As a property investment company, the company is exposed to risk in market movements in terms of the capital value of properties and in the level of income that can be generated through rent charges.

Halsey Garton Residential Ltd – As a property investment company, the company is exposed to risk in market movements in terms of the capital value of properties and in the level of income that can be generated through rent charges.

Note 3: Accounting policies

In preparing the Group Accounts the Council has aligned the accounting policies of the company with those of the Council and made consolidation adjustments where necessary; has consolidated the financial statements of the company with those of the Council on a line by line basis; and has eliminated in full balances, transactions, income and expenses between the Council and its subsidiaries.

Note 4: Material Items of income & expenditure

During 2022/23 there was no material items of Income and Expenditure other than those disclosed in Surrey County Council's accounts.

Note 5: Investment properties

Notes to the Group Accounts

The group Investment properties are those that are held solely to earn rental income and/or for capital appreciation. Investment properties are measured initially at cost and subsequently at fair value. Properties are not depreciated, with gains and losses on revaluation being posted to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. These properties are currently being leased to private tenants, producing rental income. As the properties were solely being used to generate income at the 31 March 2023, under the code of practice they are classed as investment properties.

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

2021/22		2022/23
£000		£000
25,645	Rental income from investment property	23,706
(3,246)	Direct operating expenses arising from investment property	(3,136)
<u>22,399</u>	Net gain	<u>20,569</u>
	Loss on sale of investment property	(3,935)
55,805	Net (loss)/gain on fair value adjustments	(34,527)
<u>78,204</u>	Income & expenditure in relation to investment properties	<u>17,893</u>

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

2021/22		2022/23	Office	Indust- rial	Retail	Other	Fair Value Hierarchy
£000		£000	£000	£000	£000	£000	
401,739	Balance 01/04/2022	441,058	156,800	70,350	166,150	47,758	Level 3
1,123	Purchases	6,096	0	0	0	0	
(1,590)	Reclassifications	27	27	0	0	0	
0	Disposal	(27,500)	(27,500)	0	0	0	
(27,710)	Net gain/(loss) from fair value adjustments	(52,408)	(16,551)	(13,225)	(19,935)	(2,697)	
<u>373,562</u>	Balance at 31/03/23	<u>367,273</u>	<u>118,872</u>	<u>57,125</u>	<u>146,215</u>	<u>45,061</u>	Level 3

Details of the authority's investment properties and information about the fair value hierarchy at 31 March 2023 and 2022 are as follows:

Notes to the Group Accounts

Recurring fair value measurements using:	Quoted markets in active markets for identical assets (Level 1) £000s	Other significant observable inputs £000s	Significant unobservable inputs (Level 3) £000s	Fair Value as at 31 March 2023 £000s
Residential (market rental) properties				45,061
Industrial				57,125
Office units				118,872
Commercial units				146,215
Total				367,273

Recurring fair value measurements using:	Quoted markets in active markets for identical assets (Level 1) £000s	Other significant observable inputs £000s	Significant unobservable inputs (Level 3) £000s	Fair Value as at 31 March 2022 £000s
Residential (market rental) properties				47,758
Industrial				70,350
Office units				156,800
Commercial units				166,150
Total				441,058

Fair Value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. As a non financial asset, an investment property is measured at its highest and best use. Highest and best use is determined only from the perspective of market participant, even if the Council intends a different use. Restrictions on the sale or use of an asset affects its fair value only if market participants would also be impacted by those restrictions. Alternative uses of those assets are considered if there is an alternative use that would maximise their fair value. However, the Council is not required to perform an exhaustive search for other potential uses of the assets if there is no evidence to suggest that the current use of an asset is not its highest and best use. The properties are categorised as Level 3 in the fair value hierarchy as the measurement technique uses significant unobservable inputs to measure the fair value. The valuation techniques used, are the market approach and income approach using estimated land values, sales values, rents and yield. In estimating the fair value of the investment property, the highest and best use is the current use.

Note 6: Financial instruments

Categories of Financial Instruments

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

Financial Assets	1 April 2022	31 March 2023
Fair value through profit or loss		
Long Term Investments		
Cash	140,700	96,500
Total	140,700	96,500
	£000	£000
Amortised Cost		
Long Term Investments	263	263
Long Term Debtors	2,780	2,636
Short Term Debtors	69,733	177,519
Cash	38,618	15,443
Total	111,393	195,861
Total Financial Assets	252,093	292,361
Non-Financial Assets	2,535,154	2,583,183
Total	2,787,247	2,875,544

Notes to the Group Accounts

Note 7: External audit costs

The group has incurred the following costs in relation to the statutory auditors;

2021/22		2022/23
<u>£000</u>		<u>£000</u>
	Fees payable to the external auditors with regards to external audit services carried out by the appointed auditor for the year	
192	Grant Thornton	215
62	UHY Hacker Young	77
	Fees payable to the external auditors for the certification of	
4	grant claims and returns for the year	8
13	CFO Insights Subscription Fee	0
271	Total	300

DRAFT ANNUAL GOVERNANCE STATEMENT 2022/23

Surrey County Council has a responsibility for ensuring that its business is conducted in accordance with the law and proper standards, that there is a sound system of governance, appropriate controls are in place and that public money is safeguarded and properly accounted for. This Annual Governance Statement describes significant organisational and service activities during 2022/23, progress against key issues raised in last year's governance review and identifies key areas of focus for 2022/23, and provides assurance the Council is complying with its Code of Governance and the CIPFA/SOLACE Framework "Delivering Good Governance in Local Government" (2016).

Organisational Governance

Surrey Community Vision

Notwithstanding the continued challenges and impacts brought about by Covid-19, the 2030 Community Vision and Organisation Strategy have remained key to providing the continued focus to support residents and communities during 2022/23.

The Surrey Forum was established in 2021 as a multi-agency partnership set up to provide strong and visible leadership for Surrey and realise the full economic, social, and environmental potential of the county. The Forum brings together partners from Surrey County Council, district and borough councils, the business community, higher and further education, and the voluntary community and faith sector (VCFS). It complements existing partnerships and enables partners to better co-ordinate, align and collaborate as the county emerges from Covid-19. The Surrey Forum will work closely with the existing Strategic Partnership Boards (Health and Wellbeing Board, One Surrey Growth Board, Greener Futures Board) who oversee and respond to significant issues in Surrey.

Covid 19 – ongoing recovery

The Recovery Co-ordinating Group (RCG), established by the Surrey Local Resilience Forum in April 2020 to co-ordinate and manage the impacts of the Covid-19 pandemic across Surrey, was stood down in July 2021. The work of the RCG was focused on shorter term 'restart and restore' actions, with existing agencies and partnerships identified to have accountability for medium- and longer-term actions. Where issues did not have a relevant group to take them forward, some new processes/partnerships were established (e.g. Surrey Interfaith Forum, Surrey Charities Forum). As well as identifying delivery partners for the actions, strategic partnerships (e.g. Health and Wellbeing Board) took on a governance role to ensure the proposed actions were fully considered, implemented, and communicated as appropriate. Written documentation was produced recording the agreed allocation of delivery and oversight responsibilities. The impact of the pandemic, as well as recovery across the county was measured through datasets brought together in the [Local Recovery Index](#). Updates on Covid 19 recovery and the legacy of 'Building Forwards Better' is reported to the Surrey Forum.

Twin track and budget

Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium-term financial outlook remains uncertain and financial resources will continue to be constrained. Existing approaches to delivering efficiencies will be largely exhausted by 2022/23 so a 'twin track' approach will be in place going forward, running the 2022/23 budget setting process whilst simultaneously developing a new cross cutting approach to identifying and delivering efficiencies from 2023/24 onwards. This approach helps plan overall outcomes and will help put the Council on a stable financial footing over the medium term. It also sets in train a more ambitious

Draft Annual Governance Statement

transformation programme which will be more collaborative both internally and with partners. Outcomes from the twin track work will significantly influence the shape of the transformation programme from 2023/24 onwards.

Workforce

The key focus in 2022/23 has once again been to support the Council through the Covid pandemic and providing the appropriate guidance, particularly with regards to frontline staff who support some of our most vulnerable residents. There was increased activity around wellbeing communications and webinars, particularly addressing mental health issues, stress and fatigue.

The Council's Agile Transformation Programme has seen real acceleration during the year, with staff adopting different working practices and using technology to facilitate virtual collaboration and hybrid meeting practices across different sites. Internal communications continue to support staff with practical information, advice and support, but also providing Chief Executive and Executive Directors' blogs and vlogs to communicate key messages, as well as to share best practice, recent updates and engaging content.

The Council's Equality, Diversity and Inclusion action plan was refreshed in March 2023 with a greater emphasis to support residents and our workforce with protected characteristics, and those who experience other inequalities (such as socio-economic inequality) to have more opportunities to have improved outcomes. There has been increased focus on our employee reference groups (ERG's) and sponsorship from the Corporate Leadership Team has provided support in some of the challenges that are faced by our diverse workforce.

The latter part of 2022/23 has seen the progression of our "Workforce of the Future" strategy to provide focus to key people priorities around our Pay & Reward offer, new approaches to attracting younger candidates and supporting youth groups into work and a renewed focus has been concentrated on tackling specific attraction, recruitment and retention issues across the Council.

Health Integration

The health and care landscape has undergone significant change this year in preparation for the passage of the Health and Care Act. The Act abolishes the Clinical Commissioning Groups (CCGs) that formerly held statutory responsibility for health commissioning for local populations and replaces them with Integrated Care Systems (ICS). From July 2022, these new legal entities will assume the responsibilities previously held by CCGs and additional commissioning responsibilities delegated by NHS England including ophthalmology, dentistry, and pharmacy. The ICS replicate the previous geographic footprint of the CCGs and therefore Surrey County Council is a statutory partner in two ICS - Surrey Heartlands Integrated Care Partnership and Frimley Integrated Care Partnership.

During 2022/23 Surrey County Council has been working closely with both ICSs to support the development of these new organisations, including the relationship between new the Integrated Care Partnerships and existing Surrey-wide statutory bodies such as the Health and Wellbeing Board. During this year the Council has built on the positive partnership working of the initial pandemic response with continue support to hospital discharge, infection control in care homes managing health and care outside of hospital settings and supporting the testing and vaccination programmes. The two new joint roles within Surrey Heartlands Integrated Care System, the Executive Director for Public Service Reform and the Executive Director for Integrated Commissioning and Adult Social Care have established integrated teams and these joint working arrangements are being formalised. The Health and Wellbeing Board, in implementation of the refreshed Health and Wellbeing Strategy, have agreed a number of priority populations for whom efforts to address health inequalities within Surrey will be focused.

Service-specific governance considerations

Children's Services

The Ofsted inspection in early 2022 found that services for children and families in Surrey have improved in all areas meaning that the service is no longer in intervention. The inspectors found that the service requires improvement to be rated as good but had 'improved' since the last inspection in 2018.

The Youth Offending Service (YOS), which works with some of our most disadvantaged young people, has been recognised as 'Good' by HM Inspectorate of Probation (HMIP), having been 'Inadequate' in 2019.

Oversight and scrutiny of the improvements to children's services continue to take place at the Surrey Safeguarding Children's Partnership, the Surrey Corporate Parenting Board and the Children, Families, Lifelong Learning & Culture Select Committee. Detailed action plans are in place which will take the service through to the next full inspection.

Surrey County Council, along with many other councils, has seen an increase in the cost of supporting young people with special educational needs and disabilities (SEND). The costs are charged to the High Needs Block of the Dedicated Schools Grant (DSG). Over the last few years, costs have outstripped the DSG grant received as demand has increased and there is a DSG deficit of £118m in the balance sheet by 31 March 2023. As the DSG is ring-fenced, there can be no direct contribution from the General Fund. The council has created an "Offsetting Reserve" equal to the DSG deficit to ensure stability and resilience in the balance sheet. A SEND Transformation programme has been set up to bring about the changes needed to reduce demand and costs. In March 2022, the council successfully negotiated a "Safety Valve" Agreement with the Department for Education (DfE). The agreement involves delivering on all aspects of the Transformation programme, in return for £100m from the DfE alongside £144m contribution from the existing council reserve set up to offset the costs, and transfers from the Schools Block and DSG balances.

Rethinking Waste programme - Waste Procurement

Following an extensive data gathering and engagement exercise with the waste market, all Surrey Districts and Boroughs and peer Waste Disposal Authorities (county and unitary councils), the Council will shortly be commencing the re-procurement of Waste Disposal Authority Service contracts to move away from an integrated contract to several separate contracts for specific elements of the service, ahead of the conclusion of the current arrangements in September 2024. These proposals have been examined by the Communities, Environment & Highways Select Committee and members of the Committee have supported the proposals.

The Rethinking Waste programme is governed by a programme board chaired by the Executive Director for Environment Transport and Infrastructure and overseen by the Major Projects Board. Challenges regarding how the Eco Park will be taken to market are currently being considered by the Eco Park member reference group as well as CLT and a wider team of subject matter experts.

My Surrey

The Digital Business & Insights (DB&I) programme to implement a new Enterprise Resource Planning (ERP) system commenced in September 2020. The new system (MySurrey) go live was due to be implemented during the year but has been delayed twice due to data migration and HR requirements scope issues, which has led to additional funding requirements. Following a period of re-planning, a revised critical path for the launch of MySurrey later in the year has been agreed with senior stakeholders.

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The Deputy Chief Executive and Executive Director of Resources is the Senior Responsible Officer for the Programme and chairs the Strategic Programme Board which oversees the project and makes strategic decisions, allocates resources and manages issues and risks. Where appropriate, strategic risks for the programme are escalated to the Council's Corporate Risk Register.

Highways Contract

The current arrangements to deliver highways maintenance and improvement activities expired in April 2022 and a new contract arrangement was put in place. A "Competitive Procedure with Negotiation" procurement exercise was completed to identify the next provider and the winning bidder was presented to Cabinet in September 2021.

A Member Reference Group from the Communities, Highways and Transport Select Committee supported and scrutinised the development of the procurement strategy, the outputs of the procurement process and, more recently, the mobilisation phase. During the procurement phase progress reports were presented to Informal Cabinet and the Major Projects Board and have continued into the mobilisation phase – this has allowed opportunity for assurance of the programme's progress against the timeline, feedback on emerging themes and to enable input and steer the process as it evolved.

Surrey Fire and Rescue Service

An inspection by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) reported in December 2021 that since the last inspection in 2018, Surrey Fire and Rescue Service had made good progress and has resolved two performance concerns regarding managing its resources and responding to emergencies. However, the report judged that the service still requires improvement at effectively and efficiently keeping people safe and secure from fire and other risks and requires improvement at looking after its people. Further changes are also needed, including measuring the impact of its fire prevention work, testing its plans for dealing with major incidents, such as a terrorist attack, and ensuring there is a robust recruitment and retention plan.

Adult Social Care

Officers are currently working through the implications and financial modelling of the Social Care Reform changes, due to come in to force in October 2023. The financial implications of the workforce changes needed, the funding cap and establishing the fair cost of care are dependent on the level of government support provided, which so far is not clear. Officers are working with colleagues in other councils to ensure government is fully appraised of the risk implications and costs.

Governance Systems Assurance

During the year an updated risk strategy and framework was approved by the Audit and Governance Committee and updated in the Constitution of the Council. A new format risk register was developed and embedded in each Directorate to focus on the underlying causes of risks, the possible effects and the controls and mitigations. In addition, a Corporate Risk Register and Corporate Risk Heat Map have been established to clearly identify the top risks faced by the Council.

The annual review of corporate governance policies and process was carried out by the Council's Governance Panel, and Internal Audit completed a review of corporate governance. Both reviews concluded that governance systems are in place with many being updated and improved throughout the year. The reviews recommended that further work could improve accessibility, training, and communication of key governance systems to give more confidence these were understood and embedded across the organisation.

A full Member Induction Training Programme was delivered to all new and returning County Councillors following the County Council elections in May 2021 covering the core elements of Council

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governance including the Code of Conduct, members interests, data protection and security, member/officer relations and the use of social media.

A twelve-month review was carried out following the Council's adoption of a new Code of Conduct for councillors in May 2021. The Code expanded on the previous principles-based Code and introduced specific obligations on councillors. The Council also introduced a new procedure for considering complaints which emphasised informal resolution and a criteria-based assessment of complaints. The review concluded members were aware of the Code of Conduct, understood the policy and it was considered fit for purpose. No breaches of the Code were found.

The council's External Auditor's report on value for money published in February 2022, which looked at the year 2021/22, reported improvements have been made in the areas of financial sustainability and improving economy, efficiency and effectiveness. The report identified only two key weaknesses and recommended firstly; the pensions transformation programme should continue to be implemented to clear the backlog of pensions administration work, and secondly; the Council should continue to focus on the implementation of the Children's Services improvement plan. The External Auditor noted that both these weaknesses were identified by the Council in last year's Annual Governance Statement with transformation programmes already in place by the Council to address failings, which have been monitored and reported on during the year.

The Council's financial management arrangements during 2022/23 fully complied with CIPFA's Statement on "The Role of the Chief Finance Officer" (CIPFA, 2010). The Deputy Chief Executive and Executive Director of Resources (s151) met his financial responsibilities during the year and ensured financial management arrangements were in place. He reports directly to the Chief Executive and had regular contact with the Leader and key Members, Monitoring Officer, Chief Internal Auditor and other Executive Directors.

An assessment of compliance with the CIPFA Financial Management Code was undertaken during the year. The review concluded that the Council could demonstrate overall compliance with the standards, evidence could be strengthened for a small number of indicators, and there are several areas where, because of various changes over the past two years including the Finance Improvement Programme and the Finance Academy, the Council's arrangements exceed the standards.

During the year an Independent Member was appointed to the Audit and Governance Committee for a period of four years.

The Chief Internal Auditor has provided reasonable assurance that the council has in place an adequate and effective framework of governance, risk management and internal control for the period 1 April 2022 to 31 March 2023. Overall, whilst the majority of audit opinions issued in the year were generally positive, internal audit activities have identified a number of areas where the operation of internal controls has not been fully effective, as reflected by one minimal assurance opinion and eight partial assurance opinions issues in the year. Actions have been agreed with management to address weaknesses in control identified in these reviews.

The Council's governance arrangements for 2022/23 are regarded as fit for purpose and are in accordance with the governance framework shown in Annex A. The Council is committed to maintaining these arrangements and ensuring that the improvements required are prioritised and sufficiently resourced. The action plans below show progress on the improvement areas identified last year and the areas for improvement this year.

2021/22 Annual Governance Statement Action Plan – Follow Up

Issue identified during 2021/22	Action taken during 2022/23
Children's Services	Continued focus on Children's Services improvement through oversight and scrutiny of action plans and ongoing activity. Update provided on page 3 of the AGS.

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Issue identified during 2021/22	Action taken during 2022/23
To continue to make improvements in our Children's Services.	Improvement in Children's Services are ongoing and will continue to be reviewed by external inspectors.
<p>Pensions Administration</p> <p>To continue improvements in the Pensions Administration service and integrate with the Pension Fund team.</p>	<p>The Pensions Transformation Programme has continued to address improvements in people, process, and technology. The new organisational structure is now a single team encompassing, investments, accounting, governance, and administration for a sovereign Surrey Fund.</p> <p>Improvements in Pensions Administration are ongoing and included in the 2022/23 AGS action plan.</p>
<p>Governance</p> <p>To promote good governance not only through systems and process but emphasise behavioural characteristics and values.</p>	<p>The centre for governance and scrutiny are part way through a review of the organisational characteristics, behaviours, and values which evidence good governance in all its elements, to promote high standards across the organisation.</p> <p>Included in the 2022/23 action plan</p>
<p>Land and Assets</p> <p>Improving the effectiveness, efficiency and commercialisation of the Land and Property function to ensure it supports service delivery to residents and organisational objectives for the council.</p>	<p>A Land and Property "purpose and Strategy" program has focused on:</p> <ul style="list-style-type: none"> -implementing Planon – an integrated property work management system; -a new project planning and risk framework for all capital projects; -a culture, values, and skills project for all staff; -a new operating model for facilities management; -a review of finance, risk, audit recommendations, performance, and stakeholder engagement.
<p>Risk Management</p> <p>To continue to develop the Council's risk management approach and embed across the organisation.</p>	<p>A new risk management framework has been introduced. Risk registers are in place for each Directorate and being updated as a live document. As required, risks are escalated to the Corporate Risk Register to provide a view of the top risks that could impact the Council (or de-escalated as appropriate).</p> <p>Risk management arrangements continue to develop, and updates are provided to Cabinet and assured through the Audit and Governance Committee.</p>
<p>Company Governance</p>	<p>Further improvements have been made to the governance arrangements for Council companies including, business</p>

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Issue identified during 2021/22	Action taken during 2022/23
To ensure the Council's companies meet best practice in oversight, planning and governance arrangements.	planning, oversight, training and development on the role and responsibilities of directors and conflicts of interest, risk management reporting and scrutiny.

2022/23 Annual Governance Statement Action Plan

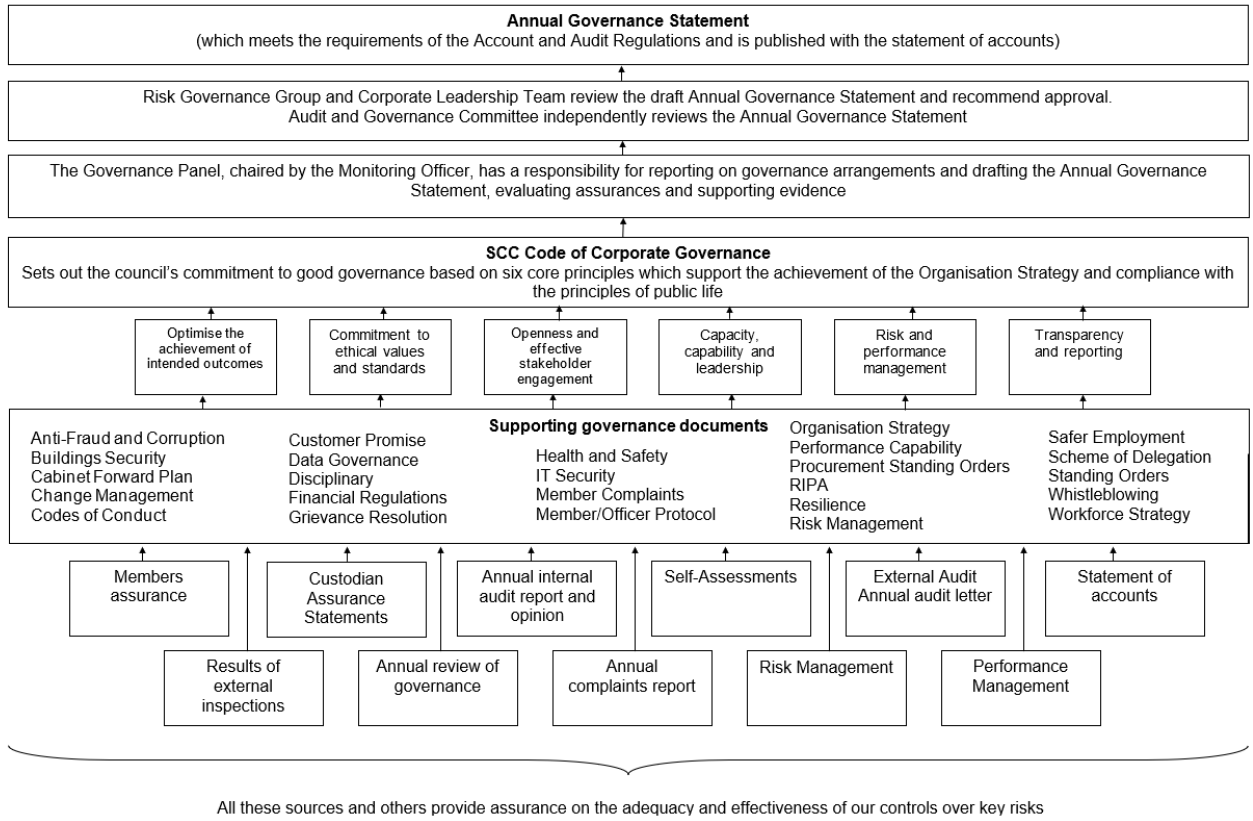
Issue identified during 2022/23	Action to be taken during 2022/23
<p>Pensions Administration</p> <p>To continue improvements in the Pensions Administration service and integrate with the Pension Fund team.</p>	<p>Transition the Pensions Helpdesk and control of Pensions Bank Account.</p> <p>Finalise induction approach and "about us" video.</p> <p>Implement recommendations from Value Stream Mapping work (with systems provider Heywoods).</p>
<p>DB&I programme - MySurrey</p> <p>To ensure the DB&I programme is implemented successfully.</p>	<p>The programme will complete go-live of the new fully integrated Unit4 solution to manage the Council's back-office finance, procurement, HR and payroll processes in addition to payrolls for external customers. The focus in the coming months is the completion of user acceptance testing, payroll parallel running and delivery of the required tasks to transition the Council from SAP to Unit4 in time for go-live.</p>
<p>Governance</p> <p>To promote good governance not only through systems and process but emphasise behavioural characteristics and values.</p>	<p>The Governance Panel will coordinate improved accessibility, training, and communication of key governance systems.</p> <p>A Surrey Approach to cultural and behavioural governance will be implemented focusing on:-</p> <ul style="list-style-type: none"> -Extent of recognition of individual and collective responsibility for good governance. -Awareness of political dynamics. -How the council looks to the future to set its decision-making priorities. -Officer and councillor roles. -How the council's real situation compares to its sense of itself. -Quality of local (external) relationships. -The state of member oversight through scrutiny and audit.
<p>Children's Services Improvement</p> <p>To continue to make improvements in our Children's Services.</p>	<p>An action plan will be submitted to Ofsted by 22 June to focus improvement on</p> <ul style="list-style-type: none"> -The quality and effectiveness of assessments and plans for all children, including disabled children, homeless 16- and 17-year-olds and privately fostered children.

