

# Unaudited Annual Accounts **2022/23**



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## Our Council Area

### Councillors:



23 Elected Members:

- 20 Independent
- 1 Green Party
- 1 Labour
- 1 SNP

### Population:

# 22,940

(mid-2021 population estimate NRS)



Ages 0-15: 18%  
Ages 16-66: 63%  
Ages 67+: 19%

### Economy:

# £584m

Gross Value Added  
(Economic Accounts 2017)



### Original 2022/23 Budget:



# £126.2m

net revenue

# £25.3m

capital

### Council Workforce:



# 3,175



# 71% 29%

female male



### Infrastructure & Assets:

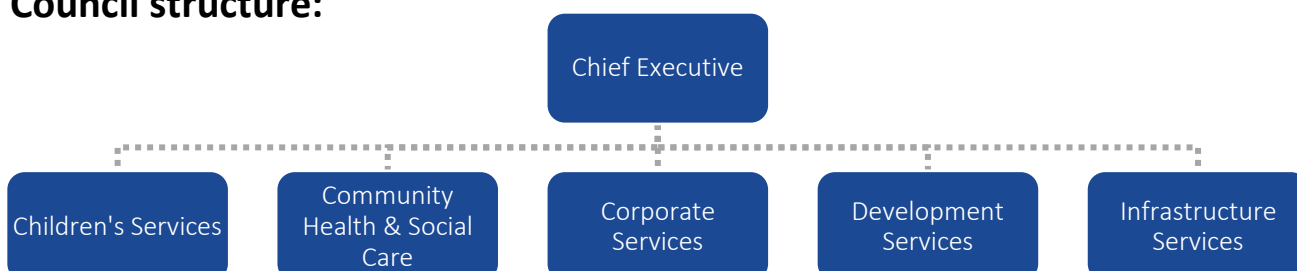


- 259 Council buildings
- 1,056 km road network
- 1,660 Council houses

Land area: **1,466 km<sup>2</sup>**

Coastline: **2,731 km**

### Council structure:



# Management Commentary

The purpose of the Management Commentary is to help readers understand our priorities and objectives, to provide an overview of our financial and non-financial performance during the year and to help readers understand our financial position as at 31 March 2023. It also sets out the main risks and uncertainties we are likely to face in the future.

## Our Priorities

[Our Ambition](#) sets out our strategic political objectives and provides direction to help us focus on the things that can make the most difference in achieving long-term sustainability for Shetland. It sets out the priorities that we will work towards over a five-year period, up to 2026.

Our Local Outcomes Improvement Plan is known as the [Shetland Partnership Plan](#), which identifies a vision and four priorities shared by all of our community planning partners, as we work towards reducing inequalities of outcomes in our community. The overarching focus of the Partnership's work is to improve the lives of everyone in Shetland, under four priority areas:

- Participation
- People
- Place
- Money

## The Impact of COVID-19

The pandemic continued to disrupt some of our services and activity through the year, which has hampered our ability to deliver services at times. Throughout the year, we have acted in accordance with the restrictions in force at the time.

As restrictions have eased, staff that have largely worked at home for the past two years have returned to offices, as we embrace hybrid working and seek to capitalise on some of the positive benefits that remote working allows.

## Our Change Programme

A [Change Programme Framework](#) was approved on 13 April 2021, which identified the key policies and [www.shetland.gov.uk](http://www.shetland.gov.uk)

strategic plans that collectively set out the context and drivers for change.

We acknowledge the scale of change that lies ahead and we are mindful that we cannot deliver everything at the same time within the confines of limited resources, both from a financial and workforce perspective. Detailed delivery plans, including timescales for each project, are currently being developed for each strand of the Change Programme. We anticipate this will help us prioritise the use of our resources in the short and medium-term to deliver tangible progress in achieving *Our Ambition*. A 'Programme Management Office' has been established within the Corporate Services Directorate to facilitate change activity in the coming years. This function is led by an Executive Manager and will draw experience from across the Council using a range of secondments and graduate placements to help facilitate and co-ordinate change and transformational activity.

The alignment of all 'change' activity under one framework, the Islands Growth Deal and *Our Ambition*, will enable more regular reporting of progress against our stated objectives and priorities and create clear linkages to the refreshed Medium-Term Financial Outlook (MTFO), which sits alongside the refreshed change programme framework.

A Workforce Strategy has also been approved, which describes the way we plan to develop our current and future workforce to ensure our staff have the right skills, environment and values to deliver the priorities in *Our Ambition* over the next five years. The Workforce Strategy sits alongside the Change Programme Framework, Medium-Term Financial Outlook and *Our Ambition*. Collectively, these documents describe the aspiration we have for the long-term sustainability of our Community, and how we will go about delivering our objectives successfully.