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Issue identified during 2022/23	Action to be taken during 2022/23
	<ul style="list-style-type: none"> -Partnership work to secure support for children and young people’s mental health and well-being -The provision of essential information to carers about children and viability assessments to inform placements with friends or family. -The sufficiency of suitable accommodation for young people, including care leavers. -The quality and impact of supervision to ensure that decisions are timely and support the progression of children’s plans. -The proportion of permanent staff, to reduce turnover.
<p>Surrey Fire and Rescue Service</p> <p>To continue to make improvements in SFRS.</p>	<p>Action plans will be regularly monitored and reported to the select committee against the following key actions</p> <p>Effectiveness – up to date risk information; evaluations of its prevention work; quality assurance process and audits; cross boarder learning and the adoption of national operational guidance.</p> <p>Efficiency – to monitor, review and evaluate outcomes of collaboration activity; effective measures of workforce productivity to assure efficiently and effectively meet Making Surrey safer Plan priorities; analysis and challenge of scenario planning.</p> <p>People – Identify and develop aspiring leaders; visible senior managers who model service values; timely response to feedback from staff; promotion of equality, diversity and inclusion; and more to understand bullying and harassment.</p>

Tim Oliver
Leader of the Council

Joanna Killian
Chief Executive



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Tim Oliver
Leader of the Council Chief Executive

Joanna Killian

Pension Funds

Firefighters Pension Fund

The fund accounts set out below do not take account of obligations to pay pensions and benefits which fall due after the end of the scheme year.

2021/22	Ref:	Firefighters' pension fund account	2022/23
£000	Note		£000
		Contributions Receivable:	
(5,142)	2	Contributions receivable from employer (normal)	(5,043)
(2,277)	2	Contributions receivable from employees	(2,254)
(297)	4	Individual transfers in from other schemes	(340)
(109)	2	Ill Health Charges	(222)
(7,825)			(7,858)
		Benefits payable	
14,847	3	Pensions	15,934
3,321	3	Commutations and lump sum retirement benefits	5,285
14	3	Lump sum death benefits	0
15	4	Payments to and on account of leavers	14
18,197		Total amounts payable	21,232
10,372		Net amount receivable for the year before top-up grant	13,374
(8,338)	5	Top-up grant received from Home Office	(9,387)
(2,034)	5	Top-up grant still owing from Home Office	(3,987)
(10,372)		Net amount payable / receivable for the year	(13,374)
		Net Asset Statement	
31 March			31 March
2022			2023
£000			£000
		Current assets:	
2,034		Pension top-up grant receivable from Home Office	3,987
2,034			3,987
		Current liabilities:	
(2,034)		Cash overdrawn	(3,987)
(2,034)			(3,987)

Pension Funds

Note 1 – General principles.

Legal status

The Firefighters' Pension Fund is administered by Surrey County Council; it falls within the jurisdiction of the Council's chief finance officer for certification prior to being submitted for approval to the Audit and Governance Committee. It is also subject to the council's statutory audit report which is issued after approval from the Audit and Governance Committee has been given.' and 'The operation of the pension fund for authorities administering the firefighters' pension scheme in England is controlled by the Firefighters' Pension Scheme (Amendment) (England) Order 2006 (SI 2006/1810). Since 1st April 2006, the Council has administered (the 1992, 2006 and 2015 firefighters' pension) schemes from a separate local fire-fighter pension fund and therefore the firefighters' pension fund does not form part of the Council's balance sheet.

Fund operations

Employee contributions, new employer's contributions and transfer values received are paid into the pension fund, from which pension payments and other benefits are paid. The fund is topped up by Government grant if the contributions are insufficient to meet the cost of pension payments with any surplus recouped by central government and in that way the fund is balanced to nil each year. The underlying principle is that employer and employee contributions together will meet the full cost of pension liabilities being accrued in respect of currently serving employees while Central Government will meet the costs of retirement pensions in payment, net of employee and employer contributions.

As there are not any investment assets built up to meet these pension liabilities, cash, net of contributions from active members and government grants, has to be generated to meet pension payments as they fall due. When accounting for the cost of retirement benefits the liability is recognised and reported in the Council's cost of services when pensions are earned by employees, rather than when the benefits are eventually paid as pensions. The council's actuary based their calculations on future pension increases being linked to the consumer prices index (see note 38 of the Council's statement of accounts for details of these amounts).

Estimating the net liability to pay pensions depends upon a number of complex judgements relating to salary increase projections, changes in retirement ages and mortality, expected returns on pension fund assets and the discount rate used for financial modelling. A sensitivity analysis carried out by the actuary revealed that a 0.5% decrease in the discount rate assumption would result in an increase in the pension liability of £65.8m.

Significant accounting policies

The firefighters' pension fund account is prepared in accordance with the accounting policies as set out in the Chartered Institute Public Finance and Accountancy Code of Practice on Local Authority Accounting in the United Kingdom. The account summarises the transactions of the scheme and the net assets. Normal contributions, both from the members and from the employer which are accounted for on an accruals basis at the percentage rate recommended by the fund actuary in the payroll period to which they relate. The firefighters' schemes are prescribed by statute as unfunded defined benefit final salary schemes, the benefits of which are defined and guaranteed in law in accordance with the concept of the Council as a going concern.

Note 2 - Contributions receivable

Pension Funds

Contributions represent the total amounts receivable from the Council and the pensionable employees. The employer's contributions are made at the rates determined by the Government Actuaries Department, at a nationally applied rate of 37.3% for the 1992 Firefighter' Pension Scheme, 27.4% for the 2006 Scheme and 28.8% for the 2015 Scheme. The council is required to make payments into the pension fund in respect of ill health retirements, when they are granted. No provision is been made for employee and employer contributions for sums due on pay awards not settled.

Note 3 - Benefits and refunds

Benefits and refunds are accounted for in the year in which they become due for payment.

Note 4 - Transfer values

Transfer values are those sums paid to or received from other pension schemes and the firefighters' pension scheme outside England for individuals and relate to periods of previous pensionable employment.

Transfer values received and transfer values paid are accounted for on a receipts and payments basis.

Note 5 – Top up grant

The fund was topped up by Government grant of £10.4m in 2022/23 (£8.8m in 2021/22) as contributions were insufficient to meet the cost of pension payments due for the year. £8.4m was received in year leaving an outstanding balance of £2.0m due from government (£2.4m 2019/20).

SURREY PENSION FUND ACCOUNTS 2022/2023

Pension Funds

Surrey Pension Fund Fund account

	Note	2022/23 £000	2021/22 £000
Contributions and benefits			
Contributions receivable	7	207,197	193,640
Transfers in	8	36,287	33,289
		<u>243,484</u>	<u>226,929</u>
Benefits payable	9	(176,886)	(170,855)
Payments to and on account of leavers	10	(20,170)	(16,148)
		<u>(197,056)</u>	<u>(187,003)</u>
Net additions from dealings with members		46,428	39,926
Management expenses	11	(15,206)	(14,709)
Net additions including fund management expenses		31,222	25,217
Return on investments			
Investment income	12	41,016	24,531
Taxes on income		(1,020)	(1,169)
Profit and losses on disposal of investments and changes in the value of investments	17	(127,825)	295,914
Net return on investments		(87,829)	319,276
Net increase in the net assets available for benefits during the year		(56,607)	344,483
Opening net assets of the scheme		5,357,512	5,013,019
Closing net assets of the scheme		5,300,905	5,357,512

Surrey Pension Fund Net assets statement

	Note	31 Mar 2023 £000	31 Mar 2022 £000
Investment assets	14	5,240,381	5,332,987
Investment liabilities	14	-	(23,165)
Total net investments		5,240,381	5,309,822
Current assets	21	68,098	57,775
Total assets		5,308,479	5,367,597
Current liabilities	22	(7,574)	(10,085)
Net assets of the fund available to fund benefits at the end of the reporting period		5,300,905	5,357,512

Note: the fund's financial statements do not take account of liabilities to pay pensions and other benefits after the period end. The actuarial present value of promised retirement benefits is disclosed at Note 20.

Pension Funds

Surrey Pension Fund

Notes to the accounts

1 Description of the fund

The Surrey Pension Fund ('the fund') is part of the Local Government Pension Scheme (LGPS) and is administered by Surrey County Council. The Surrey Pension Fund is the reporting entity.

(a) General

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) Regulations 2016.

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

(b) Membership

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

Organisations participating in the Surrey Pension Fund include:

- Scheduled bodies, which are local authorities and similar bodies whose staff are automatically entitled to be members of the fund.
- Admitted bodies, which are other organisations that participate in the fund under an admissions agreement between the fund and the relevant organisation. Admitted bodies include voluntary, charitable and similar bodies or private contractors undertaking a local authority function following outsourcing of services to the private sector.

Membership details are set out below:

	31 Mar 2023	31 Mar 2022
Number of employers	345	327
Employees in the Scheme		
Surrey County Council	19,664	19,326
Other Employers	23,140	22,119
Total	42,804	41,445
Pensioners		
Surrey County Council	15,469	14,880
Other Employers	14,382	14,730
Total	29,851	29,610
Deferred Pensioners		
Surrey County Council	26,738	26,379
Other Employers	17,418	16,948
Total	44,156	43,327
Total Number of Members	146,811	144,382

(c) Funding

Benefits are funded by contributions and investment earnings. Contributions are made by active members of the fund in accordance with the Local Government Regulations 2013 as disclosed in the introduction and ranged from 5.5% to 12.5% of pensionable pay for the financial year ending 31 March 2023. Employee contributions are matched by employers' contributions which are set based on triennial actuarial funding valuations. The last such valuation was at 31 March 2022 and new rates applied from April 2023.

The contribution rates for 2022/23 ranged from 12.7% to 43.6% of pensionable pay.

(d) Benefits

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

A range of other benefits are also provided including early retirement, disability pensions and death benefits, as explained on the LGPS website – see www.lgpsmember.org.

Pension Funds

2 Basis of preparation

The Statement of Accounts summarises the fund's transactions for the 2022/23 financial year and its position at the year end at 31 March 2023. The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom which is based upon International Financial Reporting Standards (IFRS), as amended for the UK public sector.

Paragraph 3.3.1.2 of the Code requires disclosure of any accounting standards issued but not yet adopted. No such accounting standards have been identified for 2022/23.

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. The actuarial present value of promised retirement benefits valued according to the International Accounting Standard (IAS) 19 is disclosed at note 20 of these accounts.

These accounts have been prepared on a going concern basis. The liabilities of the pension fund are ultimately backed by the employing organisations within the fund including government bodies with tax raising powers.

3 Summary of significant accounting policies

Fund account - revenue recognition

(a) Contribution income

Normal contributions, both from the members and from the employer, are accounted for on an accruals basis in the payroll period to which they relate.

Employers' augmentation contributions and pension strain contributions are accounted for in the period in which the liability arises. Any amount due in year but unpaid will be classed as a current financial asset. Contributions due for forthcoming periods are not represented within the financial statements.

(b) Transfers to and from other schemes

Transfer values represent the amounts received and paid during the year for members who have either joined or left the fund during the financial year and are calculated in accordance with the Local Government Pension Scheme Regulations.

Transfers in/leavers are accounted for when received or paid, which is normally when the member liability is accepted or discharged. Transfers in from members wishing to use the proceeds of their additional voluntary contributions to purchase scheme benefits are accounted for on a receipts basis and are included within transfers in.

Bulk (group) transfers are accounted for in accordance with the terms of the transfer agreement.

(c) Investment income

- (i) Interest income is recognised in the fund account as it accrues using the effective interest rate of the financial instrument as at the date of acquisition or origination. Income includes the amortisation of any discount premium, transaction costs or other differences between the initial carrying amount of the instrument and its amount at maturity calculated on an effective interest rate basis.
- (ii) Dividend income is recognised on the date the shares are quoted as ex-dividend. Any amount not received by the end of the reporting period is disclosed in the net asset statement as a current financial asset.
- (iii) Distributions from pooled funds are recognised at the date of issue. Any amount not received by the end of the reporting period is disclosed in the net asset statement as a current financial asset.
- (iv) Changes in the value of investments (including investment properties) are recognised as income and comprise all realised and unrealised profits/losses during in the year.
- (v) Distributions and drawdowns from private equity partnerships are accounted for according to guidance from the private equity manager as to the nature of the distribution or drawdown. Income and purchases and sales are recognised at the date the capital call or distribution falls due.

Fund account - expense items

(d) Benefits payable

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

(e) Management expenses

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

Administrative expenses	Pension administrative expenses reflect the costs incurred in the payment of pensions and other benefits, the maintenance of member records and provision of scheme and entitlement information. Costs incurred in relation to specific employers are recharged to those individual organisations and therefore excluded from the accounts. All administration expenses are accounted for on an accruals basis. The relevant staffing costs of the pension administration team are recharged to the fund. Management, accommodation and other overheads are apportioned to the fund in accordance with council policy.
Investment management expenses	All investment management expenses are accounted for on an accruals basis. Fees of the external investment managers and custodian are agreed in the respective mandates governing their appointments. Broadly, these are based on the market value of the investments under management and therefore increase or reduce as the value of these investments change.
Oversight and governance expenses	Governance costs reflect those expenses which fall outside the parameters of administrative or investment expenses. All oversight and governance expenses are accounted for on an accruals basis with associated staffing and overhead costs apportioned in accordance with council policy.

(f) Taxation

The fund is a registered public service scheme under section 1 (1) of the 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 may be subject to withholding tax in the country of origin. Irrecoverable tax is accounted for as a fund expense as it arises. Tax on income due but unpaid at the end of the year is reported as a current liability.

Pension Funds

Net assets statement

(g) Financial assets

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

Surrey Pension Fund is a partner fund of Border to Coast Pensions Partnership. Each Partner Fund invested in Class A and B Shares at a cost (transaction price) of £1 and £833,333 respectively. This investment has been valued at cost and will continue to be, as the fair value of these assets cannot be reliably estimated.

(h) Foreign currency transactions

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

(i) Derivatives

The fund uses derivative financial instruments to manage its exposure to specific risks arising from its investment activities. The fund does not hold derivatives for speculation purposes.

Derivative contract assets are fair valued at bid prices and liabilities are fair valued at offer prices. Changes in fair value of derivative contracts are included in the change in market value.

The value of futures contracts is determined using exchange prices at the reporting date. Amounts due from or owed to the broker are the amounts outstanding in respect of the initial margin and variation margin.

The future value of forward currency contracts is based on the market forward exchange rates at the year-end date and determined as the gain or loss that would arise if the outstanding contract were matched at the year end with an equal and opposite contract.

(j) Cash and cash equivalents

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

(k) Loans and receivables

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

(l) Financial liabilities

The fund recognises financial liabilities at fair value as at the reporting date. A financial liability is recognised in the net asset statement on the date the fund becomes party to the liability. From this date any gains or losses arising from changes in the fair value of the liability are recognised by the fund.

(m) 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 requirement of IAS 19 and relevant actuarial standards.

As permitted under the Code, the fund has opted to disclose the actuarial present value of promised retirement benefits by way of a note to the net asset statement.

(n) Additional voluntary contributions

Surrey Pension Fund provides an additional voluntary contributions (AVC) scheme for its members, the assets of which are invested separately from those in the pension fund. The fund has appointed Prudential as the AVC provider. A small number of members remain with the previous provider Equitable Life. AVCs are paid to the AVC provider by employers and are specifically for providing additional benefits for individual contributors. Each AVC contributor receives an annual statement showing the amounts held in their account and the 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) Regulations 2016 but are disclosed for information in a note to the accounts.

Pension Funds

4 Critical judgements in applying accounting policies

Application of judgement in specific policies is outlined in each note to the accounts.

5 Sources of estimation uncertainty

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

Item	Uncertainties	Effect if actual results differ from assumptions
Actuarial present value of promised retirement benefits	Estimation of the net liability to pay pension 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 net pension liability of the fund would change if there are changes in variables such as the Pensions Increase Rate, Salary Increase Rate, Discount Rate and life expectancy. Sensitivity analysis is provided in Note 20.
Private equity	Private equity investments, both limited partnership and fund of funds, are disclosed at fair value, provided by the administrators of the funds. These investments are not publicly listed and as such there is a degree of estimation involved in the valuation. These are usually classified as Level 3 Investments.	There is more uncertainty regarding the valuation of these asset types, and could potentially be subject to material adjustments. Sensitivity analysis is provided in the notes to the accounts.
Fund of fund investments	Where investments are made into a fund of funds structure there is an additional level of separation from the fund. These investments are not publicly listed and as such there is a degree of estimation involved in the valuation using best available dates of valuation. These are usually classified as Level 3 Investments.	There is more uncertainty regarding the valuation of these asset types, and could potentially be subject to material adjustments.
Property Unit Trust	Valuation techniques are used to determine the carrying amount of pooled property funds.	There is more uncertainty regarding the valuation of these asset types, and could potentially be subject to material adjustments. Sensitivity analysis is provided in the notes to the accounts.

6 Events after the reporting date

The Statement of Accounts is adjusted to reflect events after the balance sheet date, both favourable and unfavourable, that occur between the end of the reporting date and the date when the Statement of Accounts is authorised for issue that provide evidence of conditions that existed at the end of the reporting period unless deemed insignificant to the true and fair value of the Fund's assets and liabilities. Those events taking place after the date of authorisation for issue will not be reflected in the statement of accounts.

7 Contributions receivable

By category

	2022/23 £000	2021/22 £000
Employees' contributions	49,142	44,228
Normal contributions	130,303	113,675
Deficit recovery contributions	27,364	33,220
Augmentation contributions	388	2,517
Employers' contributions	158,055	149,412
Total contributions receivable	207,197	193,640

By type of employer

	2022/23 £000	2021/22 £000
Administering authority	91,313	87,048
Scheduled bodies	110,045	102,187
Admitted bodies	5,840	4,405
	207,197	193,640

8 Transfers in from other pension funds

	2022/23 £000	2021/22 £000
Group transfers	9,359	-
Individual transfers	26,928	33,289
	36,287	33,289

Pension Funds

9 Benefits payable

By category

	2022/23 £000	2021/22 £000
Pensions	(151,030)	(143,247)
Commutation and lump sum retirement benefits	(21,206)	(22,114)
Lump sum death benefits	(4,512)	(5,317)
Interest on late payment of benefits	(138)	(177)
	<u>(176,886)</u>	<u>(170,855)</u>

By type of employer

	2022/23 £000	2021/22 £000
Administering authority	(81,786)	(78,970)
Scheduled bodies	(81,073)	(82,514)
Admitted bodies	(14,027)	(9,371)
	<u>(176,886)</u>	<u>(170,855)</u>

10 Payments to and on account of leavers

	2022/23 £000	2021/22 £000
Group transfers to other schemes	(19,358)	(15,404)
Refunds of contributions	(822)	(755)
Payments for members joining state schemes	10	11
Employers' contributions	<u>(20,170)</u>	<u>(16,148)</u>

11 Management expenses

	2022/23 £000	2021/22 £000
Administrative costs	(4,198)	(3,883)
Investment management expenses	(8,131)	(9,267)
Oversight and governance costs	(2,877)	(1,559)
Employers' contributions	<u>(15,206)</u>	<u>(14,709)</u>

As part of its oversight and governance costs in 2022/23, the fund had also spent £1,521k (2021/22: £1,133k) in respect of pooling costs payable to the Border to Coast Pensions Partnership (BCPP).

Investment management expenses

2022/23	£000	Total	Management fees	Performance related fees	Transaction costs
Bonds	-	-	-	-	-
Equities	(3,793)	(3,793)	(3,594)	-	(198)
Pooled investments	(884)	(884)	(631)	-	(254)
Pooled property investments	(1,256)	(1,256)	(1,256)	-	-
Private equity	(2,031)	(2,031)	(2,031)	-	-
Property	-	-	-	-	-
Derivatives	-	-	-	-	-
Cash and FX contracts	-	-	-	-	-
		<u>(7,964)</u>	<u>(7,512)</u>	-	<u>(452)</u>
Custody fees	(167)	(167)	-	-	-
Total		<u>(8,131)</u>			
		<u>(8,131)</u>			
2021/22	£000	Total	Management fees	Performance related fees	Transaction costs
Equities	(1,088)	(1,088)	(1,088)	-	-
Pooled investments	(1,547)	(1,547)	(1,368)	-	(179)
Pooled property investments	(2,223)	(2,223)	(2,223)	-	-
Private equity	(4,287)	(4,287)	(4,287)	-	-
		<u>(9,145)</u>	<u>(8,966)</u>	-	<u>(179)</u>
Custody fees	(122)	(122)	-	-	-
Total		<u>(9,267)</u>			
		<u>(9,267)</u>			

Pension Funds

12 Investment income

	2022/23 £000	2021/22 £000
Income from equities	18,401	7,965
Income from pooled investments	-	4,368
Private equity income	10,426	3,003
Pooled property investments	10,719	8,309
Interest on cash deposits	1,445	9
Other	24	877
	<u>41,016</u>	<u>24,531</u>

13 Other fund account disclosures

External audit costs

	2022/23 £000	2021/22 £000
Payable in respect of external audit	(87)	(49)
Payable in respect of other services	(30)	(24)
	<u>(117)</u>	<u>(73)</u>

14 Investments

	31 Mar 2023 £000	31 Mar 2022 £000
Investment assets		
Equities	485,691	475,733
Pooled funds	563,595	582,921
Fixed income unit trusts		
Equity unit trusts	2,999,453	3,356,837
	<u>4,048,739</u>	<u>4,415,491</u>
Other investments	293,784	331,775
Pooled property investments		
Private equity	795,159	548,856
Derivatives	22,607	1,613
Total net investments	<u>5,160,289</u>	<u>5,297,735</u>
Cash deposits	77,570	33,126
Other investment balances	2,522	2,126
Total investment assets	<u>5,240,381</u>	<u>5,332,987</u>
Investment liabilities		
Derivatives	-	(23,165)
Total investment assets	<u>5,240,381</u>	<u>5,309,822</u>

14 A. Reconciliation of movements in investments and derivatives

Pension Funds

14 A. Reconciliation of movements in investments and derivatives

2022/23	£000	Market Value 1 April 2022	Purchases and derivative payments	Sales and derivative receipts	Change in value during the year	Market Value 31 March 2023
Equities		475,733	219,922	(196,128)	(13,836)	485,691
Pooled investments		3,939,759	13,350	(285,642)	(104,418)	3,563,049
Pooled property investments		331,774	6,631	(3,997)	(40,625)	293,783
Private equity		548,856	257,061	(92,077)	81,318	795,159
		5,296,122	496,964	(577,843)	(77,560)	5,137,682
Derivatives		(21,552)	133,217	(39,180)	(49,877)	22,607
		5,274,570	630,180	(617,024)	(127,437)	5,160,289
Other investment balances	Cash	33,126			(388)	77,750
	Accrued income/other	2,126				2,342
		5,309,822			(127,825)	5,240,381
<i>Total cash and cash equivalent balances in the Fund</i>						
LGIM		85,671				60,868
Custodian		33,126				77,750
Direct		15,142				17,747
		133,939				156,365

2021/22	£000	Market Value 1 April 2021	Purchases and derivative payments	Sales and derivative receipts	Change in value during the year	Market Value 31 March 2022
Equities		439,581	135,902	(139,784)	40,034	475,733
Pooled investments		3,847,232	584,402	(676,791)	184,916	3,939,759
Pooled property investments		266,256	26,209	(9,566)	48,875	331,774
Private equity		375,944	215,962	(69,224)	26,174	548,856
		4,929,013	962,475	(895,365)	299,999	5,296,122
Derivatives - forward currency contracts		(7,226)	53,359	(41,508)	(26,177)	(21,552)
		4,921,787	1,015,834	(936,873)	273,822	5,274,570
Other investment balances	Cash	35,678			22,092	33,126
	Accrued income/other	1,505				2,126
		4,958,970			295,914	5,309,822

14 B. Investments analysed by fund manager

Manager	Market Value 31 Mar 2023 £000	%	Market Value 31 Mar 2022 £000	%
Investments managed by Border to Coast Pension Partnership				
Border to Coast UK Equity Alpha	499,575	10	541,209	10
Border to Coast Global Equity Alpha	739,481	14	712,861	13
Border to Coast Global MAC	563,595	11	582,921	11
Border to Coast Global Listed Alt	250,709	5	402,260	8
	2,053,360	40	2,239,251	42
Investments managed outside Border to Coast Pension Partnership				
LGIM (Legal & General Investment Management)	1,509,699	29	1,700,507	32
Newton Investment Management	490,754	9	492,757	9
CBRE Global Multi-Manager	306,890	6	337,969	6
Private equity/other	857,070	16	560,890	11
Derivatives	22,607	-	(21,552)	-
	3,187,021	60	3,070,571	58
	5,240,381	100	5,309,822	100

The table below shows investments that represent 5% or more of the net assets of the scheme.

Manager	Market Value 31 Mar 2023 £000	%	Market Value 31 Mar 2022 £000	%
LGIM Future World Global Equity Index	925,281	18	1,024,039	19
Border to Coast Global Equity Alpha	739,481	14	712,861	13
Border to Coast Multi Asset Credit	563,595	11	582,921	11
Border to Coast UK Equity Alpha	499,573	10	541,209	10
Border to Coast Multi Listed Alternatives	250,701	5	402,260	8
LGIM World Emerging Markets Fund	275,163	5	299,134	6
LGIM - TLCV Bespoke (34048)	187,215	4	262,815	5
	3,441,009	66	3,825,239	72

14 C. Stock lending

Stock lending is the act of loaning a stock, derivative or other security to an investor or firm. The fund operates a stock lending programme in partnership with the fund custodian. As at 31 March 2022 the value of quoted securities on loan was £5.6 million (£22.8million as at 31 March 2021) in exchange for collateral held by the fund custodian at fair value of £6.1 million (£24.2million as at 31 March 2021).

Pension Funds

15 Analysis of derivatives

Forward currency contracts

Forward foreign exchange contracts are over the counter contracts whereby two parties agree to exchange two currencies on a specified future date at an agreed rate of exchange. At 31 March 2023 the Fund had forward currency contracts in place with a net unrealised loss of (£22.6m) (net unrealised loss of (£21.6m) at 31 March 2022).

2022/23		Contract settlement date within	Currency		Notional amount (local currency)		Asset £000	Liability £000
No of contracts	Bought		Sold	Bought (000)	Sold (000)			
4		Three months	GBP	EUR	199,059	(223,072)	2,636	-
2		Three months	GBP	JPY	66,264	(10,543,400)	1,724	-
7		Three months	GBP	USD	656,649	(790,288)	18,247	-
							22,607	-

2021/22		Contract settlement date within	Currency		Notional amount (local currency)		Asset £000	Liability £000
No of contracts	Bought		Sold	Bought (000)	Sold (000)			
2		Three months	GBP	EUR	176,351	(210,475)	-	(1,925)
2		Three months	GBP	JPY	73,141	(11,412,300)	1,613	-
6		Three months	GBP	USD	651,956	(886,118)	-	(21,240)
							1,613	(23,165)

16 Fair Value - Basis of Valuation

The basis of the valuation of each class of investment asset is set out below. There has been no change in the valuation techniques used during the year.

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

Description of Asset	Valuation Hierarchy	Basis of Valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Market quoted investments	Level 1	Published bid market price ruling on the final day of the accounting period	Not required	Not required
Quoted bonds	Level 1	Fixed interest securities are valued at a	Not required	Not required
Futures and Options in UK Bonds	Level 1	Published exchange prices at the year-end	Not required	Not required
Exchange Traded Pooled Investments	Level 1	Closing bid value on published exchanges	Not required	Not required
Unquoted Bonds	Level 2	Average of broker prices	Evaluated price feeds	Not required
Forward Foreign Exchange Derivatives	Level 2	Market forward exchange rates at the year-end	Exchange rate risk	Not required
Overseas bond options	Level 2	Option pricing model	Annualised volatility of counterparty credit risk	Not required
Pooled Investments - overseas unit trusts and property funds	Level 2 & 3	Closing bid price where bid and offer prices are published. Closing single price where single price published	NAV-based pricing set on a forward	Valuations could be affected by material events occurring between the date of the financial statements provided and the pension fund's reporting date, by changes to expected cashflows, and by any differences between audited and unaudited accounts
Pooled Investments - Hedge funds	Level 3	Closing bid price where bid and offer prices are published. Closing single price where single price published	NAV-based pricing set on a forward	Valuations could be affected by material events occurring between the date of the financial statements provided and the pension fund's reporting date, by changes to expected cashflows, and by any differences between audited and unaudited accounts
Unquoted Equities	Level 3	Comparable valuation of similar companies in accordance with <i>International Private Equity and Venture Capital Valuation Guidelines</i> (2012)	EBITDA multiple Revenue multiple Discount for lack of marketability Control premium	Valuations could be affected by material events occurring between the date of the financial statements provided and the pension fund's own reporting date, by changes to expected cash flows, and by any differences between audited and unaudited accounts

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Pension Funds

Sensitivity of assets valued at Level 3

The fund has determined that the valuation methods described above for level 3 investments 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 2023 and 31 March 2022.

	Potential variation in fair value (+/-%)	Value 31 Mar 2023 £000	Potential value on increase £000	Potential value on decrease £000
Private Equity	10	795,159	874,675	715,643
Property funds	10	126,189	138,808	113,570
		921,349	1,013,483	829,213

	Potential variation in fair value (+/-%)	Value 31 Mar 2022 £000	Potential value on increase £000	Potential value on decrease £000
Private Equity	10	548,856	603,742	493,970
Property funds	10	153,524	168,876	138,172
		702,380	772,618	632,142

16 A. Fair Value hierarchy

31 March 2023	£000	Quoted market price Level 1	Using observable inputs Level 2	With significant unobservable inputs Level 3	Total
Financial assets at Fair Value					
Equities	485,691	-	-	-	485,691
Pooled investments	-	3,563,048	-	-	3,563,048
Pooled property investments	-	167,594	126,189	-	293,784
Private equity	-	-	-	795,159	795,159
Derivatives	-	22,607	-	-	22,607
Cash	77,570	-	-	-	77,570
Other investment balances	2,497	25	-	-	2,522
Financial liabilities at Fair Value					
Derivatives	565,758	-	3,753,274	921,349	5,240,381
	-	-	-	-	-
	565,758	3,753,274	921,349		5,240,381

31 March 2022	£000	Quoted market price Level 1	Using observable inputs Level 2	With significant unobservable inputs Level 3	Total
Financial assets at Fair Value					
Equities	475,733	-	-	-	475,733
Pooled investments	2,239,252	1,700,507	-	-	3,939,759
Pooled property investments	-	178,250	153,524	-	331,774
Private equity	-	-	-	548,856	548,856
Derivatives	-	1,613	-	-	1,613
Cash	33,126	-	-	-	33,126
Other investment balances	2,104	22	-	-	2,126
Financial liabilities at Fair Value					
Derivatives	2,750,215	-	1,880,392	702,380	5,332,987
	-	-	(23,165)	-	(23,165)
	2,750,215	1,857,227	702,380		5,309,822

16 B. Transfers between Levels 1 and 2

The BCPP pooled investments transferred from level 1 to level 2 in March 2023 as a result of reconsidering the classification of the holdings concerned. All investments are regularly reviewed to ensure the classification remains appropriate, taking into account relevant and current information.

Pension Funds

16 C. Reconciliation of Fair Value measurements within Level 3

31 March 2023	£000				Realised gains and losses	Unrealised gains and losses	Value 31 Mar 2023
		Value 31 Mar 2022	Purchases	Sales			
Private Equity		548,856	256,874	(91,890)	31,018	50,300	795,159
Property funds		153,524	6,039	(3,997)	-	(29,377)	126,189
		702,380	262,913	(95,886)	31,018	20,923	921,348

31 March 2022	£000				Realised gains and losses	Unrealised gains and losses	Value 31 Mar 2022
		Value 31 Mar 2021	Purchases	Sales			
Private Equity		375,944	215,962	(69,224)	21,349	4,825	548,856
Property funds		118,168	16,222	(7,530)	-	26,664	153,524
Overseas equity		5,981	-	(5,255)	(238)	(488)	-
		500,093	232,184	(82,009)	21,111	31,001	702,380

17 Classification of financial instruments

£000	31 March 2023			31 March 2022		
	Fair value through	Assets at	Liabilities	Fair value through	Assets at	Liabilities
	Profit and Loss	amortised cost	at amortised cost	Profit and Loss	amortised cost	at amortised cost
Financial assets						
Equities	485,691			475,733		
Pooled investments	3,563,048			3,939,759		
Pooled property investments	293,784			331,774		
Private equity	795,159			548,856		
Derivatives	22,607			1,613		
Cash		77,570			33,126	
Other investment balances	180	2,342			2,126	
Current assets					57,775	
Financial liabilities						
Derivatives	5,160,469	79,912	-	5,297,735	93,027	-
Current liabilities	-			(23,165)		(10,085)
	5,160,469	79,912	-	5,274,570	93,027	(10,085)
		5,240,381			5,357,512	

17 A. Net gains and losses on financial instruments

	2022/23 £000	2021/22 £000
Financial assets		
Fair value through profit and loss	(77,560)	261,696
Amortised cost – realised gains on derecognition of assets	-	-
Amortised cost – unrealised gains	91	60,400
Financial liabilities		
Fair value through profit and loss	(49,877)	(26,177)
Amortised cost – realised gains on derecognition of assets	(479)	-
Amortised cost – unrealised gains	-	(5)
	(127,825)	295,914

Pension Funds

18 Nature and extent of risks arising from financial instruments

The fund's primary long-term risk is that the fund's assets will fall short of its liabilities (ie promised benefits 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 gain across the whole portfolio. The fund achieves this through asset diversification to reduce exposure to market risk (price risk, currency risk and interest rate risk) and credit risk to an acceptable level. In addition, the fund manages its liquidity risk to ensure there is sufficient liquidity to meet the fund's forecast cash flows. The council manages these investment risks as part of its overall pension fund risk management programme.

Responsibility for the fund's risk management strategy rests with the Pension Fund. Risk management policies are established to identify and analyse the risks faced by the council's pensions operations. Policies are reviewed regularly to reflect changes in activity and in market conditions.

(a) Market risk

Market risk is the risk of loss from fluctuations in equity 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, yield and the asset mix.

To mitigate market risk, the pension fund is invested in a diverse pool of assets to ensure a reasonable balance between different asset categories, having taken external professional advice as necessary. The management of the assets is split between a number of investment fund managers with different benchmark performance targets and investment strategies. Managers are expected to maintain a diverse portfolio and each manager has investment guidelines in place that specify the manager's investment powers and restrictions. Managers are required to report on any temporary breaches of their investment powers and are required to take corrective action as soon as is practicable.

Other price risk

Other price risk represents the risk that the value of a financial instrument will fluctuate as a result of changes in market prices (other than those arising from interest rate risk or foreign exchange risk), whether those changes are caused by factors specific to the individual instrument or its issuer or factors affecting all such instruments in the market.

The fund is exposed to share and derivative price risk. This arises from investments held by the fund for which the future price is uncertain. All securities investments present a risk of loss of capital. The maximum risk resulting from a financial instrument is determined by the fair value of the instrument. By diversifying investments across asset classes and managers, the fund aims to reduce the exposure to price risk. Statutory limits prescribed by Regulations are also in place to avoid concentration of risk in specific areas.

Other price risk - sensitivity analysis

In consultation with its investment advisors, the fund has determined that the following movements in market price risk are reasonably possible in the short term, assuming that all other variables, in particular foreign exchange rates and interest rates, remain the same

	Potential market movement (+/-%)	Value 31 Mar 2023 £000	Potential value on increase £000	Potential value on decrease £000
Equities	13	485,691	546,888	424,494
Equity unit trusts	11	2,999,453	3,331,193	2,667,714
Fixed Income unit trusts	7	563,595	604,173	523,017
Pooled property Investments	6	293,784	312,678	274,889
Cash	3	77,570	79,637	75,503
Private Equities	6	795,159	843,664	746,655
Other assets	3	25,128	25,798	24,459
	10	5,240,381	5,744,031	4,736,731

	Potential variation in fair value (+/-%)	Value 31 Mar 2022 £000	Potential value on increase £000	Potential value on decrease £000
Equities	18	475,733	561,032	390,434
Equity unit trusts	14	3,356,837	3,824,109	2,889,565
Fixed Income unit trusts	8	582,921	629,730	536,112
Pooled property Investments	5	331,775	347,866	315,684
Cash	2	33,126	33,924	32,328
Private Equities	6	548,856	582,336	515,376
Other assets	2	(19,426)	(19,894)	(18,958)
	12	5,309,822	5,959,103	4,660,541

Pension Funds

Interest rate risk

The fund invests in financial assets for the primary purpose of obtaining a return on investments. These investments are subject to interest rate risks, which represent the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in market interest rates.

The fund is predominantly exposed to interest rate risk through its holdings in bonds.

Interest rate risk - sensitivity analysis

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 +/- 1% change in interest rates. The analysis demonstrates that a 1% increase in interest rates will not affect the interest received on fixed interest assets but will reduce their fair value, and vice versa. Changes in interest rates do not impact on the value of cash and cash equivalent balances but they will affect the interest income received on those balances.

Assets exposed to interest rate risk:

Asset type		Value 31 Mar 2023 £000	Potential value on 1% rate increase £000	Potential value on 1% rate decrease £000
Cash and cash equivalents	<i>(includes direct and indirect holdings)</i>	156,365	156,365	156,365
Fixed interest securities		582,921	588,750	577,092
		739,286	745,115	733,457

Asset type		Value 31 Mar 2022 £000	Potential value on 1% rate increase £000	Potential value on 1% rate decrease £000
Cash and cash equivalents	<i>(includes direct and indirect holdings)</i>	133,939	133,939	133,939
Fixed interest securities		582,921	588,750	577,092
		716,860	722,689	711,031

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 sterling. The fund holds monetary and non-monetary assets denominated in currencies other than sterling.

The fund therefore has a policy to passively hedge up to 50% of the equity exposure to US Dollar, Yen and the Euro. Legal and General Investment Management manages this currency hedge. Individual fund managers may also use derivatives if permitted by their investment management agreements. Furthermore, fund managers will take account of currency risk in their investment decisions.

Currency risk - sensitivity analysis

The tables below show assets with potential non UK exposures.

	Potential market movement (+/-%)	Value 31 Mar 2023 £000	Potential value on increase £000	Potential value on decrease £000
Overseas equities	6	2,073,088	2,204,634	1,941,541
Bonds	6	563,595	599,358	527,832
Property & Private Equity	6	677,218	720,190	634,245
	6	3,313,900	3,524,182	3,103,618

	Potential market movement (+/-%)	Value 31 Mar 2022 £000	Potential value on increase £000	Potential value on decrease £000
Overseas equities	7	2,411,234	2,588,322	2,234,146
Bonds	7	582,921	625,732	540,110
Property & Private Equity	7	467,599	501,941	433,257
	7	3,461,754	3,715,995	3,207,513

Pension Funds

(b) 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 market values of investments generally reflect an assessment of credit in their pricing and consequently the risk of loss is implicitly provided for in the carrying value of the fund's financial assets and liabilities.

Contractual credit risk is represented by the net payment or receipt that remains outstanding, and the cost of replacing the derivative position in the event of a counterparty default. The residual risk is minimal due to the various insurance policies held by exchanges to cover defaulting counterparties.

The fund's cash balance is lent to borrowers in accordance with the county council's treasury management strategy. There are rigorous procedures in place to manage the security of all cash deposits, including criteria for the quality of counterparties and limits on the amount that can be placed with any one of those counterparties.

The fund holds a separate bank account with HSBC, which holds AA long term credit ratings (or equivalent) with all three credit rating agencies (Fitch, Moody's, Standard and Poor's).

The fund has 5 accounts with money market funds, managed by Morgan Stanley, Aberdeen, Black Rock, Deutsche and Aviva (all with AAA credit rating). In line with the treasury strategy, the maximum deposit level allowed with each counterparty is £25 million.

	31 Mar 2023	31 Mar 2022
	£000	£000
Money market fund		
Aberdeen MMF	100	100
Aviva	100	100
Blackrock	12,700	14,700
Deutsche	3,300	100
Morgan Stanley	400	100
	16,600	15,100
Current account		
HSBC	1,147	42
Internally managed cash	17,747	15,142
Externally managed cash	61,048	85,671
LGIM Custodian	77,570	33,126
Total cash and cash equivalents	156,365	133,939

(c) Liquidity risk

Liquidity risk represents the risk that the fund will not be able to meet its financial obligations as they fall due. The council therefore takes steps to ensure that the pension fund has adequate cash to meet its commitments. The fund needs to manage its cash flows to ensure pensioner payroll costs are met and sufficient cash is available to meet investment commitments.

The treasury management activities of the fund are managed by the Orbis Treasury Function on a daily basis. A cash flow forecast is updated daily to help understand and manage the timings of the fund's cash flows. The fund has immediate access to the internally managed cash holdings and money market fund. The fund is able to borrow cash to meet short-term cash requirements.

The fund monitors prospective cash flow. Cash flow surpluses are invested with fund managers, given that the fund has an aim of being as fully invested as possible after allowing for the need to hold working balances. Regular rebalancing exercises take place, which involves assessing the level of internal cash available to be invested with managers.

(d) Derivative risk

Some portfolios in which the fund invests may utilise financial derivative instruments to reduce risks or costs or to generate additional returns to meet the portfolio's objectives. Use of such derivatives does not guarantee a positive result for the portfolio.

Derivatives may invoke a small initial investment but carry the potential for a much greater liability. This is known as leverage. A small market movement could therefore have a proportionately larger impact either for or against the fund. Other specific risks include the inability of the portfolio manager to close out a derivative position due to illiquidity in the derivative market.

The employment of derivatives within the fund is limited to specific portfolios where their usage is primarily to manage volatility associated with other holdings. A significant movement to the detriment of the portfolio is intended to be balanced by positive movements in other areas of the portfolio. Fund managers will be expected to ensure a balanced, diverse pool of assets with internal exposure restrictions to limit the impact of potential market movements.

Pension Funds

19 Funding arrangements

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), effective from 1 April 2020. In summary, the key funding principles are as follows:

- to ensure the long-term solvency of the Fund using a prudent long term view. This will ensure that sufficient funds are available to meet all members/dependants' benefits as they fall due for payment;
- to ensure that employer contribution rates are reasonably stable where appropriate, but are set at an appropriate level to ensure the solvency of the pension fund and the long term cost-efficiency of the scheme, so far as relating to the pension fund;
- to minimise the long-term cash contributions which employers need to pay to the Fund, by recognising the link between assets and liabilities and adopting an investment strategy which balances risk and return (NB this will also minimise the costs to be borne by Council Tax payers);
- to reflect the different characteristics of different employers in determining contribution rates. This involves the Fund having a clear and transparent funding strategy to demonstrate how each employer can best meet its own liabilities over future years; and
- to use reasonable measures to reduce the risk to other employers and ultimately to the Council Tax payer from an employer defaulting on its pension obligations.

The FSS sets out how the Administering Authority seeks to balance the conflicting aims of securing the solvency of the Fund and keeping employer contributions stable. For employers whose covenant was considered by the Administering Authority to be sufficiently strong, contributions have been stabilised to have a sufficiently high likelihood of achieving the funding target over 20 years. Asset-liability modelling has been carried out which demonstrate that if these contribution rates are paid and future contribution changes are constrained as set out in the FSS, there is at least a 70% likelihood that the Fund will achieve the funding target over 20 years.

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 2022. This valuation revealed that the Fund's assets, which at 31 March 2022 were valued at £5,358 million, were sufficient to meet 102% of the liabilities (i.e. the present value of promised retirement benefits) accrued up to that date. The resulting surplus at the 2022 valuation was £101 million.

Each employer had contribution requirements set at the valuation, with the aim of achieving their funding target within a time horizon and likelihood measure as per the FSS. Individual employers' contribution for the period 1 April 2023 to 31 March 2026 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 2022 valuation report.

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 assets at their market value. The key financial assumptions adopted for the 2022 valuation were as follows:

	31 Mar 2022
	%
Financial assumptions	
Discount rate	4.4 pa
Salary increase assumption	3.7 pa
Benefit increase assumption (CPI)	2.7 pa

The key demographic assumption was the allowance made for longevity. The life expectancy assumptions are based on the Fund's VitaCurves with improvements in line with the CMI 2021 model, with a 0% weighting of 2021 (and 2020) data, standard smoothing (SK7), initial adjustment of 0.25% and a long term rate of 1.50% p.a. Based on these assumptions, the average future life expectancies at age 65 are as follows:

	Males	Females
	Years	Years
Average future life expectancy at age 65		
Current pensioners	22.3	24.9
Future pensioners (age 45 at the 2022 valuation)	23.1	26.3

Copies of the 2022 valuation report and Funding Strategy Statement are available on request from the Administering Authority to the Fund and on the Fund's website.

Experience over the period since 31 March 2022

Markets continued to be disrupted by the ongoing war in Ukraine and inflationary pressures, impacting on investment returns achieved by the Fund's assets. High levels of inflation in the UK (compared to recent experience), have resulted in a higher than expected LGPS benefit increase of 10.1% in April 2023. Despite this, the funding level of the Fund is likely to be higher than reported at the 31 March 2022 funding valuation due to the significant rise in interest rates which reduces the value placed on the Fund's liabilities.

The next actuarial valuation will be carried out as at 31 March 2025. The Funding Strategy Statement will also be reviewed at that time.

Pension Funds

20 Actuarial present value of promised retirement benefits

CIPFA's Code of Practice on Local Authority Accounting 2022/23 requires Administering Authorities of LGPS funds that prepare pension fund accounts to disclose what IAS26 refers to as the actuarial present value of promised retirement benefits. The actuary Hymans Roberston was instructed by the Administering Authority to provide the necessary information for the Surrey Pension Fund ("the Fund").

The actuarial present value of promised retirement benefits is to be calculated similarly to the Defined Benefit Obligation under IAS19. There are three options for its disclosure in the pension fund accounts:

- showing the figure in the Net Assets Statement, in which case it requires the statement to disclose the resulting surplus or deficit;
- as a note to the accounts; or
- by reference to this information in an accompanying actuarial report.

If an actuarial valuation has not been prepared at the date of the financial statements, IAS26 requires the most recent valuation to be used as a base and the date of the valuation disclosed. The valuation should be carried out using assumptions in line with IAS19 and not the Fund's funding assumptions.

Present value of promised retirement benefits

	31 Mar 2023 £m	31 Mar 2022 £m
Active members	1,926	3,526
Deferred members	1,428	2,016
Pensioners	2,311	2,209
	5,665	7,751

The promised retirement benefits at 31 March 2023 have been projected using a roll forward approximation from the latest formal funding valuation as at 31 March 2022. The approximation involved in the roll forward model means that the split of benefits between the three classes of member may not be reliable. However, I am satisfied that the total figure is a reasonable estimate of the actuarial present value of benefit promises.

The figures include both vested and non-vested benefits, although the latter is assumed to have a negligible value. Further, I have not made any allowance for unfunded benefits.

It should be noted the above figures are appropriate for the Administering Authority only for preparation of the pension fund accounts. They should not be used for any other purpose (i.e. comparing against liability measures on a funding basis or a cessation basis).

Assumptions

The assumptions used are those adopted for the Administering Authority's IAS19 report and are different as at 31 March 2023 and 31 March 2022. I estimate that the impact of the change in financial assumptions to 31 March 2023 is to decrease the actuarial present value by £3,039m. I estimate that the impact of the change in demographic assumptions is to decrease the actuarial present value by £95m.

	31 Mar 2023 %	31 Mar 2022 %
Pension Increase Rate	2.95	3.20
Salary Increase Rate	3.95	4.10
Discount Rate	4.75	2.70

Demographic assumptions

The longevity assumptions have changed since the previous IAS26 disclosure for the Fund. Life expectancy is based on the Fund's VitaCurves with improvements in line with the CMI 2021 model, with a 10% weighting of 2021 (and 2020) data, standard smoothing (Sk7), initial adjustment of 0.25% and a long term rate of improvement of 1.5% p.a.. Based on these assumptions, the average future life expectancies at age 65 are summarised below:

	Males Years	Females Years
Average future life expectancy at age 65		
Current pensioners	22.0	24.7
Future pensioners (assumed to be aged 45 at the latest formal valuation)	22.7	26.1

All other demographic assumptions are unchanged from last year and as per the latest funding valuation of the Fund.

Sensitivity analysis

CIPFA guidance requires the disclosure of the sensitivity of the results to the methods and assumptions used. The sensitivities regarding the principal assumptions used to measure the obligations are set out below:

	Approximate increase to liabilities %	Approximate monetary amount £m
Sensitivity to the assumptions for the year ended 31 March 2023		
0.1% p.a. decrease in the Discount Rate	2	102
1 year increase in member life expectancy	4	227
0.1% p.a. increase in the Salary Increase Rate	-	8
0.1% p.a. increase in the Pension Increase Rate (CPI)	2	95

Professional notes

This paper accompanies the 'Accounting Covering Report – 31 March 2023' which identifies the appropriate reliances and limitations for the use of the figures above, together with further details regarding the professional requirements and assumptions.

Pension Funds

21 Current assets

	31 Mar 2023 £000	31 Mar 2022 £000
Contributions – employees	3,039	3,236
Contributions – employer	8,658	8,896
Sundry debtors	38,655	30,501
Total	50,351	42,633
Cash balances	17,747	15,142
Current assets	68,098	57,775

Note: Cash balances directly held by the fund have been analysed as part of Current Assets for the period ended 31 March 2023. The comparator for the period ended 31 March 2022 is also shown on this basis.

22 Current liabilities

	31 Mar 2023 £000	31 Mar 2022 £000
Sundry creditors	(7,393)	(9,717)
Benefits payable	(181)	(368)
Total	(7,574)	(10,085)

23 Additional Voluntary Contributions

	31 Mar 2023 £000	31 Mar 2022 £000
Prudential - market value	14,753	16,053
	2022/23 £000	2021/22 £000
Prudential - contributions paid	1,100	1,900

24 Agency services

The Surrey Pension Fund pays discretionary awards to former employees of district councils on an agency basis as shown below. The amounts paid are reclaimed from the employer bodies.

	2022/23 £000	2021/22 £000
Payments on behalf of		
District & Boroughs	2,007	15,968
Other bodies	306	3,101
Total	2,313	19,069

25 Related party transactions

Surrey County Council

The Surrey Pension Fund is administered by Surrey County Council. During the reporting period, the council incurred costs of £4.720m (2021/22 £4.725m) in relation to the administration and management of the fund and was reimbursed by the fund for these expenses.

The council is also the single largest employer of members of the pension fund. Net amounts owed by Surrey County Council to the fund as at 31 March 2023 were £2,047k (£1,456k at 31 March 2022).

Members of both Pension Fund Committee and Local Pension Board are required to declare their interests at each meeting. Declarations of interest are recorded in the minutes of each meeting as part of the public record and a copy can be found on the Surrey County Council website. No other declarations were made during the year.

25 A. Key Management Personnel

Key management personnel are members of the pension fund committee, the Executive Director of Corporate Resources, the Director of Corporate Finance and the Assistant Director – LGPS Senior Officer. Their remuneration is set out below:

	2022/23 £000	2021/22 £000
Short-term benefits	149	144
Total	149	144

26 Contingent Liabilities and Contractual Commitments

At 31 March 2023 the Fund held part paid investments on which the liability for future calls amounted to £xxxmillion (£553million as at 31 March 2022).

Glossary of Terms

Accruals

An accounting concept that recognises income when it is earned and expenditure when it is incurred, and not when cash is transferred. The inclusion of debtors, creditors and depreciation are examples of accruals.

Amortisation

The process of writing down the value of an intangible asset over time in order to spread the cost of the asset over the period of its useful economic life.

Assets held for sale

Properties that are being actively marketed and sale is expected in the next 12 months.

Assets under construction

Assets not yet ready for use. This could be new building works or road construction.

Balances

Balances are maintained for future years' budgets and to provide a cushion against expenditure being higher or income lower than expected. Contributions to balances can either be a planned contribution from the revenue budget or a transfer of any revenue surplus at the year-end. The maintenance of an appropriate level of balances is a fundamental part of prudent financial management.

Business Rates

See Non-Domestic Rates (NDR).

Capital expenditure

Expenditure on the acquisition or enhancement of a non-current asset. The cost of maintaining an asset at its current value is revenue expenditure.

Capital adjustment account

A balance sheet item, unique to local authority accounting, that is central to the capital accounting regime. The balance on the account cannot be used, but reflects the extent to which, to date, capital funding of assets has preceded depreciation of those assets.

Capital financing requirement

This represents the Council's underlying need to borrow for capital purposes. The year on year change will be influenced by capital expenditure in each year.

Capital receipts

Proceeds from the sale of non-current assets. The council earmarks capital receipts to finance future capital expenditure, except when they are utilised under the capital receipt flexibilities to fund transformation expenditure.

Chartered Institute of Public Finance and Accountancy (CIPFA)

The professional accountancy institute that sets the standards for the public sector. CIPFA publishes the accounting codes of practice for local government.

The Code of Practice on Local Authority Accounting (The Code)

The Code specifies the principles and practices of accounting required to prepare a Statement of Accounts which gives a true and fair view of the financial position and transactions of a local authority. It is based on International Financial Reporting Standards (IFRS), and has been developed by CIPFA/LASAAC under the oversight of the Financial Reporting Advisory Board.

Community assets

Assets that the local authority intends to hold in perpetuity which have no determinable useful life and which may have restrictions on their disposal. Examples include the countryside estate and historic assets that are not used in service delivery.

Contingent Assets / Liabilities

Possible assets / liabilities, which may arise in the future if certain events, not wholly within the control of the authority, take place. Contingent assets / liabilities are not recognised in the accounts but are disclosed by way of a note if it is probable that an inflow / outflow of economic benefits will occur.

Glossary of Terms

Creditors

Money owed by the Council that is due immediately or in the short term. Creditors are an example of the concept of accruals.

Current service cost (pensions)

The increase in the present value of local government and firefighters' pension scheme's liabilities expected to arise from employee service in the current period.

Curtailed costs (pensions)

For a defined benefit scheme (such as LGPS and firefighters') an event that reduces the expected years of future service of present employees or reduces for a number of employees the accrual of defined benefits for some or all of their future service.

Debtors

Money that is due to the Council but which has not yet been received. Debtors are an example of the concept of accruals.

Defined benefit scheme (pensions)

A pension or other retirement benefit scheme that defines the employees benefits and is independent of contributions and investment performance. Defined benefit schemes may be funded (local government pension scheme) or un-funded (firefighters' pension scheme).

Depreciation

A charge to the revenue account to reflect the consumption or use of a tangible non-current asset in service delivery. There is a corresponding reduction in the value of the non-current asset.

Discounting

The process of determining the present value of a payment or a stream of payments that is to be received in the future. Given the time value of money, a pound is worth more today than it would be worth tomorrow given its capacity to earn interest. Discounting is the method used to figure out how much these future payments are worth today.

Fair value

Fair value is the amount for which an asset could be exchanged, or a liability settled, between knowledgeable, willing parties in an arm's-length transaction.

Financial instruments

Any contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another.

Financial year

The year of account, which runs from 1 April to 31 March.

Government grants

Financial assistance from central government, or its agents, in the form of cash transfers, often in return for compliance with certain conditions. These grants may be capital or revenue in nature.

Historic cost

The estimated value of an asset on the balance sheet based upon its original purchase cost less depreciation to date.

Impairment loss

The reduction in an asset's value due to physical deterioration or other factors beyond usual wear and tear.

Infrastructure assets

Non-current assets that cannot be taken away or transferred and from which benefit can only be derived through continued use. Examples of infrastructure assets are roads, bridges and footpaths.

Intangible assets

Intangible assets yield benefits to the Council for more than one year but are without physical form. For example software licences and the development of website technology. Intangible assets are recorded at cost and amortised over their estimated useful economic life.

Interest cost (pensions)

For a defined benefit scheme, the expected increase during the period in the present value of the scheme liabilities because the benefits are one period closer to settlement.

Glossary of Terms

Investment properties

Any property (land or buildings) held solely for rental income or for capital appreciation or both. Investment properties are not used to support the strategy or service obligations of the local authority.

Leasing

This facility is a means to obtain the use of vehicles, plant and computer equipment without physically owning these items. Leases may be either operational, where the asset reverts to the lessor at contract end; or finance leases, where the assets passes to the lessee.

Lessee

A party to a lease agreement who makes payment to use an asset owned by another party.

Lessor

A party to a lease agreement who receives payment, from another party, for the use of an asset which they own.

Material

Information is said to be material if its omission or misstatement could influence the decisions users take on the basis of the financial statements. Materiality therefore relates to the importance or significance of an amount, transaction, or discrepancy. The assessment of what is material is a matter of professional judgment; the size and nature of the item under consideration must be taken into account in making this judgement.

Minimum revenue provision (MRP)

A statutory provision to set aside for the repayment of external debt, equal to an amount calculated on a prudent basis determined by the authority in accordance with statutory guidance.

Net current replacement cost

A method of valuation that estimates the cost of replacing or recreating an asset in its existing condition and in its existing use, i.e. the cost of its replacement or of the nearest equivalent asset, adjusted to reflect the current condition of the existing asset.

Net realisable value

A method of valuation that estimates the open market value of an asset in its existing use (or open market value in the case of non-operational asset), less the expenses required realising the asset.

Non-Domestic Rates (NDR)

The rates paid by businesses. The amount paid is based on the rateable value of the premises they occupy (set by the Inland Revenue) multiplied by a national rate in the pound set by the government. The rates are collected by local authorities and paid over to the government. They are then redistributed to local authorities on the basis of the relevant population. Under the Business Rates Retention Scheme, locally collected business rates are shared between local and central government.

Past service cost (pensions)

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

Precept

An amount levied on another public body in respect of the Council tax. The county council collects its council tax share from district councils through a precept, and pays the Environment Agency for land drainage.

Provisions

Amounts set aside for any liabilities or losses that are likely to be incurred, but which are uncertain as to the amounts or the dates on which they will arise.

Prudential Code for Capital Finance in Local Authorities

The Prudential Code is a professional code of practice that supports local authorities in taking capital investment decisions. The code requires local authorities to set their own borrowing limits based upon affordability, sustainability and prudence.

Glossary of Terms

Public Works Loan Board

A government agency providing long term loans to Local Authorities to finance part of their Capital Expenditure.

Reserves

These are amounts set aside for specific purposes. The council has discretion on whether it wishes to set aside these amounts as distinct from sums set aside in provisions. Movements on reserves are therefore charged or credited to the revenue account after the net cost of service provision has been determined. Revenue reserves are classified as earmarked reserves or as unallocated reserves or balances.

Revenue expenditure

Expenditure incurred on day to day running costs and confined to accounts within one financial year.

Revenue Expenditure Funded by Capital under Statute (REFCUS)

REFCUS is capital expenditure which does not give rise to an asset owned by the Council. Examples include capital expenditure on foundation and voluntary aided schools.

Revenue Support Grant (RSG)

This grant is non-specific and is based upon the government's assessment of how much a local authority should spend to provide a common level of service.

Soft Loans

Loans made by the authority at less than the prevailing market rate of interest.

Useful life

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

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Audit & Governance Committee
12 July 2023

External Audit Plan 2022/23

Purpose of the report:

To provide the Audit & Governance Committee with an update on the process for undertaking the external audit of the 2022/23 Statement of Accounts.

Recommendations:

It is recommended that the Committee:

1. Approve the 2022/23 Audit Plan.

Introduction:

1. External auditors are required to agree a plan for auditing each year's Statement of Accounts prior to commencement of the audit. Audit and Governance Committee is responsible for approving that plan.

External Audit Plan 2022/23

2. The External Audit Plan proposed by Grant Thornton for the audit of the 2022/23 Statement of Accounts is attached in Annex A. The audit is due to commence in July 2023. This report provides an opportunity for the external auditor to communicate its plan for auditing the Council's 2022/23 Statement of Accounts to members.
3. The Annex shares the audit approach, the focus of the external audit work and the preparation work requirements. The Audit Plan enables Grant Thornton to:
 - Explain the audit process.
 - Set out the scope, key responsibilities and approach.
 - Highlight any changes to the requirements of the auditor.
 - Describe significant audit risks and the risk assessment process.
 - Outline the approach to materiality.
 - Advise of the fee for the 2022/23 audit and the independence of the auditor.
 - Outline the process for reporting back to the Council on their work.
 - Set out responsibilities in relation to fraud.
 - Explain the approach to quality control.
4. The plan sets out the significant audit risks to be addressed:
 - Management over-ride of controls
 - Valuation of land and buildings

- Valuation of investment properties
 - Valuation of pension fund net liability
5. These are standard risks across local authority audits and do not indicate that the auditor has specific concerns relating to arrangement in this Council.
 6. Planning materiality has been determined at £31.7m for the group and £31.1m for the council, which is 1.25% of 2022/23 gross operating costs from the draft statement of accounts. Errors and omissions above the materiality level will be reported in the audit findings report.

Value for Money

7. In addition to auditing the Statement of Accounts, the external auditors are required to assess the arrangements in place to ensure value for money. The revised approach to value for money external audit work has been in place since 2021/22. The National Audit Office (NAO) requires auditors to structure their commentary on value for money arrangements under the following three specified reporting criteria:
 - Financial sustainability – risks that the council cannot effectively plan and manage its resources to meet financial pressures.
 - Governance – a risk that the council has not made informed decisions and is not effectively managing its risks, and
 - Improving economy, efficiency and effectiveness – there is a risk that the council is not using its cost and performance data to improve the way it manages and delivers services.

Continuous Improvement

8. The competition of the audit of the 2021/22 Statement of Accounts has encountered a number of delays, resulting in the statutory deadline of 30 November being missed. The delays were the result of both national issues (relating to infrastructure assets and more recently pension fund valuations) alongside delays caused through a lack of clarity of audit requirements and difficulties in interpreting working papers. This lead to numerous follow up questions which take time for the Council to resolve and often spanned a number of different audit resources requiring responses to be repeated on a number of occasions.
9. Whilst the Council is not alone in experiencing issues with meeting the statutory deadline, both parties recognise that improvements can be made for the 2022/23 audit process, to ensure the best possible chance of meeting the tight timetable for completion. The relationship between Grant Thornton and the Council remains strong and communication channels have been open at all times.
10. The Corporate Finance Team at the Council have put the following actions in place to ensure continuous improvement in the completions and audit of the Statement of Accounts Process:
 - a quality review of the financial statements has been undertaken, prior to publication, to reduce potential inconsistencies and audit queries.
 - training sessions for staff across the finance service have been held to improve the quality of working papers provided across the organisation.
 - working paper requirements are being clarified to ensure clear requirements are understood before the audit commences.
 - developed a schedule to communicate the availability of key staff during the audit process, to ensure external audit can target work at time

periods when the appropriate personnel are available to respond to evidence requests and queries.

- committed to produce the working papers on time and ensure that there is a thorough review process before submission.
- will endeavour to check all sample evidence before submission to ensure it is clear and of sufficient quality.
- ensure that sample evidence is always referenced to the sample number.
- committed to discuss any key accounting matters at an early stage of the audit.
- committed to ensure that external experts buy into the audit process and are given advance notice of when to expect requests for supporting evidence.

Conclusions:

11. Grant Thornton's 2022/23 external audit plan is presented to this Committee for approval.

Financial and value for money implications

12. The External audit plan details the fees associated with the audit of the financial statements.

Equalities and Diversity Implications

13. There are no direct equalities implications of this report.

Risk Management Implications

14. There are no direct risk management implications of this report.

Next steps:

15. The external audit is due to commence in July 2023 with the audited statement of accounts and audit findings report scheduled to be presented to this Committee by 30 September.

Report contacts: Barry Stratfull – Chief Accountant (Corporate)

Contact Details: Barry.Stratfull@surreycc.gov.uk

Sources/background papers:

N/A

Annexes/Appendices:

Annex A – External Audit Plan 2022/23

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Surrey County Council Indictive Audit Plan

Year ending 31 March 2023

June 2023

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The contents of this report relate only to the matters which have come to our attention, which we believe need to be reported to you as part of our audit planning process. It is not a comprehensive record of all the relevant matters, which may be subject to change, and in particular we cannot be held responsible to you for reporting all of the risks which may affect the Council or all weaknesses in your internal controls. This report has been prepared solely for your benefit and should not be quoted in whole or in part without our prior written consent. We do not accept any responsibility for any loss occasioned to any third party acting, or refraining from acting on the basis of the content of this report, as this report was not prepared for, nor intended for, any other purpose.

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Key matters



National context

For the general population, rising inflation rates, in particular for critical commodities such as energy, food and fuel, is pushing many households into poverty and financial hardship, including those in employment. At a national government level, recent political changes have seen an emphasis on controls on spending, which in turn is placing pressure on public services to manage within limited budgets.

Local Government funding continues to be stretched with increasing cost pressures due to the cost of living crisis, including higher energy costs, increasing pay demands, higher agency costs and increases in supplies and services. Local authority front-line services play a vital role in protecting residents from rising costs; preventing the most vulnerable from falling into destitution and helping to build households long-term financial resilience. At a local level, councils are also essential in driving strong and inclusive local economies, through their economic development functions and measures like increasing the supply of affordable housing, integrating skills and employment provision, and prioritising vulnerable households to benefit from energy saving initiatives. Access to these services remains a key priority across the country, but there are also pressures on the quality of services. These could include further unplanned reductions to services and the cancellation or delays to major construction projects such as new roads, amenities and infrastructure upgrades to schools, as well as pothole filling.

Our recent value for money work has highlighted a number of governance and financial stability issues at a national level, which is a further indication of the mounting pressure on audited bodies to keep delivering services, whilst also managing transformation and making savings at the same time.

In planning our audit, we will take account of this context in designing a local audit programme which is tailored to your risks and circumstances.

Audit Reporting Delays

In a report published in January 2023 the NAO have highlighted that since 2017-18 there has been a significant decline in the number of local government body accounts including an audit opinion published by the deadlines set by government. The NAO outline a number of reasons for this and proposed actions. In March 2023, we issued [About time?](#), which explored the reasons for delayed publication of audited local authority accounts. In our view, it is critical to early sign off that draft local authority accounts are prepared to a high standard and supported by strong working papers.

Local authority accounts are becoming increasingly complex as accounting standards evolve and local authorities enter more and more innovative financing arrangements and income generation projects. A significant challenge in managing local audits is the differing needs of various stakeholders. The local government sector, central government and regulators need to agree on the purpose of local audit and find a consensus on improving efficiency in publishing accounts. These delays are exacerbated by capacity constraints in both local auditors and local government. A new workforce strategy is being developed by the director of local audit at the Financial Reporting Council, but improving the attractiveness of a career in local audit and local authority accounting will require a lot of focus. You can find more insight and guidance on the key challenges for local audit in our report.

<https://www.grantthornton.co.uk/insights/report-key-challenges-in-local-audit-accounting/>

Key matters

The financial challenge

The Council net revenue budget of £1,042m was set by Council in February 2022. The Council continues to exercise robust financial management during the year with a provisional positive outturn of £0.7m surplus in 2022/23. The reported surplus included the full use of the £20m contingency that was built into the original budget as part of the Council's planned responses to external challenges including cost of living crisis, high inflation and interest rates and increasing demand for Council services. The Council's ability to deliver its savings plans has become ever more challenging. The 2022/23 budget included an efficiency target of £46.8m, however it delivered £27.5m (59%). Demand led services such as Children, Families, Lifelong Learning and Adult Social Care had the most significant slippage at £10.3m and £5.7m respectively. The Council's capital budget for 2022/23 was £212.1m in February 2022 and was reset at month 9 to £210m after taking into account carry forwards, acceleration, known delays and in-year approvals. Capital spend on schemes was £199.4m, which is a variance of £11.7m (5.5%).

The 2023/24 settlement has provided a potential increase in council core spending power in cash. The Council approved the budget for 2023/24 total funding of £1,101.5m; an increase of £61.4m from 2022/23. It also approved a 0.99% increase in Council Tax and a 2% increase in Adults Social Care Precept. The total budget efficiencies built into the budget is £69m. The Medium-Term Financial Strategy to 2027/28 delivers a balanced budget for 2023/24.

Our Responses

- There has been a delay in signing off the Council's 2021-22 financial statements. This is due to additional information coming to light following the March 2023 pension fund triennial valuation that has resulted in amendments to the financial statements and some additional audit work. This is expected to be resolved by early July and has no impact on this plan or our ability to continue with the 2022-23 audit.
- As a firm, we are absolutely committed to audit quality and financial reporting in the local government sector. Our proposed work and fee, as set out further in our Indicative Audit Plan, has been agreed with the Deputy Chief Executive and Executive Director of Resources.
- We will consider your arrangements for managing and reporting your financial resources as part of our audit in completing our Value for Money work.
- Our value for money work will also consider your arrangements relating to governance and improving economy, efficiency and effectiveness.
- We will continue to provide you and your Audit and Governance Committee with sector updates providing our insight on issues from a range of sources and other sector commentators via our Audit and Governance Committee updates.
- We hold annual financial reporting workshops for our audited bodies to access the latest technical guidance and interpretation, discuss issues with our experts and create networking links with other audited bodies to support consistent and accurate financial reporting across the sector.
- We have identified an increased incentive and opportunity for organisations in the public sector to manipulate their financial statements due to increasing financial pressures. We have identified a significant risk in regards to management override of control – refer to page 7.



Introduction and headlines

Purpose

This document provides an overview of the planned scope and timing of the statutory audit of Surrey County Council ('the Council') for those charged with governance.

Respective responsibilities

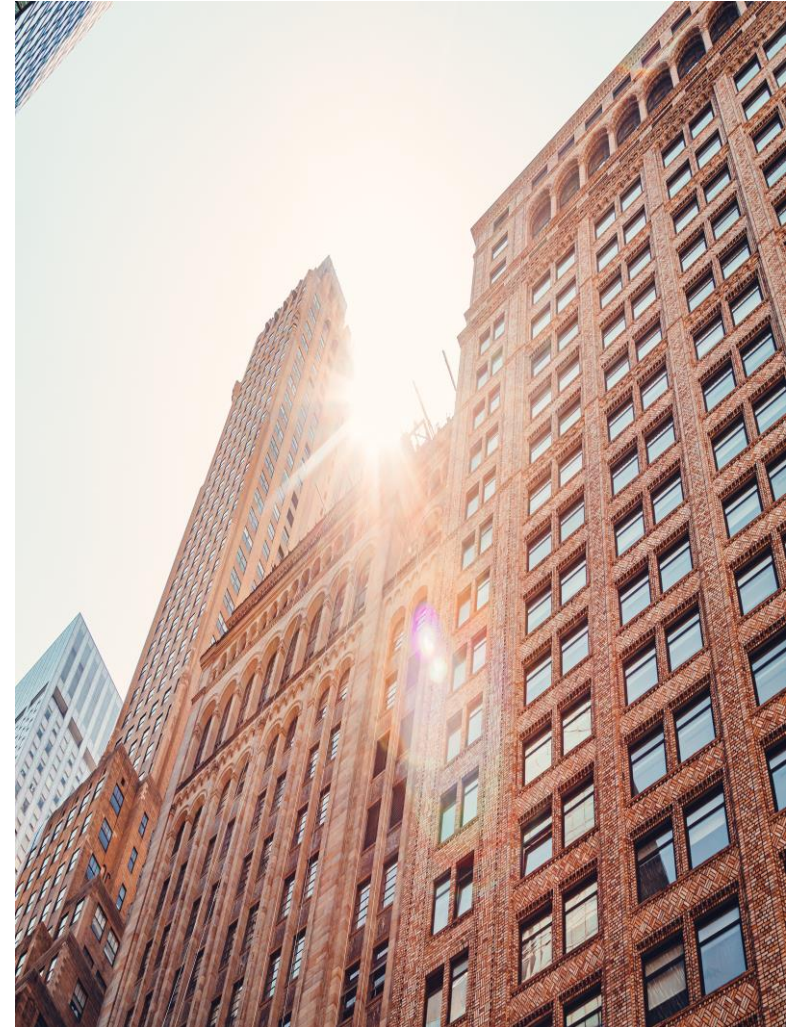
The National Audit Office ('the NAO') has issued a document entitled Code of Audit Practice ('the Code'). This summarises where the responsibilities of auditors begin and end and what is expected from the audited body. Our respective responsibilities are also set out in the agreed in the Terms of Appointment and Statement of Responsibilities issued by Public Sector Audit Appointments (PSAA), the body responsible for appointing us as auditor of Surrey County Council. We draw your attention to both of these documents.

Scope of our audit

The scope of our audit is set in accordance with the Code and International Standards on Auditing (ISAs) (UK). We are responsible for forming and expressing an opinion on the Council and group's financial statements that have been prepared by management with the oversight of those charged with governance (the Audit and Governance Committee); and we consider whether there are sufficient arrangements in place at the Council and group for securing economy, efficiency and effectiveness in your use of resources. Value for money relates to ensuring that resources are used efficiently in order to maximise the outcomes that can be achieved.

The audit of the financial statements does not relieve management or the Audit and Governance Committee of your responsibilities. It is the responsibility of the Council to ensure that proper arrangements are in place for the conduct of its business, and that public money is safeguarded and properly accounted for. We have considered how the Council is fulfilling these responsibilities.

Our audit approach is based on a thorough understanding of the Council's business and is risk based.



Introduction and headlines

Significant risks

Those risks requiring special audit consideration and procedures to address the likelihood of a material financial statement error have been identified as:

- Management override of controls.
- Valuation of land and buildings.
- Valuation of Investment Properties
- Valuation of the pension fund net liability.

We will communicate significant findings on these areas as well as any other significant matters arising from the audit to you in our Audit Findings (ISA 260) Report.

Group Audit

The Council is required to prepare group financial statements that consolidate the financial information of Halsey Garton Property Investments Limited, Halsey Garton Property Residential Limited, Surrey Choices Limited and Hendeca Limited.

Materiality

We have determined planning materiality to be £31.7m (PY £26.5m) for the group and £31.1m (PY £18.55m) for the Council, which equates to 1.25% of your 2022/23 draft gross operating costs for the year. We are obliged to report uncorrected omissions or misstatements other than those which are 'clearly trivial' to those charged with governance. Clearly trivial has been set at £1.6m (PY £1.3m).

Value for Money arrangements

Our risk assessment regarding your arrangements to secure value for money has not identified any risks of significant weakness. We will continue to update our risk assessment until we issue our Auditor's Annual Report.

We will follow up on improvement recommendations raised in 2021/22 covering:

- Capital Strategy helps deliver the Councils objectives
- Risk management process; and
- Children's, Families and Lifelong Learning.

New Auditing Standards

There are two auditing standards which have been significantly updated this year. These are ISA 315 (Identifying and assessing the risks of material misstatement) and ISA 240 (the auditor's responsibilities relating to fraud in an audit of financial statements). We provide more detail on the work required later in this plan.

Audit logistics

Our planning visit will take place in July and our final visit will take place between July and September. Our key deliverables are this Audit Plan, our Audit Findings Report and Auditor's Annual Report.

Our proposed fee for the audit will be £218,439 for the Council, subject to the Council delivering a good set of financial statements and working papers and no significant new financial reporting matters arising that require additional time and/or specialist input.

We have complied with the Financial Reporting Council's Ethical Standard (revised 2019) and we as a firm, and each covered person, confirm that we are independent and are able to express an objective opinion on the financial statements.

Significant risks identified

Significant risks are defined by ISAs (UK) as risks that, in the judgement of the auditor, require special audit consideration. In identifying risks, audit teams consider the nature of the risk, the potential magnitude of misstatement, and its likelihood. Significant risks are those risks that have a higher risk of material misstatement.

Risk	Risk relates to	Reason for risk identification	Key aspects of our proposed response to the risk
Presumed risk of fraud in revenue recognition ISA (UK) 240	Group and Council	<p>Under ISA (UK) 240 there is a rebuttable presumed risk of material misstatement due to the improper recognition of revenue. This presumption can be rebutted if the auditor concludes that there is no risk of material misstatement due to fraud relating to revenue recognition.</p> <p>Having considered the risk factors set out in ISA 240, and the nature of the revenue streams of Surrey County Council including the Group, we have determined that it is likely that the presumed risk of material misstatement due to the improper recognition of revenue can be rebutted, because:</p> <ul style="list-style-type: none"> • there is little incentive to manipulate revenue recognition; • opportunities to manipulate revenue recognition are very limited; and • the culture and ethical frameworks of public sector bodies, Surrey County Council including the Group, mean that all forms of fraud are seen as unacceptable. <p>Therefore we do not consider this to be a significant risk for the Council or Group at the time of our planning however we will keep this assessment under review.</p>	
Management over-ride of controls	Group and Council	<p>We will:</p> <ul style="list-style-type: none"> • evaluate the design effectiveness of management controls over journals; • analyse the journals listing and determine the criteria for selecting high risk unusual journals; • test unusual journals recorded during the year and after the draft accounts stage for appropriateness and corroboration; • gain an understanding of the accounting estimates and critical judgements applied made by management and consider their reasonableness with regard to corroborative evidence; and • evaluate the rationale for any changes in accounting policies, estimates or significant unusual transactions. 	<p>We will:</p> <ul style="list-style-type: none"> • evaluate the design effectiveness of management controls over journals; • analyse the journals listing and determine the criteria for selecting high risk unusual journals; • test unusual journals recorded during the year and after the draft accounts stage for appropriateness and corroboration; • gain an understanding of the accounting estimates and critical judgements applied made by management and consider their reasonableness with regard to corroborative evidence; and • evaluate the rationale for any changes in accounting policies, estimates or significant unusual transactions.

‘Significant risks often relate to significant non-routine transactions and judgmental matters. Non-routine transactions are transactions that are unusual, due to either size or nature, and that therefore occur infrequently. Judgmental matters may include the development of accounting estimates for which there is significant measurement uncertainty.’ (ISA (UK) 315)

Significant risks identified

Risk	Risk relates to	Reason for risk identification	Key aspects of our proposed response to the risk
Valuation of land and buildings	Council	<p>The Council carries out a rolling programme of valuations that ensures all land and buildings required to be measured at current value is revalued at least every five years. This valuation represents a significant estimate by management in the financial statements due to the size of the numbers involved (£1.3 billion as at 31 March 2022) and the sensitivity of this estimate to changes in key assumptions.</p> <p>Management has engaged the services of a valuer to estimate the current value as at 31 March 2023.</p> <p>We therefore identified valuation of land and buildings, particularly revaluations and impairments, as a significant risk, which was one of the most significant assessed risks of material misstatement.</p>	<p>We will:</p> <ul style="list-style-type: none"> evaluate management's processes and assumptions for the calculation of the estimate, the instructions issued to valuation experts and the scope of their work. evaluate the competence, capabilities and objectivity of the valuation expert. write to the valuer to confirm the basis on which the valuation was carried out to ensure that the requirements of the Code are met. engage our own valuer to assess the instructions to the Council's valuer, the Council's valuer's report and the assumptions that underpin the valuation. test revaluations made during the year to see if they had been input correctly into the Council's asset register and financial statements. assess the value of a sample of assets in relation to market rates for comparable properties.
Valuation of investment properties	Council	<p>The Council revalues its Investment Property on an annual basis to ensure that the carrying value is not materially different from the current value or fair value at the financial statements date. This valuation represents a significant estimate by management in the financial statements due to the size of the numbers involved (£131 million as at 31 March 2022 and the sensitivity of this estimate to changes in key assumptions.</p> <p>Management has engaged the services of a valuer to estimate the current value as at 31 March 2023.</p> <p>We therefore identified valuation of investment properties, particularly revaluations and impairments, as a significant risk, which was one of the most significant assessed risks of material misstatement.</p>	<p>We will:</p> <ul style="list-style-type: none"> evaluate management's processes and assumptions for the calculation of the estimate, the instructions issued to valuation experts and the scope of their work. evaluate the competence, capabilities and objectivity of the valuation expert. write to the valuer to confirm the basis on which the valuation was carried out to ensure that the requirements of the Code are met. engage our own valuer to assess the instructions to the Council's valuer, the Council's valuer's report and the assumptions that underpin the valuation. test revaluations made during the year to see if they had been input correctly into the Council's records and financial statements. assess a sample of Investment Properties in relation to market rates for comparable properties. test the reasonableness of the assumptions used by the valuer in valuing Investment Properties.

Management should expect engagement teams to challenge management in areas that are complex, significant or highly judgmental which may be the case for accounting estimates and similar areas. Management should also expect to provide to engagement teams with sufficient evidence to support their judgments and the approach they have adopted for key accounting policies referenced to accounting standards or changes thereto.

Where estimates are used in the preparation of the financial statements management should expect teams to challenge management's assumptions and request evidence to support those assumptions.

Significant risks identified

Risk	Risk relates to	Reason for risk identification	Key aspects of our proposed response to the risk
Valuation of the pension fund net liability	Council	<p>The Council's pension fund net liability, as reflected in its balance sheet as the net defined benefit liability, represents a significant estimate in the financial statements.</p> <p>The pension fund net liability is considered a significant estimate due to the size of the numbers involved (£1.9 billion in the Council's prior year balance sheet) and the sensitivity of the estimate to changes in key assumptions.</p>	<p>We will:</p> <ul style="list-style-type: none"> • update our understanding of the processes and controls put in place by management to ensure that the Council's pension fund net liability is not materially misstated and evaluate the design of the associated controls. • evaluate the instructions issued by management to their management expert (an actuary) for this estimate and the scope of the actuary's work. • assess the competence, capabilities and objectivity of the actuary who carried out the Council's pension fund valuation. • assess the reasonableness of the actuary's assumptions and calculations in-line with the relevant standards, including their consideration of the ongoing impact of the McCloud, Goodwin and Guaranteed Minimum Pension cases. • assess the accuracy and completeness of the information provided by the Council to the actuary to estimate the liability. • test the consistency of the pension fund asset and liability and disclosures in the notes to the core financial statements with the actuarial report from the actuary. • undertake procedures to confirm the reasonableness of the actuarial assumptions made by reviewing the report of the consulting actuary (as auditor's expert) and performing any additional procedures suggested within the report.

Other risks identified

We will communicate significant findings on these areas as well as any other significant matters arising from the audit to you in our Audit Findings Report.

Risk	Risk relates to	Reason for risk identification	Key aspects of our proposed response to the risk
Fraud in Expenditure Recognition	Council	<p>Practice Note 10 suggests that the risk of material misstatement due to fraudulent financial reporting that may arise from the manipulation of expenditure recognition needs to be considered, especially an entity is required to meet financial targets.</p> <p>Having considered the risk factors relevant to Surrey County Council and the nature of the expenditure at the Council and Fund, we have determined that no separate significant risk relating to expenditure recognition is necessary, as the same rebuttal factors listed on page 7 relating to revenue recognition apply.</p> <p>We consider that the risk relating to expenditure recognition would relate primarily to period-end journals and accruals which are considered as part of the standard audit tests below and our testing in relation to the significant risk of Management Override of Controls as set out on page 7.</p>	<p>We will:</p> <ul style="list-style-type: none"> obtain an understanding of the design effectiveness of controls relating to operating expenditure. perform testing over post year end transactions to assess completeness of expenditure recognition. test a sample of operating expenses to gain assurance in respect of the accuracy of expenditure recorded during the financial year.
Accuracy and presentation of the Private Finance Initiative (PFI) and similar contracts liabilities and associated disclosures	Council	<p>You have three schemes to be accounted for as PFI arrangements. These include waste PFI scheme, a Street Lighting scheme and a Care Homes scheme.</p> <p>The total liability relating to these schemes on prior year balance sheet was £89m.</p> <p>As these PFI transactions are significant, complex and involve a degree of subjectivity in the measurement of financial information, we have categorised them as a significant risk of material misstatement.</p>	<p>We will:</p> <ul style="list-style-type: none"> review your PFI models and assumptions contained therein. compare your PFI models to previous year to identify any changes. review and test the output produced by your PFI models to generate the financial balances within the financial statements. review the PFI disclosures to assess whether they are consistent with International Accountancy Standard IFRIC12. We will check additional disclosures that you include within the financial statements to the PFI models.

‘In respect of some risks, the auditor may judge that it is not possible or practicable to obtain sufficient appropriate audit evidence only from substantive procedures. Such risks may relate to the inaccurate or incomplete recording of routine and significant classes of transactions or account balances, the characteristics of which often permit highly automated processing with little or no manual intervention. In such cases, the entity’s controls over such risks are relevant to the audit and the auditor shall obtain an understanding of them.’ (ISA [UK] 315)

Group audit scope and risk assessment

In accordance with ISA (UK) 600, as group auditor we are required to obtain sufficient appropriate audit evidence regarding the financial information of the components and the consolidation process to express an opinion on whether the group financial statements are prepared, in all material respects, in accordance with the applicable financial reporting framework.

Key change within the group:

- Halsey Garton Residential Limited became a separate entity from Halsey Garton Property Limited in 2020 and will be consolidated as part of the Council's Group Accounts (2021/22 was the first year Halsey Garton Residential Limited was consolidated in its own right).



Group audit scope and risk assessment

Component	Individually Significant?	Level of response required under ISA (UK) 600	Risks identified	Planned audit approach
Surrey County Council	Yes	Comprehensive	See page 7 onwards	Full scope audit performed by Grant Thornton UK LLP
Halsey Garton Property Investments Limited	Yes	Component Audit	Valuation of Investment Property assets as at 31 March 2023	Full scope audit performed by UHY Hacker Young LLP The nature, time and extent of our involvement in the work of UHY Hacker Young LLP will begin with a discussion on risks, guidance on designing procedures, participation in meetings, followed by the review of relevant aspects of the UHY Hacker Young LLP audit documentation and meeting with appropriate members of management.
Halsey Garton Residential Limited	No	Analytical only	None	Analytical review performed by Grant Thornton UK LLP. Our approach may change should value of assets and/or transactions change materially in 2022/23.
Surrey Choices Limited	No	Analytical only	None	Analytical review performed by Grant Thornton UK LLP.
Hendeca Ltd	No	Analytical only	None	Analytical review performed by Grant Thornton UK LLP.

Audit scope

- Audit of the financial information of the component using component materiality
- Audit of one more classes of transactions, account balances or disclosures relating to significant risks of material misstatement of the group financial statements
- Review of component's financial information
- Specified audit procedures relating to risks of material misstatement of the group financial statements
- Analytical procedures at group level

Other matters

Other work

In addition to our responsibilities under the Code of Practice, we have a number of other audit responsibilities, as follows:

- We read your Narrative Report and Annual Governance Statement to check that they are consistent with the financial statements on which we give an opinion and our knowledge of the Council.
- We carry out work to satisfy ourselves that disclosures made in your Annual Governance Statement are in line with requirements set by CIPFA.
- We carry out work on your consolidation schedules for the Whole of Government Accounts process in accordance with NAO group audit instructions.
- We consider our other duties under legislation and the Code, as and when required, including:
 - giving electors the opportunity to raise questions about your 2022/23 financial statements, consider and decide upon any objections received in relation to the 2022/23 financial statements;
 - issuing a report in the public interest or written recommendations to the Council under section 24 of the Local Audit and Accountability Act 2014 (the Act).
 - application to the court for a declaration that an item of account is contrary to law under section 28 or a judicial review under section 31 of the Act
 - issuing an advisory notice under section 29 of the Act
- We certify completion of our audit.

Other material balances and transactions

Under International Standards on Auditing, 'irrespective of the assessed risks of material misstatement, the auditor shall design and perform substantive procedures for each material class of transactions, account balance and disclosure'. All other material balances and transaction streams will therefore be audited. However, the procedures will not be as extensive as the procedures adopted for the risks identified in this report.

Progress against prior year audit recommendations

We identified the following issues in our 2021/22 audit of the group's financial statements, which resulted in 3 recommendations being reported in our 2021/22 Audit Findings Report.

Assessment	Issue and risk previously communicated	Update on actions taken to address the issue
In progress	<p>Useful Economic Life – Eco Park</p> <p>The Council has estimated the useful economic life Anaerobic Digester of 31 years (classified as Vehicle, Plant and Equipment) was based on a discussion with SITA which dates back to 2012.</p> <p>Risk that the useful economic life and depreciation may be inaccurate.</p> <p>Recommendation</p> <p>We recommend the Council get a formal view on the useful economic life Anaerobic Digester in 2022/23.</p>	<p>Management response (Feb 2023)</p> <p>We agree to endeavour to find a third party opinion on the value and remaining useful life of the anaerobic digester, recognising that it is not a traditional asset and formal valuations of such plant/machinery are not common.</p>
In progress	<p>PPE valuation Note 13</p> <p>The value of assets not revalued within 5 years should be amended from £109m to £9m. Assets not revalued within 5 years is not consistent with the Council policy and CIPFA Code.</p> <p>Risk that PPE assets may be materially mis-stated.</p> <p>Recommendation</p> <p>Ensure all PPE assets are revalued at least once within a 5 year period inline with Council policy and CIPFA Code</p>	<p>Management response (Feb 2023)</p> <p>Whilst the value of PPE assets not revalued within the 5 year period is not material we will continue to work with our valuers and build space in the closedown timetable to ensure that all required assets are revalued in line with Council Policy and CIPFA code of practice.</p>
In progress	<p>PPE Disposals Note 13</p> <p>During the year and identified from our sample of two disposals with a combined net book value of £580k as part of Schedule 1 (Phase 1) transferred by SCC to Hasley Garton Residential Ltd, a subsidiary company of SCC. The disposal took place in 2020/21 and should have been written out of the balance sheet in prior year but had only been written out this year.</p> <p>Recommendation</p> <p>Recommend management carry out regular existence to review of assets held on the balance sheet to gain assurance that those assets are owned by the Council/Group and still in use.</p>	<p>Management response (Feb 2023)</p> <p>The disposal was omitted from the 2020/21 accounts in error, as the transfer of assets between organisations within the group was not identified. Processes have been amended to ensure regular review of assets held by the subsidiaries, including a full reconciliation of all disposals, purchases and transfer of assets. In addition, as part of the closedown timetable, draft accounts for the subsidiaries will be received earlier, to enable further reviews to be carried out before group consolidation.</p>

Our approach to materiality

The concept of materiality is fundamental to the preparation of the financial statements and the audit process and applies not only to the monetary misstatements but also to disclosure requirements and adherence to acceptable accounting practice and applicable law.

Matter	Description	Planned audit procedures
1	<p>Determination</p> <p>We have determined financial statement materiality based on a proportion of the gross expenditure of the group and Council for the financial year. Materiality at the planning stage of our audit is £31.1m for Surrey CC and £31.7m for Surrey CC group, which equates to 1.25% of your draft gross expenditure / group gross expenditure for the period.</p>	<p>We determine planning materiality in order to:</p> <ul style="list-style-type: none"> – establish what level of misstatement could reasonably be expected to influence the economic decisions of users taken on the basis of the financial statements – assist in establishing the scope of our audit engagement and audit tests – determine sample sizes and – assist in evaluating the effect of known and likely misstatements in the financial statements
2	<p>Reassessment of materiality</p> <p>Our assessment of materiality is kept under review throughout the audit process.</p>	<p>We reconsider planning materiality if, during the course of our audit engagement, we become aware of facts and circumstances that would have caused us to make a different determination of planning materiality.</p>
3	<p>Other communications relating to materiality we will report to the Audit and Governance Committee</p> <p>Whilst our audit procedures are designed to identify misstatements which are material to our opinion on the financial statements as a whole, we nevertheless report to the Audit Committee any unadjusted misstatements of lesser amounts to the extent that these are identified by our audit work. Under ISA 260 (UK) 'Communication with those charged with governance', we are obliged to report uncorrected omissions or misstatements other than those which are 'clearly trivial' to those charged with governance. ISA 260 (UK) defines 'clearly trivial' as matters that are clearly inconsequential, whether taken individually or in aggregate and whether judged by any quantitative or qualitative criteria.</p>	<p>We report to the Audit and Governance Committee any unadjusted misstatements of lesser amounts to the extent that these are identified by our audit work.</p> <p>In the context of the Group and Council, we propose that an individual difference could normally be considered to be clearly trivial if it is less than £1.56m (Group £1.58m). If management have corrected material misstatements identified during the course of the audit, we will consider whether those corrections should be communicated to the Audit and Governance Committee to assist it in fulfilling its governance responsibilities.</p>

Our approach to materiality

The concept of materiality is fundamental to the preparation of the financial statements and the audit process and applies not only to the monetary misstatements but also to disclosure requirements and adherence to acceptable accounting practice and applicable law.

	Group Amount (£)	Council Amount (£)	Qualitative factors considered
Materiality for the financial statements	31,700,000	31,100,000	This benchmark is determined as a percentage of the Council's Gross Cost of Services Expenditure in year, which has remained at approximately 1.25%.
Performance materiality	20,605,000	20,215,000	Performance Materiality is based on a percentage of the overall materiality. This has been set at 65% (PY 70%) of materiality, a reduction from prior year due to the issues identified.
Trivial matters	1,585,000	1,555,000	This balance is set at 5% of overall materiality



IT audit strategy

In accordance with ISA (UK) 315 Revised, we are required to obtain an understanding of the relevant IT and technical infrastructure and details of the processes that operate within the IT environment. We are also required to consider the information captured to identify any audit relevant risks and design appropriate audit procedures in response. As part of this we obtain an understanding of the controls operating over relevant Information Technology (IT) systems i.e., IT general controls (ITGCs). Our audit will include completing an assessment of the design and implementation of relevant ITGCs. We say more about ISA 315 Revised on slide 20.

The following IT systems have been judged to be in scope for our audit and based on the planned financial statement audit approach we will perform the indicated level of assessment:

IT system	Audit area	Planned level IT audit assessment
SAP	Financial reporting	We do not plan to test design and implementation of the ITGCs
SAP, E-Suite, Wisdom	Payroll	We do not plan to test design and implementation of the ITGCs
Altair	Pensions	We do not plan to test design and implementation of the ITGCs

Value for Money arrangements

Approach to Value for Money work for the period ended 31 March 2023

The National Audit Office issued its latest Value for Money guidance to auditors in January 2023. The Code expects auditors to consider whether a body has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources. Auditors are expected to report any significant weaknesses in the body's arrangements, should they come to their attention. In undertaking their work, auditors are expected to have regard to three specified reporting criteria. These are as set out below:



Improving economy, efficiency and effectiveness

How the body uses information about its costs and performance to improve the way it manages and delivers its services.



Financial Sustainability

How the body plans and manages its resources to ensure it can continue to deliver its services.



Governance

How the body ensures that it makes informed decisions and properly manages its risks.

We have not identified any risks of significant weaknesses from our initial planning work. We will continue our review of your arrangements, including reviewing your Annual Governance Statement, before we issue our auditor's annual report. We will follow up on improvement recommendations raised in 2021/22 covering:

- Capital Strategy helps deliver the Councils objectives
- risk management process, and
- Children's, Families and Lifelong Learning.

Audit logistics and team

Planning and risk assessment

**Interim audit
June - July**

**Audit & Governance
Committee
July**

Audit Plan

**Year end audit
July - September**

**Audit & Governance
Committee
November**

**Audit Findings
Report**

Audit opinion

**Auditor's
Annual Report**



Ciaran McLaughlin, Key Audit Partner

Ciaran is responsible for overall quality control; accounts opinions; final authorisation of reports; liaison with the Audit and Governance Committee, the Chief Executive and the Corporate Director Resources. He will share his wealth of knowledge and experience across the sector providing challenge and sharing good practice. Ciaran will ensure our audit is tailored specifically to you, and he is responsible for the overall quality of our audit work. Ciaran will sign your audit opinion.



Ade Oyerinde, Director

Ade is responsible for overall audit management, quality assurance of audit work and output, and liaison with the Audit and Governance Committee, CDR and finance team. He will undertake reviews of the team's work and draft reports, ensuring they remain clear, concise and understandable. Ade will be responsible for the delivery of our work on your arrangements in place to secure value for money.



Raymund Daganio, Manager

Raymund is responsible for management and review of audit fieldwork, final accounts work. He will monitor the deliverables, liaise with your finance team and address any significant issues with senior management.



Sabrina Hisham, Assistant Manager

Sabrina is responsible for management and delivery of audit fieldwork, final accounts work. She will monitor the deliverables, manage the query log with your finance team and highlight any significant issues and adjustments to senior management.

Audited Entity responsibilities

Where audited entities do not deliver to the timetable agreed, we need to ensure that this does not impact on audit quality or absorb a disproportionate amount of time, thereby disadvantaging other clients. Where the elapsed time to complete an audit exceeds that agreed due to an entity not meeting its obligations we will not be able to maintain a team on site. Similarly, where additional resources are needed to complete the audit due to an entity not meeting their obligations we are not able to guarantee the delivery of the audit to the agreed timescales. In addition, delayed audits will incur additional audit fees.

Our requirements

To minimise the risk of a delayed audit, you need to:

- ensure that you produce draft financial statements of good quality by the deadline you have agreed with us, including all notes and the Annual Governance Statement
- ensure that good quality working papers are available at the start of the audit, in accordance with the working paper requirements schedule that we have shared with you
- ensure that the agreed data reports are available to us at the start of the audit and are reconciled to the values in the accounts, in order to facilitate our selection of samples for testing
- ensure that all appropriate staff are available on site throughout (or as otherwise agreed) the planned period of the audit
- respond promptly and adequately to audit queries.

Audit fees and updated Auditing Standards including ISA 315 Revised

In 2017, PSAA awarded a contract of audit for Surrey County Council to begin with effect from 2018/19. The fee agreed in the contract was £132,040. Since that time, there have been a number of developments, particularly in relation to the revised Code and ISA's which are relevant for the 2022/23 audit. For details of the changes which impacted on years up to 2021/22 please see our prior year Audit Plans.

The major change impacting on our audit for 2022/23 is the introduction of ISA (UK) 315 (Revised) - Identifying and assessing the risks of material misstatement ('ISA 315'). There are a number of significant changes that will impact the nature and extent of our risk assessment procedures and the work we perform to respond to these identified risks. Key changes include:

- Enhanced requirements around understanding the Council's IT Infrastructure, IT environment. From this we will then identify any risks arising from the use of IT. We are then required to identify the IT General Controls ('ITGCs') that address those risks and test the design and implementation of ITGCs that address the risks arising from the use of IT.
- Additional documentation of our understanding of the Council's business model, which may result in us needing to perform additional inquiries to understand the Council's end-to-end processes over more classes of transactions, balances and disclosures.
- We are required to identify controls within a business process and identify which of those controls are controls relevant to the audit. These include, but are not limited to, controls over significant risks and journal entries. We will need to identify the risks arising from the use of IT and the general IT controls (ITGCs) as part of obtaining an understanding of relevant controls.
- Where we do not test the operating effectiveness of controls, the assessment of risk will be the inherent risk, this means that our sample sizes may be larger than in previous years.

These are significant changes which will require us to increase the scope, nature and extent of our audit documentation, particularly in respect of your business processes, and your IT controls. We will be unable to determine the full fee impact until we have undertaken further work in respect of the above areas. However, for an authority of your size, we estimate an initial increase of £5,000. We will let you know if our work in respect of business processes and IT controls identifies any issues requiring further audit testing. There is likely to be an ongoing requirement for a fee increase in future years, although we are unable yet to quantify that.

The other major change to Auditing Standards in 2022/23 is in respect of ISA 240 which deals with the auditor's responsibilities relating to fraud in an audit of financial statements. This Standard gives more prominence to the risk of fraud in the audit planning process. We will let you know during the course of the audit should we be required to undertake any additional work in this area which will impact on your fee.

Taking into account the above, our proposed work and fee for 2022/23, as set out below, is detailed overleaf and has been agreed with the Deputy Chief Executive and Executive Director of Resources.

Audit fees

Estimated Fee 2021/22 Proposed fee 2022/23

	Estimated Fee 2021/22	Proposed fee 2022/23
Surrey County Council Group Audit Fee (excluding VAT)	£315,948	£218,439

Assumptions

In setting the above fees, we have assumed that the Council will:

- prepare a good quality set of accounts, supported by comprehensive and well-presented working papers which are ready at the start of the audit
- provide appropriate analysis, support and evidence to support all critical judgements and significant judgements made during the course of preparing the financial statements
- provide early notice of proposed complex or unusual transactions which could have a material impact on the financial statements.

Relevant professional standards

In preparing our fee estimate, we have had regard to all relevant professional standards, including paragraphs 4.1 and 4.2 of the FRC's [Ethical Standard \(revised 2019\)](#) which stipulate that the Engagement Lead (Key Audit Partner) must set a fee sufficient to enable the resourcing of the audit with partners and staff with appropriate time and skill to deliver an audit to the required professional and Ethical standards.

Audit fees – detailed analysis

New scale fee	£132,040
Group	£10,191
Reduced materiality	£5,260
Use of expert	£10,448
Additional Requirements – Payroll Change of Circumstances (Information Provided by the Entity) IPE Testing	£500
Value for Money audit – new NAO requirements	£20,000
ISA 540	£6,000
ISA 315	£5,000
Additional journals testing	£3,000
Infrastructure	£2,500
Quality review – response to FRC (Quality Partner)	£1,500
Triennial valuation work	£3,500
Other local factors – This will this takes account the likelihood of extra sampling, testing, new guidance.	£18,500
Total proposed audit fees 2022/23 (excluding VAT)	£218,439

By setting the fees out in the plan the fee proposals are agreed and thereafter subject to PSAA approval

Independence and non-audit services

Auditor independence

Ethical Standards and ISA (UK) 260 require us to give you timely disclosure of all significant facts and matters that may bear upon the integrity, objectivity and independence of the firm or covered persons. relating to our independence. We encourage you to contact us to discuss these or any other independence issues with us. We will also discuss with you if we make additional significant judgements surrounding independence matters.

In this context, we disclose that:

Ciaran McLaughlin, the Key Audit Partner is currently serving their 7th year on the engagement. As audit year 2022/23 is the final year of our audit engagement, PSAA has granted an extension from normal rotation. We have mitigated the familiarity threat by through 'an additional partner reviewing their key judgements to ensure that these are not influenced by the familiarity'.

We confirm that we have implemented policies and procedures to meet the requirements of the Financial Reporting Council's Ethical Standard and we as a firm, and each covered person, confirm that we are independent and are able to express an objective opinion on the financial statements.

Independence and non-audit services

Other services

The following other service provided by Grant Thornton was identified.

The amounts detailed are fees agreed to-date for audit related and non-audit services to be undertaken by Grant Thornton UK LLP in the current financial year. These services are consistent with the group and Council's policy on the allotment of non-audit work to your auditors. Any changes and full details of all fees charged for audit related and non-audit related services by Grant Thornton UK LLP and by Grant Thornton International Limited network member Firms will be included in our Audit Findings report at the conclusion of the audit.

None of the services provided are subject to contingent fees.

Service	Fees £	Threats	Safeguards
Audit related			
Certification of Teacher's Pension Return	10,000	Self-Interest (because this is a recurring fee)	The level of this recurring fee taken on its own is not considered a significant threat to independence as the fee for this work is £10,000 in comparison to the total fee for the audit of £218,499 and in particular relative to Grant Thornton UK LLP's turnover overall. Further, it is a fixed fee and there is no contingent element to it. These factors all mitigate the perceived self-interest threat to an acceptable level.
Non-audit related			
None			

Communication of audit matters with those charged with governance

Our communication plan	Audit Plan	Audit Findings	
Respective responsibilities of auditor and management/those charged with governance	•		ISA (UK) 260, as well as other ISAs (UK), prescribe matters which we are required to communicate with those charged with governance, and which we set out in the table here.
Overview of the planned scope and timing of the audit, form, timing and expected general content of communications including significant risks and Key Audit Matters	•		
Confirmation of independence and objectivity of the firm, the engagement team members and all other indirectly covered persons	•	•	This document, the Audit Plan, outlines our audit strategy and plan to deliver the audit, while the Audit Findings will be issued prior to approval of the financial statements and will present key issues, findings and other matters arising from the audit, together with an explanation as to how these have been resolved.
A statement that we have complied with relevant ethical requirements regarding independence. Relationships and other matters which might be thought to bear on independence. Details of non-audit work performed by Grant Thornton UK LLP and network firms, together with fees charged. Details of safeguards applied to threats to independence	•	•	
Significant matters in relation to going concern	•	•	We will communicate any adverse or unexpected findings affecting the audit on a timely basis, either informally or via an audit progress memorandum.
Matters in relation to the group audit, including: Scope of work on components, involvement of group auditors in component audits, concerns over quality of component auditors' work, limitations of scope on the group audit, fraud or suspected fraud	•	•	
Views about the qualitative aspects of the Group's accounting and financial reporting practices including accounting policies, accounting estimates and financial statement disclosures		•	Respective responsibilities
Significant findings from the audit		•	As auditor we are responsible for performing the audit in accordance with ISAs (UK), which is directed towards forming and expressing an opinion on the financial statements that have been prepared by management with the oversight of those charged with governance.
Significant matters and issue arising during the audit and written representations that have been sought		•	
Significant difficulties encountered during the audit		•	The audit of the financial statements does not relieve management or those charged with governance of their responsibilities.
Significant deficiencies in internal control identified during the audit		•	
Significant matters arising in connection with related parties		•	
Identification or suspicion of fraud (deliberate manipulation) involving management and/or which results in material misstatement of the financial statements (not typically council tax fraud)		•	
Non-compliance with laws and regulations		•	
Unadjusted misstatements and material disclosure omissions		•	
Expected modifications to the auditor's report, or emphasis of matter		•	



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Audit & Governance Committee
12 July 2023

2022/23 Draft Annual Governance Statement

Purpose of the report:

This report presents the draft Annual Governance Statement, which summarises the council's governance arrangements for the financial year ending 31 March 2023.

Recommendations

It is recommended that the Committee:

1. Review the contents of the draft Annual Governance Statement (Appendix A) to satisfy themselves that the governance arrangements are represented correctly; and
2. Commend the draft Annual Governance Statement for publication with the council's Statement of Accounts.

Introduction

- 1 The council is required to annually review the effectiveness of its governance arrangements and produce an Annual Governance Statement. Once signed by the Leader of the Council and the Chief Executive, the Annual Governance Statement is incorporated in the Statement of Accounts.

Annual Governance Statement 2022/23

- 2 The 2022/23 draft Annual Governance Statement is attached at Appendix A and includes:
 - A summary of the key activities during the year and the main elements of the governance framework;
 - An update on the actions taken on the key issues identified in the 2021/22 AGS; and
 - An action plan for the issues identified in this year's AGS.

Consultation

- 3 The Governance Panel, Executive Director of Resources, Director of Law and Governance, and Chief Executive have been consulted and their comments are incorporated.

Implications

Financial

- 4 There are no direct financial implications arising from this report. Continued improvements in governance will support the delivery of the council's objectives.

Equalities

- 5 There are no direct equalities implications of this report.

Risk management

- 6 Strong governance arrangements support the council in the effective delivery of services and achievement of objectives.

What happens next

- 7 The Annual Governance Statement will be signed by the Chief Executive and the Leader of the Council and then be incorporated into the council's Statement of Accounts for 2022/23.

REPORT AUTHOR: Paul Evans, Director of Law and Governance and Chair of the Governance Panel

CONTACT DETAILS: paul.evans@surreycc.gov.uk

Sources/background papers: Code of Corporate Governance. CIPFA/SOLACE framework *Delivering Good Governance in Local Government*.

Annexes/Appendices:

Appendix A – 2022/23 Draft Annual Governance Statement

DRAFT - ANNUAL GOVERNANCE STATEMENT 2022/23

Surrey County Council has a responsibility for ensuring that its business is conducted in accordance with the law and proper standards, that there is a sound system of governance, appropriate controls are in place and that public money is safeguarded and properly accounted for. This Annual Governance Statement describes significant organisational and service activities during 2022/23, progress against key issues raised in last year's governance review and identifies key areas of focus for 2023/24 and provides assurance the Council is complying with its Code of Governance and the CIPFA/SOLACE Framework "Delivering Good Governance in Local Government" (2016).

Organisational Governance

Organisation Strategy 2023 - 2028

The Council's Organisation Strategy has been refreshed to reflect the ongoing significant challenges including the cost-of-living crisis, high inflation, global financial uncertainty and government policy changes. It also enhances the clarity and centrality of 'No One Left Behind' as the guiding mission in tackling inequality and the existing four priority objectives.



Financial Management

The Council has worked hard over recent years to build a stronger financial base from which to deliver services. This has enabled us to be more resilient, having emerged strong and sustainable in a post pandemic era. Our focus will be on continuing to ensure that no one is left behind by continually transforming our services whilst protecting front-line delivery and planning for an increasingly uncertain medium-term to achieve a balanced budget year on year.

The Council's Transformation Programme continues to be strong, targeting areas of continuous improvement and being continually refreshed to maximise every opportunity to drive service quality and maximum benefits for our residents. Moving forward this will evolve further as a cross-cutting transformation agenda, governed through well-established arrangements including the Transformation Assurance Board which is chaired by the Leader of the Council and includes several Cabinet members. A Strategic Design Authority has also been established as the governance for design and change across the organisation.

The Financial Regulations provide the framework of control, responsibility, and accountability for the proper administration of the Council's financial affairs. There has been a thorough review during the year to ensure that the Financial Regulations remain current and reflect the Council's processes and procedures. The updated Financial Regulations were approved by full Council in March 2023 for inclusion in the Constitution.

Workforce

A key focus in 2022/23 has been to support employees through the increased cost of living situation and to implement initiatives that can help people mitigate the pressure that rising costs can have. In addition, a pay agreement for all staff on Surrey pay was reached in June 2022, backdated to 1 April 2022.

A new SharePoint internal communications system was implemented in the latter part of 2022, making staff engagement easier and the intranet a two-way communication tool, where staff can post key initiatives and raise awareness of events that impact the organisation.

The move to agile working after two years of Covid lockdowns and response activity progressed throughout 2022/23. Key activities included making the Council's estate more efficient and using space more effectively. Other moves continue to be planned and support for staff to work in a more agile manner has been promoted on the intranet and through leaflets to those employees who may not have access to the internal system. Work has been carried out in the workforce data arena, with pulse surveys and exit survey data providing qualitative data to the organisation, to run alongside the quantitative data with regards to turnover, staff representation and wellbeing. This provides the organisation, directorates and services with better evidence of where there may be specific issues with regards to staff.

This year has seen an increased focus on our employee reference groups (ERG's) and sponsorship from the Corporate Leadership Team has provided improved focus around some of the challenges that are faced by our diverse workforce. The organisation's Equality, Diversity and Inclusion Action Plan was refreshed for 22/23 (and 23/24) and whilst there has been progress, there is still much to do to support all residents, Members, staff and partners to feel respected, safe to speak up on issues of concern, valued and included.

The past year has seen a plateauing of the voluntary turnover rates of staff, which is crucial to maintaining continuity of service across the Council. The voluntary turnover has dropped to under the public sector average of 15%, which is encouraging, as the rates had risen from historically very low voluntary turnover rates up to above the sector average throughout 2022 as the post-Covid lockdown easing saw a large increase in people changing jobs nationally.

The Council still has too many roles which are vacant and relies too heavily on interim and temporary appointments. This creates control and performance issues and needs to be addressed moving forward.

A new People Strategy has been developed which aligns the key organisational outcomes to a workforce culture with the aim of ensuring that 'No one is left behind'. The Strategy outlines the key people outcomes that we expect to deliver to make our organisation the best possible place to work and thrive, in order to deliver outstanding services to our residents. A Delivery Plan of key programs and projects is being rolled out throughout 2023 to ensure we meet the required outcomes above.

Digital Business and Insights (DB&I) Programme and MySurrey

A reset the DB&I Programme was completed to ensure successful implementation of the new Enterprise Resource Planning (ERP) system in June 23 including a refresh of programme leadership. A "path to green" was developed to incorporate all work and testing completed, the identification of remaining programme challenges and solutions and a plan with phasing, gateways and testing up to go live.

The Deputy Chief Executive and Executive Director of Resources is the Senior Responsible Officer for the Programme and chairs the Strategic Programme Board which oversees the project and makes strategic decisions, allocates resources and manages risks. Where appropriate, strategic risks for the programme are escalated to the Council's Corporate Risk Register.

An Intelligent Client Function (ICF) has been developed, reporting into the Finance Directorate to manage MySurrey post go live and to ensure appropriate governance for the programme.

Health Integration

During 2022/23 Surrey County Council has been working closely with the NHS Integrated Care Boards (statutory NHS organisations) and the Integrated Care Partnership (a statutory committee jointly formed between the NHS Integrated Care Boards and Surrey County Council) to support the development of new governance arrangements, relating to existing partnership arrangements, such as the relationship between the new Integrated Care Partnership and Surrey-wide statutory bodies such as the Health and Wellbeing Board.

The Integrated Care Partnership has focused on agreeing its membership, priorities, and purpose this year to ensure it is fulfilling its statutory responsibilities. It has also developed and delivered the Surrey Heartlands Integrated Care Strategy, approved in December 2022. The Integrated Care Strategy sets out Surrey Heartland's ambitions as a health and care partnership, building on existing strategies to improve the quality of life, health and wellbeing of local residents and Surrey as a place to live. With the refresh of the Health and Wellbeing Strategy, the Health and Wellbeing Board has agreed on a number of priority populations for which particular focus will be made to address health inequalities.

Resilience

As part of the learning from Covid 19, previous incidents and from the current public enquiries into recent UK incidents (Grenfell and Manchester Arena), there is a focus on the organisation's readiness to respond to emergencies and major incidents. The council has several on call arrangements which are used to support a partnership response in coordination with the Local Resilience Forum. New arrangements are being implemented to ensure record keeping and decision logging is provided through a rota of admin support.

Work is continuing to support the UK Covid19 Public Inquiry led by The Right Honourable Baroness Heather Hallett DBE. This work is expected to continue for at least the remainder of this financial year.

Service-specific governance considerations

Children's Services

Improvement work across children's services has continued at pace following the Ofsted inspection in early 2022, which found that services for children and families in Surrey had improved in all areas and is now on a trajectory towards 'good'. Work is ongoing to address Ofsted's recommendations. Frontline practice has continued to improve in many areas as demonstrated through regular quality assurance activity; supervision and consistency of practice across the county requiring ongoing attention. Overall turnover of social workers has reduced, although retention and increasing the number of permanent staff in these roles remains a challenge in line with national trends. The Family Safeguarding Practice model is more strongly embedded within children's services, and there

is evidence of skilled and sensitive work with children and families that is helping to prevent needs from escalating.

In March 2023, the service was subject to a joint targeted area inspection, which found that early help services for children and families in Surrey are continuing to improve. Inspectors found that there were key strengths in the early help system in relation to partnership vision, the workforce and responding to the needs of children and families in a meaningful and proportionate way. The inspectors also recommended some learning and development opportunities for the local authority, alongside health and police colleagues. This feedback focussed on improving coordination and information sharing between partners to support closer working and service delivery.

Special Educational Needs (SEN)

The Council has seen a sharp drop in the timeliness of completing Education, Health, and Care needs assessments (EHCPs) within the statutory timescale of 20 weeks. Historically performance has been around 65% comparing well nationally although lower than the expected standard overall. Requests for assessment have seen an uplift of 64% since 2020, and the effects are compounded by a national shortage of availability of Education Psychologists (EPs). Overall cumulative timeliness for the 2022 calendar year was at 26% compared with a national figure for 2022 of 51%.

A multi-agency recovery plan has been in place for more than 12 months which has included improved processes across the system, an additional 20 SEN posts and increased capacity for EP assessments through an external contract.

To ensure that no child is put at risk as a result of the delays to the assessment process, a risk management approach is in place which ensures that children where there may be potential safeguarding concerns are assessed quickly.

The requests for assessment continue to outstrip capacity. There is a significant backlog of assessments and the rate of improving timeliness is slower than anticipated.

The strategy to meet the statutory deadline and improve the outcomes and experiences for children and families is to:

- 1) strengthen early identification and support further.
- 2) increase capacity to complete the assessments and plan required within the statutory timeframe.
- 3) improve the system operation through an end-to-end review supported by external advisors.

Communication and customer care needs to be significantly improved through support from the Customer Relations Team and a significant recruitment campaign to increase the overall workforce relative to the current levels of caseload needs to be successfully completed.

Subject Access Requests (SARs)

During 22/23 the performance of the Council to respond to subject access requests in the statutory time scale deteriorated to an unsatisfactory level of 72% of requests responded to within target. This was caused by an increase in the number of requests made and a greater number of complex cases. An action plan has been put in place to provide more time for Case Officers to focus on SAR responses and introduce redaction software to improve the efficiency of work. In addition, a number of significantly complex cases have been outsourced to third party experts. The Council's performance will be kept under close review.

Home to School Travel Assistance

In line with many other authorities across the country, Surrey saw a sharp increase in expenditure on Home to School Travel Assistance (H2STA) services during 2022/23. This was mostly caused by increased prices in the provider market impacted by driver shortages and rates of inflation. This put additional pressure on staff to process and route plan effectively. At the same time, the service was unable to maintain performance and its statutory obligations at the start of the academic year due to high volumes of applications over the summer period of 2022. A mix of demand pressures and delays within Mainstream and SEND Admissions and Key Stage Transfer place offers coincided with a H2STA service that was not resourced or structured to deal with the volumes within the system. This led to a number of transport arrangements not being in place at the start of term and children and young people subsequently unable to travel to their place of education. In turn this caused excessive pressure on our customer service contacts and complaints team.

Following a detailed learning review the service has put in place a detailed improvement plan to strengthen governance with the forming of the Home to School Transport Oversight Board and develop a critical path for the service and the new academic year with regular steering group meetings and end-to-end working groups to improve communications and accessibility for customers with a focus on early resolution.

Robust KPIs and performance measures have been introduced to monitor service performance and to identify the demand that will impact the service in the future. The team has been restructured with increased investment and a full digital discovery and process review has been undertaken to inform future IT&D solutions.

Adult Social Care

Reviews during the latter half of 22/23 have pointed to some governance, system and control weaknesses in areas of adult social care which need to be further explored and corrective action taken. This work will need to be treated as a priority especially given the demand pressures the service is currently facing.

Surrey Fire and Rescue Service

Surrey Fire and Rescue Service (SFRS) has continued to deliver against key targets to respond to 999 calls and keep our communities and firefighters safe. His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) inspected SFRS from the end of March through to the end of April 2023. This is their third full inspection. SFRS will develop an improvement plan based on the outcomes from the inspection which are expected in August. The feedback will also inform the development of the next Community Risk Management Plan, another key area of focus over the coming summer months and beyond. The service continues its cultural improvement journey, including the reviewing of outcomes from recent national cultural reviews.

Planning and Regulatory Committee Improvement

A review of the Planning and Regulatory Committee practice was commenced following the identification of issues including member training needs and the Code of Best Practice Planning which has not been reviewed since 2013. The Planning Advisory Service (PAS) has delivered refresher training for the members of the committee and has been invited to review the Planning and Regulatory Committee processes and conduct and make recommendations for improvement in

the operation of the committee based on national best practice. This review was completed in June 23 and concluded that “generally Surrey County Council’s Planning and Regulatory Committee is well run and functions effectively with experienced and knowledgeable Councillors”. A number of recommendations were made directed at sharpening up processes, improving performance, developing and enhancing awareness of planning roles and functions and strengthening training to be implemented in 23/24.

Governance Systems Assurance

Data governance

The Cabinet agreed a Data Strategy in February 2022 aimed at improving how the council governs, manages, and uses data. The first year of the programme focused on building a team of experts, implementing an effective governance structure, and implementing new data tools. The new tools will enable the organisation to understand the quality of its data and to catalogue the data it holds to make it easier to find and manage. Work in year one has analysed 950,000 records in Land and Property, Surrey Fire and Rescue and MySurrey to understand and improve its data quality.

As the programme moves into its second year, it will expand its impact and activities by working with prioritised services and datasets, and it will explore new areas like data standards. Communication and learning initiatives will also be developed and made available, via the new data academy and data hub to provide information on policies and best practices, to help improve data literacy across the organization. The success of the programme longer term will be characterised by a fundamental shift in the organisation's mindset and capabilities regarding the management and use of data. This will ensure that the council sees an increase in evidenced based decision making supported by accurate data which enables improved services, innovation and efficiency, in support of the council's overarching ambition of ‘no one left behind’.

Corporate governance systems

The annual review of corporate governance policies and process was carried out by the Council’s Governance Panel, and Internal Audit completed a review of corporate governance. Both reviews concluded that governance systems are in place with many being updated and communicated throughout the year. The reviews recommended that further work could improve awareness and signposting of key governance systems to give more confidence these were understood and embedded across the organisation.

The Council’s Risk Management Strategy has been reviewed during the year and was approved by the Audit and Governance Committee in September 2022. The Corporate Risk Register and Heat Map is reviewed monthly by the Corporate Leadership Team and quarterly by Cabinet. There is also a 6-monthly review of the risk management arrangements by the Audit and Governance Committee. The Council’s Risk Management arrangements were recently reviewed by Internal Audit and received a rating of ‘substantial assurance’ in 2022/23.

The Audit and Governance Committee agreed actions further to the external governance review of the Council’s behaviours and culture by the Centre for Governance and Scrutiny. This included development sessions to sustain good working relationships between members and officers for all members and senior officers and a mid-term scrutiny review which included training and development for all those leading and taking part in select committee work together with increased stakeholder involvement in work planning.

A cross party members constitutional review group was established and agreed recommendations to Council to improve the Council’s Standing Orders to give a more balanced approach to debates in

the chamber, recognise accessibility needs of members and clarify arrangements for the public to hold the executive to account through public questions.

The council’s External Auditor’s report on value for money published in January 2023, which looked at the year 2021/22, reported improvements have been made in the areas of Pensions Administration and risk management. Further recommendations were made to help embed the risk management arrangements and continue to monitor progress in Children’s Services and Pensions Administration.

The Council’s financial management arrangements during 2022/23 fully complied with CIPFA’s Statement on “The Role of the Chief Finance Officer” (CIPFA, 2010). The Deputy Chief Executive and Executive Director of Resources (s151) met his financial responsibilities during the year and ensured financial management arrangements were in place. He reports directly to the Chief Executive and had regular contact with the Leader and key Members, Monitoring Officer, Chief Internal Auditor and other Executive Directors.

An assessment of compliance with the CIPFA Financial Management Code was undertaken during the year. The review concluded that the Council could demonstrate overall compliance with the standards, but evidence could be strengthened in some areas including capital training and guidance, and financial and performance reporting.

The Chief Internal Auditor has provided reasonable assurance that the council has in place an adequate and effective framework of governance, risk management and internal control for the period 1 April 2022 to 31 March 2023. Overall, whilst the majority of audit opinions issued in the year were generally positive, internal audit activities identified a number of areas where the operation of internal controls has not been fully effective, as reflected by the seven partial assurance opinions issued in the year. All seven areas will be subject to follow-up audits in 2023/24 to ensure the expected improvements have occurred.

The Council’s governance arrangements for 2022/23 are regarded as fit for purpose and are in accordance with the governance framework shown in Annex A. The Council is committed to maintaining these arrangements and ensuring that the improvements required are prioritised and sufficiently resourced. The action plans below show progress on the improvement areas identified last year and the areas for improvement this year.

2021/22 Annual Governance Statement Action Plan – Follow Up

Issue identified during 2021/22	Action taken during 2022/23
<p>Pensions Administration</p> <p>To continue improvements in the Pensions Administration service and integrate with the Pension Fund team.</p>	<p>Pensions Helpdesk transition completed and administration of banking activities and training.</p> <p>Roll out of new induction approach for all staff and “about us” video used for promotion and recruitment.</p> <p>Mapped out the transfer out and retirement processes with Heywood (systems provider).</p> <p>Regular progress updates are provided to the Local Pensions Board.</p>
<p>DB&I programme - MySurrey</p> <p>To ensure the DB&I programme is implemented successfully.</p>	<p>Reset of the DB&I programme, completion of testing and go live in June 2023.</p>

Issue identified during 2021/22	Action taken during 2022/23
<p>Governance</p> <p>To promote good governance not only through systems and process but emphasise behavioural characteristics and values.</p>	<p>The Audit and Governance Committee agreed the following actions further to a report received from the Centre for Governance and Scrutiny to be implemented throughout 23/24:</p> <ul style="list-style-type: none"> -six-monthly update on the Risk Management Strategy to incorporate on going monitoring of risk management effectiveness and member roles in oversight of operational risks -Provide development session for CLT, Cabinet Members, all Directorate Management Teams, and political groups on member/officer protocol and working together. - to introduce practical changes to existing work systems and processes (including the constitution and decision-making systems) with specific reference to the clarity of roles and ownership and the scheme of delegation. -Incorporate and emphasise in whistleblowing communications to all staff on a regular basis with monitoring through an annual whistleblowing report to the Audit and Governance Committee. - Implement a mid-term scrutiny improvement program in consultation with Scrutiny Chairs and Vice Chairs
<p>Children’s Services Improvement</p> <p>To continue to make improvements in our Children’s Services.</p>	<p>The Improvement Plan arising from the Ofsted inspection in 2022 was submitted to Ofsted in June 2022 in accordance with post inspection timescales. Ofsted confirmed that the plan met their requirements, and its effectiveness will be tested under their future inspection activity. This Ofsted improvement plan has been implemented within a broader programme of work to improve practice, transform services and achieve efficiencies in children’s social care. Given the range of activity under way, a new Assurance Board, chaired by the Cabinet Member was established with effect from November 22 to oversee the work in this plan and the other work in progress in the service.</p>
<p>Surrey Fire and Rescue Service</p> <p>To continue to make improvements in SFRS.</p>	<p>The Inspection Improvement Plan (IIP) was created further to the 2021 HMICFRS inspection report. The IIP details actions and deliverables against each area of improvement under the pillars of Effectiveness, Efficiency and People. It is updated on a quarterly basis and shared with the Service Leadership Team (SLT), the Portfolio Holder and the HMICFRS Service Liaison Lead. Progress against the IIP is reported via the Intelligence and Assurance Programme Board. The IIP is also scrutinised by the Communities, Highways and Environment Select Committee. A further inspection will take place in 2023.</p>

2022/23 Annual Governance Statement Action Plan

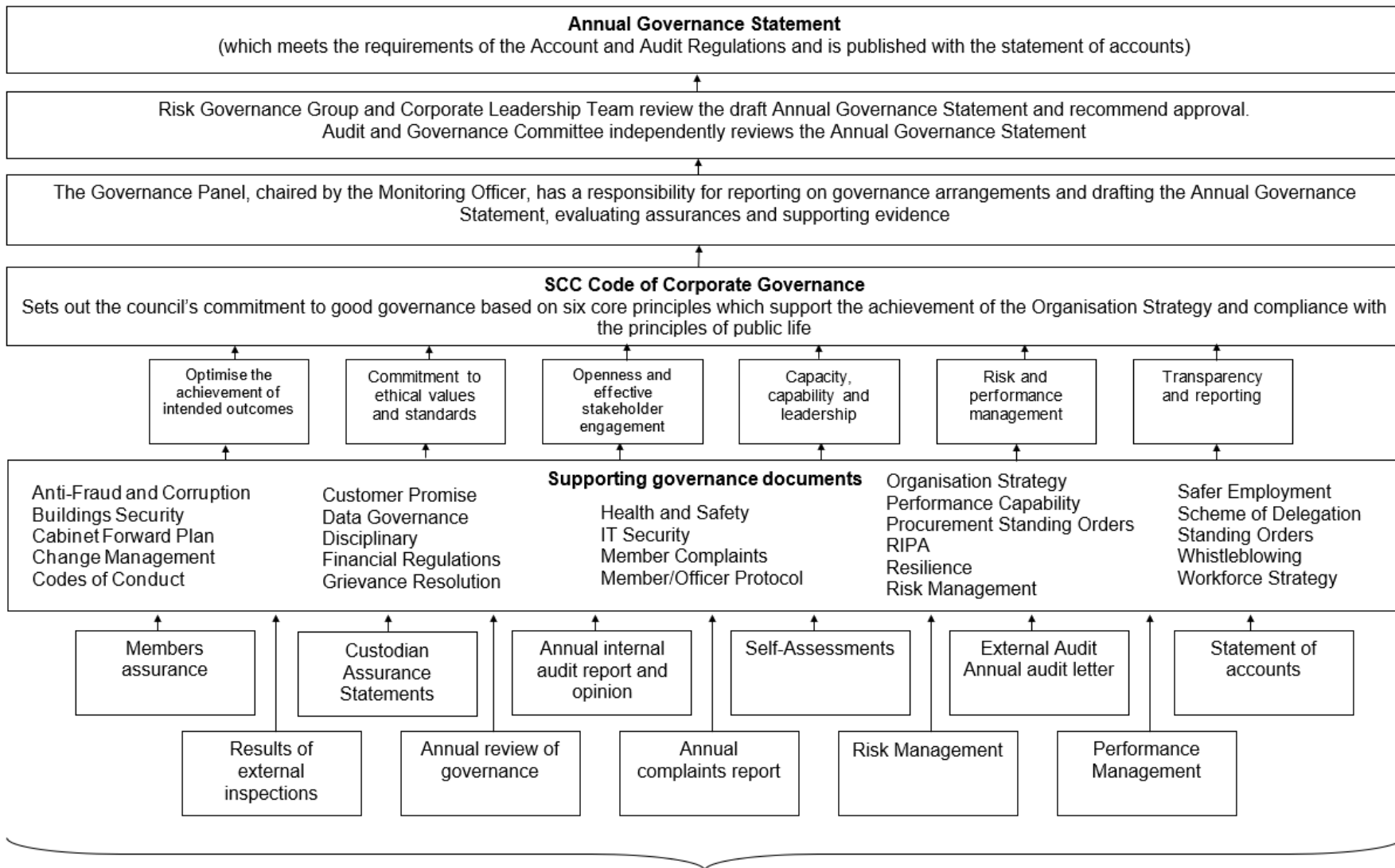
Issue identified during 2022/23	Action to be taken during 2023/24
<p>DB&I programme - MySurrey</p> <p>To ensure MySurrey is implemented effectively and embedded during 2023/24</p>	<p>Transition towards Business As Usual (BAU) following the end of the Hypercare period in August 2023.</p> <p>Close down the DB&I programme following the agreement of exit and hand over criteria.</p> <p>Build and transition MySurrey ownership to the ICF.</p>
<p>Special Educational needs</p>	<ul style="list-style-type: none"> - conduct an end-to-end review of the Council’s systems, add insight and analytics capacity and make recommendations for a phase 3 implementation. - complete the annual review work for vulnerable children including looked after children, those electively home educated, those on a child protection plan, those on a child in need plan and those who are missing education. - Strengthen communication plans including with families, key stakeholders, councillors, schools, health partners and care. - Continue to work with health and social care colleagues to support needs assessment demand management strategies - Ensure IT and data systems secure accurate performance management information - Establish revised governance arrangements
<p>Home to School Travel Assistance</p>	<ul style="list-style-type: none"> -Implement end-to-end improvements across the CFLL system and customer experience to ensure improvements are made in our ways of working and culture. -Support initiatives and opportunities being developed within the cross-cutting Freedom to Travel programme. -Complete the remaining recommendations and actions from the Learning Review and Internal Audit which include: <ul style="list-style-type: none"> • Integrating IT&D and data across the system wherever appropriate (e.g., Single View of a Child) • A full review of current purchasing and route planning systems to increase competition and a full market testing for alternative market leading solutions. • Implement digital discovery findings to expedite processes using Digital Design Team support. • Review and implement a long-term Customer Relationship Management (CRM) solution to improve the customer experience, case tracking and audit trail. • Developing a full supplier and engagement strategy across the travel system.
<p>Subject Access Requests</p>	<p>-Increase capacity in team by 2 FTEs</p>

Issue identified during 2022/23	Action to be taken during 2023/24
Improved SARs performance against statutory targets	<ul style="list-style-type: none"> -Increase capacity through outsourced expert resource to complete complex cases -introduce new redaction software -report on performance on weekly basis by corporate information governance team.
<p>Planning Committee procedures To implement improvements recommended by the Planning Advisory Service.</p>	<p>The Planning Advisory Service recommended actions set out in their June 23 report to cover:</p> <ul style="list-style-type: none"> -reporting performance -annual Planning Committee monitoring visit -Publication of Planning Committee decisions -on regulation 3 Planning Applications -to review delegation definitions -the speaking at Committee process -the running order at Planning Committee -Site visit conduct and reporting -Officer reports -Officer presentations -Training
Adult Social Care	<ul style="list-style-type: none"> -Identify specific governance, system and control weaknesses in areas of adult social care. -develop and implement action plan to take corrective action.

Tim Oliver
Leader of the Council
July 2023

Joanna Killian
Chief Executive
July 2023

11



All these sources and others provide assurance on the adequacy and effectiveness of our controls over key risks



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Audit & Governance Committee
12 July 2023

Whistleblowing Annual Report

Purpose of the report:

This report presents the annual whistleblowing report of the Council as a new report to the Audit and Governance Committee to improve transparency and accountability. The report summarises the whistleblowing activity over the last year and analyses the effectiveness of the Council's system.

Recommendations

It is recommended that the Committee:

1. Review the contents of the Annual Whistleblowing report to satisfy themselves that the governance arrangements are operating effectively; and
2. Make any recommendations for improvement.

Introduction

- 1 The Council is required to have an effective whistleblowing policy and arrangement in place. The annual report has not previously been reported to the Audit and Governance Committee and it was recommended by the Centre for Governance and Scrutiny as an improvement the Council should make in its governance arrangements. This was agreed by the Committee in its governance action plan agreed in January 2023.

Whistleblowing Annual Report 2022/23

- 2 As part of its governance arrangements the Council must ensure that effective arrangements for Whistleblowing are in place to which officers, staff and all those contracting with or appointed by the authority have access.
- 3 An effective and positive whistleblowing culture has the following advantages:
 - Detects and deters wrongdoing.
 - Provides information to managers so they can make decisions and contain the risk.
 - Demonstrates to stakeholders that Surrey County council is serious about good governance.

- Reduces the chance of anonymous or malicious leaks.
- Reduces the chance of Legal claims against the Council; and
- Clear whistleblowing arrangements are likely to help with a defence under the Bribery Act 2010.

The annual report is attached at Annex A for the Committee's consideration.

Consultation

- 4 The Governance Panel and the Whistleblowing monitoring group which meets quarterly has previously considered the report.

Implications

Financial

- 5 There are no direct financial implications arising from this report. Continued improvements in governance will support the delivery of the council's objectives.

Equalities

- 6 There are no direct equalities implications of this report.

Risk management

- 7 Strong whistleblowing arrangements support the council's commitment to good governance and the effective delivery of services and achievement of objectives.

What happens next

- 8 Whistleblowing is monitored quarterly by officers. Any recommendations from the Committee will be incorporated into future reports.

REPORT AUTHOR: Paul Evans, Director of Law and Governance and Chair of the Governance Panel

CONTACT DETAILS: paul.evans@surreycc.gov.uk

Sources/background papers: Code of Corporate Governance. CIPFA/SOLACE framework *Delivering Good Governance in Local Government*.

Annexes/Appendices:

Annex A – Whistleblowing Annual Report

HR Governance Report

Whistleblowing activity FY 2022/23

PURPOSE

The purpose of this report is to summarise whistleblowing activity during the financial year 2022/23, and to explain its monitoring and governance. The report is being presented to the Risk Governance Group, which includes the Chief Executive, the Chief Internal Auditor, the Executive Director of Resources, the Director of Law and Governance and the Director of People and Change. It will then be presented as a formal report to the Audit & Governance Committee.

Shella-Marie Smith, Director of People & Change

CONTEXT

Whistleblowing allegations can be received either in written format to a senior officer, or through Navex Global, an external service which allows employees to raise a concern about an aspect of the council, their service or their team, in complete confidentiality. Allegations can be made to Navex Global online, or by telephone.

A nominated person within the HR Governance team is the primary recipient of reports via Navex Global. They note the allegation, record it and determine whether the case should be investigated by People & Change, Internal Audit, or the Monitoring Officer. Any allegation that involves a potential instance of fraud – which may include someone not working their full hours, or submitting false time or travel claims for example, is investigated initially by Internal Audit.

Any whistleblowing allegation regarding HR practice or employees working in People & Change is investigated by the Monitoring Officer directly.

Receipt is acknowledged to the whistle-blower within 14 days of Navex Global receiving a whistleblowing report and further updates are provided after 28 days and once the case is closed. All correspondence is conveyed via Navex Global, maintaining the anonymity of the whistle-blower at all times.

Full information, including the policy and a flowchart of the lifecycle of a whistleblowing allegation, is available on SCC Info under [Whistleblowing](#). The Whistleblowing policy is also incorporated into the employee code of conduct which has recently been reviewed and updated and approved by Full Council in November 2022. In addition, communication campaigns to all staff occur four times a year to promote the service.

SCRUTINY

Whistleblowing cases are investigated by either People & Change, Internal Audit, the Monitoring Officer, or a combination of these depending on the nature of the allegation and the route by which the allegation has been made. Allegations about staff working in Twelve15 (Commercial Services) are directed to The Twelve15 HR division and allegations about teaching staff are currently managed by the Assistant HR Business Partner in the SCC HR team for Schools, in conjunction with the Area Schools Officer and the Chairs of Governors, where appropriate.

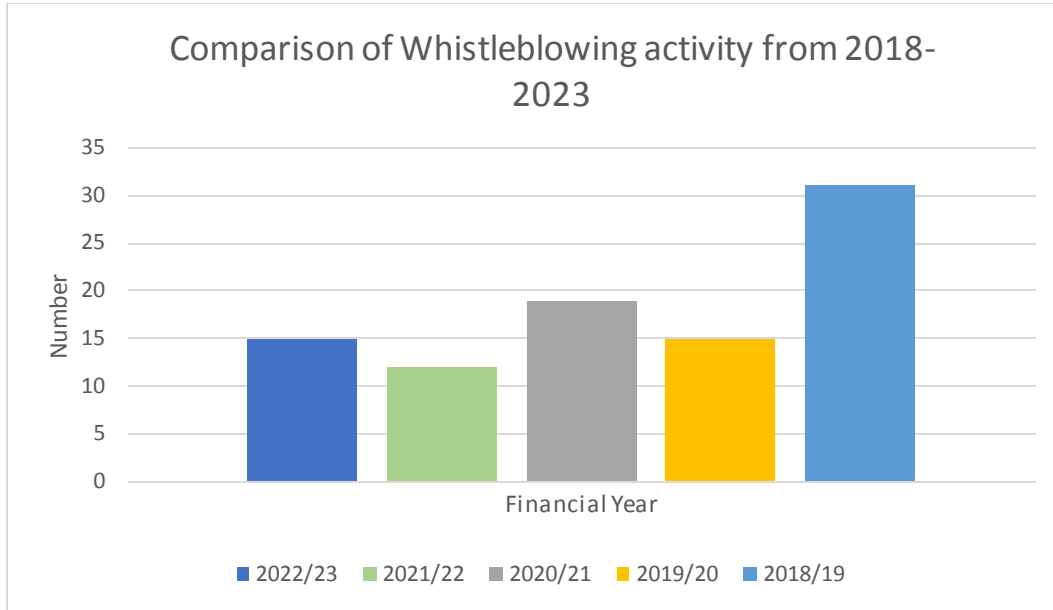
Officers from Internal Audit and People & Change and the Monitoring Officer meet on a quarterly basis to review recent whistle blowing activity including trends and patterns and related issues, such as promotion of the policy. Traffic to and from the SCC Info page is also reviewed at these meetings.

SUMMARY OF WHISTLEBLOWING ACTIVITY FY 2022/23

In FY 2022/23 there was a slight increase in allegations, in comparison to the activity of the previous financial year, maintaining a reasonable number of reported cases and in line with previous years, providing reasonable assurance that people understand how to report a whistleblowing case. With an increase of communications campaigns and new updated policies being circulated, this was an expected rise. Within the activity summary overleaf, “Direct” refers to reports received in writing or by telephone to a council officer, and “Navex Global” refers to reports received through our out-sourced service.

Comparison of whistleblowing activity FY 2018/19 to FY 2022/23

2022/23	2021/22	2020/21	2019/20	2018/19
15	12	19	15	31



The reports submitted were mainly concerning specific areas in Children, Families, Lifelong Learning (CFLL), Corporate Resources and Health, Wellbeing & Adult Social Care, 3 of our largest Directorates. A proportionate number of cases across the 3 directorates have not highlighted any concerns and coincide with structure changes including Senior Leadership.

Breakdown of Cases

Whistleblowing Cases	Grievance cases	Number of repeated cases submitted	Number of cases submitted on Navex
15	56	1	15

There were a total number of 15 cases submitted on Navex Global.

Number of Allegations

The tables below show pending cases and cases which have been closed in the FY 2022/23.

Pending Cases

Case number	Date received	Directorate	Allegation	Status	Referred to
41	01/03/2023	Resources	Discrimination	OPEN	HR PEOPLE CONSULTANT
43	15/03/2023	Resources	Discrimination/ Exclusion	OPEN	HR PEOPLE CONSULTANT
44	24/03/2023	Health Wellbeing &ASC	Employee Relations	OPEN	HR PEOPLE CONSULTANT

Closed Cases

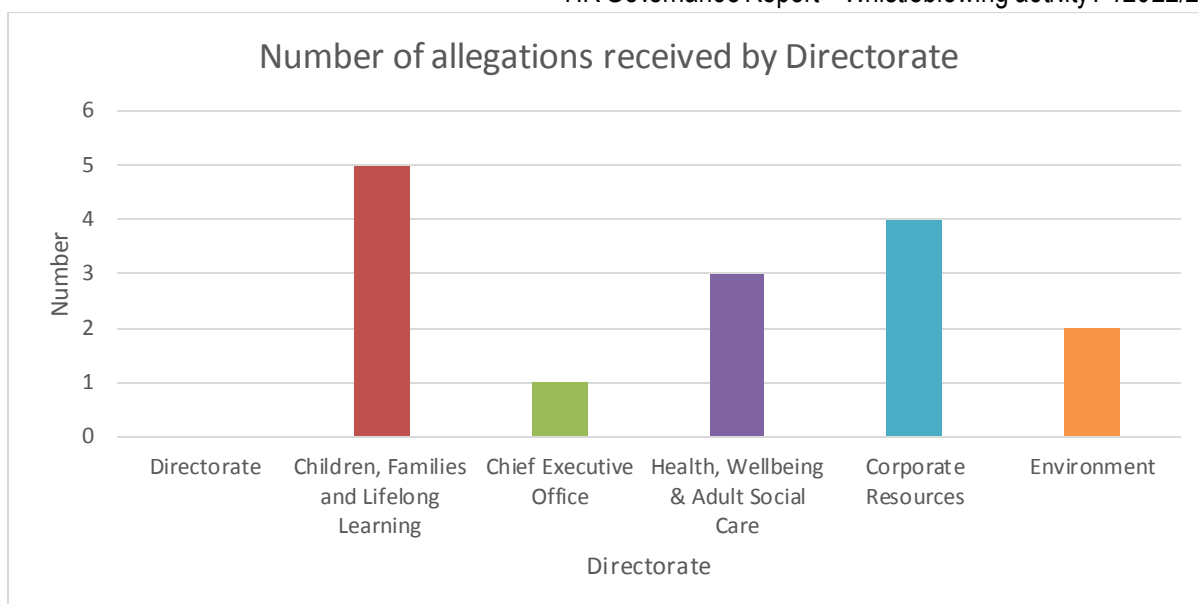
Case number	Date received	Directorate	Allegation	Outcome	Date closed
27	17/04/2022	Health Wellbeing & ASC	Employee Relations	Investigated by service, no case to answer, situation was to be monitored	17/05/2022
28	21/04/2022	Children Families & Learning	Policy issues	Due to the confidential nature of any investigation, findings must remain confidential and cannot be shared.	24/06/2022
29	16.05.2022	Children Families & Learning	Fraud	Education Service will be notifying the STA (Standards and Testing Agency) of this allegation and they will advise the local authority accordingly.	17/05/2022
30	14/07/2022	Env Transport & Infrastructure	Safety Issue	The organisation are satisfied with the employee's response and have advised there is no case to answer.	15/07/2022
31	18/07/2022	Env Transport & Infrastructure	Theft of goods	Contacted manager and arranged meeting – outcome not known.	14/10/2022
32	13/09/2022	Children Families & Learning	Discrimination	There are appropriate internal procedures for raising concerns about your employment that you are able to access and on this basis. I can confirm that the whistleblowing case will be closed.	17/10/2022
34	18/10/2022	Resources	Discrimination	The report did not meet our whistleblowing policy but encouraged the employees to raise grievance.	24/02/2023
35	18/10/2022	Resources	Retaliation of Whistleblowers	External investigation	24/02/2023
36	13/12/2022	Children Families & Learning	Conflict of Interest and Fraud	The Council is satisfied that no further action is required although it has identified potential	25/01/2022

				changes that may need to be considered to strengthen policy/management practice.	
39	18/01/2023	Children Families & Learning	Retaliation of Whistleblowers	The case notes do not provide any details of the issue/school. We would require more information to be able to investigate as an organisation.	20/01/2023
40	18/01/2023	CEO	Employee Relations	Withdrawn	15/05/2023
42	07/03/2023	Health Wellbeing & ASC	Fraud	Due to the confidential nature of any investigation, findings must remain confidential and cannot be shared	20/03/2023

Number of allegations received by Directorate FY22-23

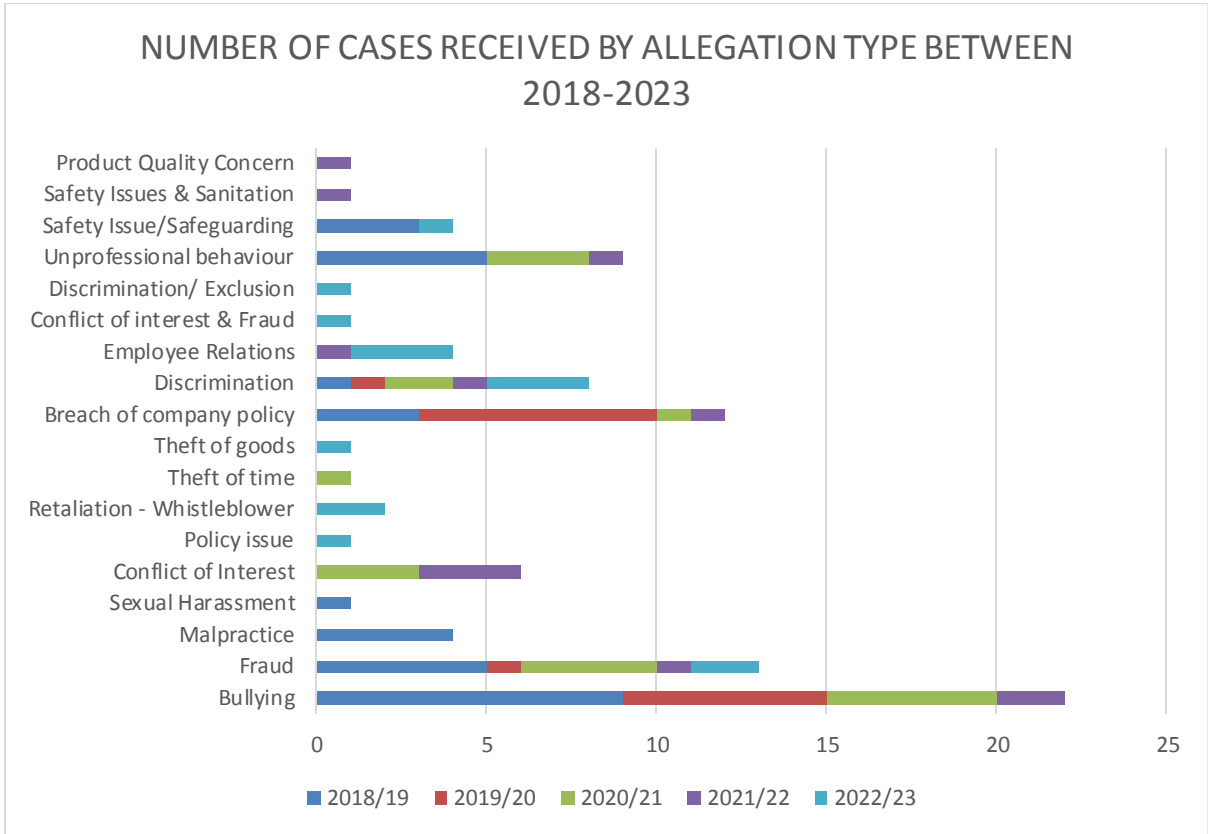
A summary of total number of cases by directorate is featured in the table and graph below.

Directorate	Number of cases
Children, Families and Lifelong Learning	5
Health, Wellbeing & Adult Social Care	3
Corporate Resources	4
Environment	2
Chief Executive Office	1
TOTAL	15



Number of cases received by allegation type between 2018 - 2023

Financial Year	Bullying	Fraud	Malpractice	Sexual Harassment	Conflict of Interest	Policy issue	Retaliation - Whistleblower	Theft of time	Theft of goods	Breach of company policy	Discrimination	Employee Relations	Conflict of interest & Fraud	Discrimination/ Exclusion	Unprofessional behaviour	Safety Issue/Safeguarding	Safety Issues & Sanitation	Product Quality Concern	Total
2018/19	9	5	4	1	0	0	0	0	0	3	1	0	0	0	5	3	0	0	31
2019/20	6	1	0	0	0	0	0	0	0	7	1	0	0	0	0	0	0	0	15
2020/21	5	4	0	0	3	0	0	1	0	1	2	0	0	0	3	0	0	0	19
2021/22	2	1	0	0	3	0	0	0	0	1	1	1	0	0	1	0	1	1	12
2022/23	0	2	0	0	0	1	2	0	1	0	3	3	1	1	0	1	0	0	15

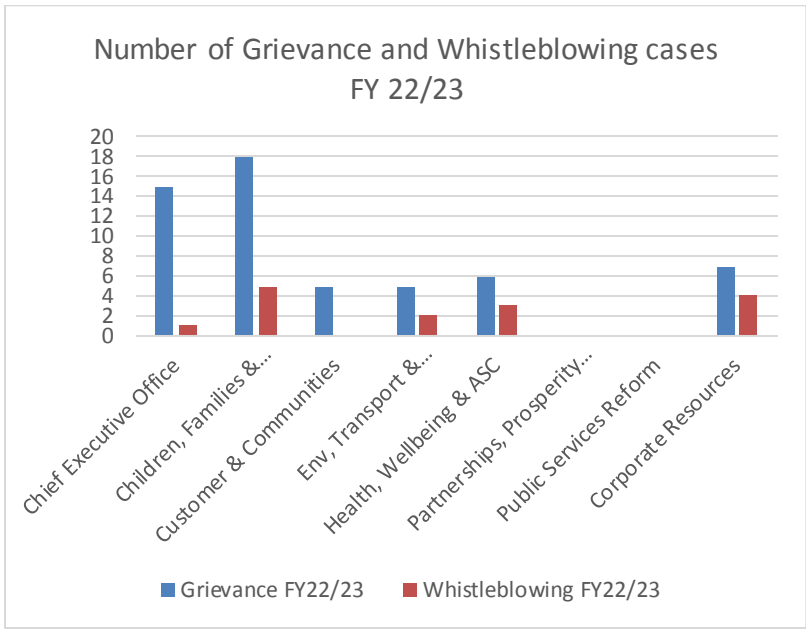
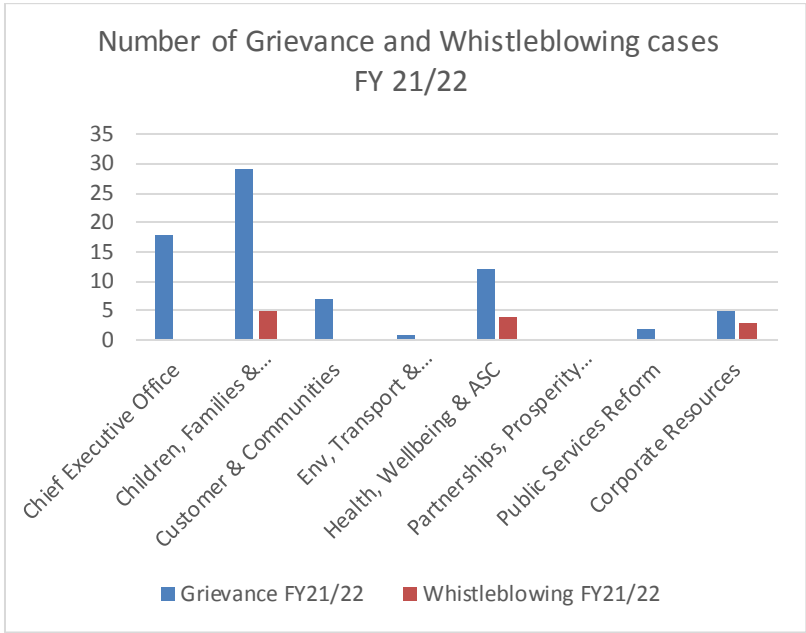


Comparison of Grievance versus Whistleblowing cases 2021 to present day with the relevant headcount for each Directorate

The below table shows the number of grievance and whistleblowing cases compared to the headcount of the directorates.

Directorate	Headcount (as of 31 March 2023)	FY 21/22		FY 22/23	
		Grievance FY21/22	Whistleblowing FY21/22	Grievance FY22/23	Whistleblowing FY22/23
Chief Executive Office *	748	18	0	15	1
Children, Families & Learning	3244	29	5	18	5
Customer & Communities	1166	7	0	5	0
Env, Transport & Infrastructure	828	1	0	5	2
Health, Wellbeing & ASC	2149	12	4	6	3
Partnerships, Prosperity & Growth	14	0	0	0	0
Public Services Reform	97	2	0	0	0
Corporate Resources	1920	5	3	7	4
Total	10127	74	12	56	15

***SFRS headcount numbers are included in CEX figures prior to the service move into its own directorate.**



INTERPRETATION OF ACTIVITY

There has been a slight increase in cases during the FY 2022/23. There has been a drop in bullying allegations which has been consistently the highest allegation type over the previous years. This demonstrates the strong working relationship between the Grievance Resolution policy, Ending of Bullying and Harassment policy and the Whistleblowing policy and highlights the effectiveness of the promotions of the policies by the People Consultancy team and the HR Governance team.

Comparison with other Councils

Figure 1- The table below shows a comparison of Whistleblowing activity with other Councils.

Year	Surrey	Brighton & Hove	Hampshire	East Sussex	West Sussex
2018-2019	31	8	0	2	3
2019-2020	15	15	0	2	1
2020-2021	19	9	3	2	1
2021-2022	12	11	3	2	1
2022-2023	15	13	0	1	1
Total	92	56	6	9	7

Surrey County Council has the highest rate of Whistleblowing activity whereas, Hampshire has the lowest rate. The number of cases across Hampshire, East Sussex and West Sussex Council is worryingly low and would appear to be under reporting. We consistently have the highest rate of activity but a healthy number in comparison to council size.

RECOMMENDATIONS / REQUESTS

The HR Governance team should continue with the communication exercises to further promote the Whistleblowing service on SCC intranet

Planned exercises

- Yammer communications
- Continued awareness with added dates for World Whistleblowing Day and National Whistleblowing Day.
- 3 further reminders booked with internal communications to post awareness on Sharepoint
- Posters to be circulated to be posted around SCC buildings such as homes, schools and offices.
- E learning for new starters
- Whistleblowing information added to provisional offer for new starters

Recommendations

- Grievance benchmarking with other councils
- Increased communications of Code of Conduct policy

The communications of Grievance Resolution policy, Ending of Bullying and Harassment policy and Whistleblowing Policy have proved successful in increasing Council awareness and new cases of Whistleblowing were reported within a few weeks of when the awareness posts went live on SCC Daily with grievances taking the correct route.

There are no major concerns that malpractice in the workplace is an issue, although People & Change continues to keep a close eye on trends and ensures closure of cases in an appropriate and timely way.

In order to mitigate the challenge of assessing performance of the Whistleblowing process, as low numbers of allegations could mean there is very little irregularity within the Council, or it could mean lack of awareness of the Whistleblowing policy a continued and improved communications plan is in place to support this and the HR Business Partners can also support services to understand best practice with regards to employee relations to reduce the number of whistleblowing cases in areas such as bullying, harassment and time management.

In addition, the quarterly Pulse Survey results for have shown that only 4% of the respondents did not know how to report a Bullying, Harassment or Discrimination case, with 88% either knowing how to report or knowing where to find out the process, which is positive.

Discussions are being held with the Learning Design and Technology team to create an e-learning tile for Whistleblowing. It will form part of the employee induction pack and will be highlighted to managers and employees alike within the Code of Conduct, which will also be promoted to joiners of the Council.

CONCLUSION

The report highlights the average rate of whistleblowing across Surrey County Council. It also shows that although a higher number of cases are reported than other councils, this is a healthy number in comparison and a sign of strength that the alignment of policies is working effectively and the relationship between HR Governance and People Consultancy works well. The communications and awareness campaigns are showing to be effective and the quarterly discussions with People & Change, Internal Audit and Monitoring Officer work well to identify trends and patterns.



Audit & Governance Committee
12 July 2023

REVIEW OF BEHAVIOUR AND CULTURAL GOVERNANCE – UPDATE ON ACTION PLAN

Purpose of the report:

To update Members on actions taken in response to the Centre for Governance and Scrutiny's (CfGS) review of Council governance using their Governance Risk and Resilience Framework.

Recommendations

The Audit and Governance Committee is asked:

1. To review actions taken by officers in response to the CfGS report and make recommendations as appropriate.

Introduction

1. The CfGS has developed a Governance Risk and Resilience Framework which looks at Council governance in a new way. In addition to considering systems and process, the framework looks at the culture and behaviour of an organisation against a series of criteria and positive and negative behaviours. Surrey County Council was an early adopter of this approach to establish, with the help of CfGS, where development and improvement could assist the Council's future understanding and management of risk relating to governance.
2. At its meeting in January, the Audit & Governance Committee agreed an action plan, formulated in response to the letter provided to us by CfGS with their findings. This report provides an update to the Audit & Governance Committee on progress made against the action plan (Annex 1).

Risk

3. The CfGS recommended that the Council take a stronger approach to the management of risk, including greater Member ownership and oversight of high-risk areas. The Audit and Governance Committee now receive a six-monthly report on the Risk Management Strategy. The report incorporates ongoing monitoring of the effectiveness of risk management at the Council.

Members and Officers Working Together

4. Overall CfGS felt that there were constructive relationships between Members and officers. However, they felt that there was more that could be done to define the different roles of Members and officers and encourage a deeper understanding of mutual objections and motivations – particularly the nature of Members' political motivations.
5. A training workshop looking at the role of Members and officers and how they best work together has been delivered to the Council's Leadership Team, Cabinet, Political Groups and a number of Directorate Leadership Teams. All Directorate Leadership Teams will have completed this training by the Autumn.
6. Democratic Services are now working with People and Change to review the staff training offer for working in a political environment. The aim is to embed political training into the management and leadership development offer. Changes to the staff political training offer will be shared with the Member Development Steering Group for their input.

Constitution and Scheme of Delegation

7. CfGS undertook a detailed review of the Constitution and Democratic Services are responding to the points raised by CfGS in their report.
8. Proposals of the Constitution Review Group have also been considered by Audit & Governance Committee and Political Groups, with a final report to be presented to Council on 11 July 2023; as part of these proposals, Council will be recommended to delegate the annual approval of the Risk Management Strategy to the Audit & Governance Committee.

Whistleblowing

9. CfGS felt that the expected formal processes for whistleblowing were in place. However, they also recommended that more needed to be done to ensure that wider organisation 'cultures' catch up with the changes that have taken place at the top of the Council. A communications plan is being developed to ensure that staff are aware that a whistleblowing policy is in place and reassure them that there will be no negative impact on careers if they raise concerns. Monitoring of the whistleblowing policy will take place through the Audit & Governance Committee.

Scrutiny

10. Whilst recognising that the scrutiny function at Surrey had improved, CfGS recommend that further steps were taken to strengthen its role. This included greater use of performance information to inform scrutiny, ensuring scrutiny is focussed on strategically important issues and clearly demonstrating the difference that scrutiny makes.
11. In response, Democratic Services has commissioned 'refresher' scrutiny training for Members and officers who regularly report to Select Committees. A separate session on the leadership of scrutiny has been arranged for the Chairs and Vice-Chairs and Hazel Watson as Chair of the Select Committee Chair & Vice-Chairs Group. These sessions will be delivered by CfGS and will address many of the issues raised through the governance review.
12. Work has also taken place to ensure that work programmes take greater account of organisational objectives by having these developed with input from Cabinet Members and Executive Directors, as well as other stakeholders. More work due to take place to ensure that the selection of scrutiny topics incorporates performance data. Data insights training is also being arranged for Members during Autumn 2023, to assist councillors in interpreting and utilising performance data in their scrutiny work.
13. All four Select Committees regularly receive performance data from the services in their remits. However, this is not done in a consistent way and the data is not embedded in the methods for choosing scrutiny topics or informing key lines of enquiry.
14. A specific programme of work has taken place with the Children's, Families and Lifelong Learning Select Committee, with the support of the Local Government Association (LGA) to look at how it chooses and prioritises work and how it can support the improvement of Children's Services at the Council. A workshop has been organised by the Cabinet Member for Children and Families to take forward the feedback from the LGA.

Member Development

15. CfGS consider a strong Member development offer as crucial to effective governance. Although CfGS found no issues with the Member development offer at the Council, Democratic Services have taken steps to improve performance monitoring of the Council's development offer. Work is also taking place, alongside People and Change, to move Members to an online learning management system which will further improve performance data in this area.

Implications

Financial

16. There are no direct financial implications arising from this report. Continued improvements in governance will support the delivery of the Council's objectives.

Equalities

17. There are no direct equalities implications of this report.

Risk management

18. Strong governance arrangements support the Council in the effective delivery of services and achievement of objectives.

What happens next

19. Work will continue against the action plan, with further updates to Audit and Governance Committee on request.

REPORT AUTHOR: Paul Evans, Director of Law and Governance and Chair of the Governance Panel

CONTACT DETAILS: paul.evans@surreycc.gov.uk

Sources/background papers: CfGS Governance Risk and Resilience Framework. Code of Corporate Governance. CIPFA/SOLACE framework *Delivering Good Governance in Local Government*.

Annexes:

Annex 1 - CfGS Action Plan

<p>Risk</p> <ul style="list-style-type: none"> - Work to embed improvement in risk management needs to be closely monitored - Understanding roles in acting on operational risk 	<p>Actions</p> <p>The Audit and Governance Committee will receive its six-monthly update on the Risk Management Strategy in March 2023. Report to incorporate on going monitoring of risk management effectiveness and member roles in oversight of operational risks</p>	<p>Owner</p> <p>Strategic Risk Manager/Audit and Governance Committee</p>	<p>Tasks</p> <ul style="list-style-type: none"> - Continue to monitor the improvement of risk management and embedding in the authority. 	<p>Progress Update</p> <ul style="list-style-type: none"> - Six monthly monitoring report considered by Audit and Governance March meeting, including recommendations in Value for Money audit.
<p>Members and officers working together</p> <ul style="list-style-type: none"> - Improve understanding of others motivation and objectives, and the political motivation of members - Speed of decision making and realistic demands - Shared expectations of conduct 	<p>Actions</p> <ul style="list-style-type: none"> -Provide development session for CLT, Cabinet Members, all Directorate Management Teams, and political groups on member/officer protocol and working together. -Refresh offer of officer development on “operating in a political environment” informed by member input from the 	<p>Owner</p> <p>Director of Law and Governance/Member Services Manager/ Member Development Steering Group.</p>	<p>Tasks</p> <ul style="list-style-type: none"> - Member Services Manager to schedule training sessions with all DLT teams and political groups. - Member Services Manager to pull together feedback from sessions to review at DS SMT and feedback to CLT. - Member Services Manager to review 	<p>Progress Update</p> <ul style="list-style-type: none"> - Training sessions have taken place with SFRS, Children’s, Customer and Communities and are scheduled to take place - Resources, ETI and Adults Directorates. - Sessions have taken place with the three main political groups. - Feedback from sessions delivered

Annex 1

<p>throughout the organisation</p> <ul style="list-style-type: none"> - Mutual expectations around roles in decision making 	<p>Member Development Steering Group for a shared understanding of motivation and objectives.</p> <ul style="list-style-type: none"> -Explore with the CfGS a recommended officer and member development offer with a focus on positive cultural behaviours and effective relationship building. 		<p>ongoing staff training offer, to ensure effective Member/Officer relationships are addressed and share with Member Development Steering Group for their input.</p> <ul style="list-style-type: none"> - Member Services Manager to contact the LGA to find out more about their new Officer-Member training programme and how we can learn from this. - Regular discussion on Member/Officer relationships at DS SMT. 	<p>so far has been positive.</p> <ul style="list-style-type: none"> - Member/Officer relationships now considered at SMT meetings. - Have reached out to LGA to see what we can learn from their training programme.
<p>Constitution and scheme of delegation</p> <ul style="list-style-type: none"> - Clarity of roles and evidence required in decision making - Levels of delegation and the 	<p>Action</p> <p>To work with the Centre for Governance and Scrutiny on their recommendations for practical changes to existing work systems and processes</p>	<p>Owner</p> <p>Director of Law and Governance/Governance Lead Manager</p>	<p>Tasks</p> <ul style="list-style-type: none"> - Director of Law and Governance to contact CfGS to discuss their detailed recommendations 	<p>Progress Update</p> <ul style="list-style-type: none"> - Discussions are taking place with the CfGS around their detailed recommendations.

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<p>extent of decision-making authority review</p> <ul style="list-style-type: none"> - Articulation of roles and ownership of finance, performance, and risk 	<p>(including the constitution and decision-making systems) with specific reference to the clarity of roles and ownership and the scheme of delegation.</p>		<p>around the constitution.</p> <ul style="list-style-type: none"> - Constitution Review Group to ensure Member overview of Constitution. 	<ul style="list-style-type: none"> - Constitution Review Group due to report to Council in July.
<p>Whistleblowing</p> <ul style="list-style-type: none"> - Reassurance to staff there will be no negative impact on careers 	<p>Action</p> <p>Incorporate and emphasise in whistleblowing communications to all staff on a regular basis with monitoring through the annual whistleblowing report to the Audit and Governance Committee.</p>	<p>Owner</p> <p>Director of Law and Governance/ Head of Insights, Programmes & Governance</p>	<p>Tasks</p> <ul style="list-style-type: none"> - Director and Law of Governance to have meeting with Head of Insights, Programmes and Governance to discuss how whistleblowing communications can be implemented. - Report on whistleblowing to come to Audit and Governance Committee. 	<p>Progress Update</p> <ul style="list-style-type: none"> - Quarterly whistleblowing meeting has taken place and a whistleblowing communications plan is being implemented.
<p>Scrutiny ongoing improvement</p>	<p>Action</p> <p>Incorporate the points made in the development in the</p>	<p>Owner</p> <p>Scrutiny Business Manager/Scrutiny Chairs.</p>	<p>Tasks</p> <ul style="list-style-type: none"> - Create link between selection of agenda 	<p>Progress Update</p> <ul style="list-style-type: none"> - All Select Committees now receive

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<ul style="list-style-type: none"> - Use of performance information - Role of challenge in decision making - Evidence to clearly demonstrate that scrutiny makes a difference - Consistency and sustained member oversight of priority areas 	<p>ongoing scrutiny improvement program in consultation with Scrutiny Chairs and Vice Chairs</p>		<p>items and review of performance data.</p> <ul style="list-style-type: none"> - Review other Council's approach to their Annual Report to evidence impact. - Planning sessions that re-run induction materials updated for 2023 to help planning/relevancy of forward plans. - Scrutiny Business Manager to speak to Performance colleagues to discuss how use of performance data by Select Committee. - Provide training to Members on use of performance data. - Work with LGA to improve effectiveness of Children, Families, Lifelong Learning and Culture Select Committee. - Scrutiny protocol due to be agreed between Chief of Staffs and Scrutiny Team prior to 	<p>performance information but there isn't an explicit link between reviewing performance information and choosing agenda topics. Scrutiny Manager to add this into item selection criteria.</p> <ul style="list-style-type: none"> - All Select Committee Chairman have agreed to run a mid-term refresher induction. All four Select Committees to do this in June and July. - Scrutiny Manager attended performance training by CfGS. - Business Insights Team developing a performance data training package for Members – coming to MDSG in July.
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			approval from CLT/Political Groups. -	
Member development - Briefings and attendance	Action Highlight the need to monitor and address attendance as a measure of the quality of briefings and consider as a priority in the annual member development strategy 2023.	Owner Member Services Manager/Member Development Steering Group	Tasks - Review how performance data is recorded to ensure the amount of Member Development training offered/attended is captured. - Work across team to ensure that all Member Development activity is recorded accurately. - Create individual training records for each Member.	Progress Update - Collection of attendance and evaluation data has been reviewed. - Member Services Manager working with People and Change to incorporate Members into a new Learning Management system.

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