## Our Performance

### *Partnership performance*

We regularly assess our progress in delivering the Shetland Partnership Plan and the latest [Annual Report](#) was published in November 2022, which documents what has been achieved in the past year and what activities we will focus on in the next year. The Annual Report also includes updated indicator information, which allows us to compare long-term outcome measures against the baseline indicators that were established in 2017.

### *Service Performance*

We regularly report service performance to each of our functional committees: Education & Families, Development, Environment & Transport and Policy & Resources. Each committee receives a quarterly performance report, in which we summarise the performance of services during the previous quarter. Quarterly performance reports can be found on our [Council Committee Information](#) pages (COINS).

We are reviewing our performance management arrangements to ensure they are aligned with our needs and the needs of stakeholders who have an interest in how we perform as a Council. We have also recently adopted a set of indicators that will help us track our progress and performance in delivering *Our Ambition*.

### *How do we compare against other Councils?*

Each year, our performance is compared against all other Scottish Councils through the Local Government Benchmarking Framework (LGBF). The data helps us compare our own performance against a suite of efficiency, output and outcome indicators that cover all areas of local government activity. LGBF data can act as a catalyst for improving services, targeting resources towards areas that make the greatest impact and enhancing public accountability.

The latest LGBF data relates to 2021/22 and was published in March 2023. From the latest data, 54% of our LGBF indicators were in the top two quartiles, with Shetland Islands Council being top for 16 of the indicators. The following table contains information from the latest set of data on how the Council has performed. The national dataset can be found [here](#), and our own results for 2021/22 can be found [here](#).

Directorate	2020/21	2021/22	% change	Future Improvement
Children's Services				
Cost per secondary school pupil	£11,831	£11,887	0.47%	Education delivery has been impacted by increased costs due to a number of external factors, namely food costs, energy costs and lack of availability of staff for vacant posts. The impact of the Covid-19 pandemic continues to be felt, particularly in the additional support required by an increased number of pupils. The completion of the 1140 hours expansion programme has resulted in an increased cost per pupil.
Cost per primary school pupil	£8,917	£9,256	3.80%	
Cost per pre-school pupil	£11,837	£15,503	30.97%	
Teacher sickness absence (working days)	3.77	4.59	21.75%	
Corporate Services				
Cost per home of Council Tax collection	£12.64	£11.17	-11.63%	We expect the cost of Council Tax collection to increase in 2022/23 to around £15 per dwelling, driven by pay inflation which is negotiated centrally and outwith the Council's control. We expect the removal/reduction of Covid safety measures to result in an increase in sickness absence. We are also expecting to see an increase in surgery related absences with hospitals tackling waiting lists.
Council Tax collection rate	96.80%	96.90%	0.10%	
Employee Sickness absence (working days)	8.56	10.39	21.38%	
Community Care Services				
Cost of residential care for older people (per person, per week)	£2,317	£2,778	19.90%	Care home occupancy is reduced due to staffing issues resulting in lower numbers of available beds. There is a strategic drive to have more people with more complex needs at home.
Occupancy of care homes	81.90%	77.00%	-5.98%	
Cost of providing care to support older people to live at home (£ per hour)	£58.74	£50.14	-14.64%	
What proportion of social care funding is allocated using personalised managed budgets	5.7%	6.8%	19.30%	
Development Services				
% of procurement spent on local small/medium enterprises	48.7%	51.9%	6.57%	The cost of a planning application depends on the size and nature of the development. The fees are set nationally and are a fraction of the costs incurred. There continues to be a high number of major planning applications. Three new planning officers have been appointed and agency staff have also been contracted which has resulted in reduction in time to deliver planning applications.
Number of weeks to deliver commercial planning application decision (on average)	20.7	19.5	-5.80%	
Cost per planning application	£10,488	£7,661	-26.96%	
Infrastructure Services				
Cost per premise on refuse collection	£62.00	£72.00	16.13%	Future efficiencies continue to be identified in our fleet and operations which will hopefully see our score continue to improve. The deposit return scheme was originally meant to be introduced in July 2022. This has been pushed back to March 2024, which should show a higher recycle figure for Shetland and also give us the opportunity to recycle more types of waste.
Quantity of household waste recycled (comparison is 2017/18 to 2018/19)	18%	17%	8.24%	
Cost of providing environmental health (£ per 1,000 people)	£37,473	£41,892	11.79%	

## Financial Performance

We reported [our draft revenue and capital outturn report](#) to the Policy and Resources committee on 5 June 2023. This report summarises the end of year outturn for the Council for the year ended 31 March 2023. It sets out the overall level of revenue and capital expenditure incurred by services funded through the General Fund, Housing Revenue Account and Harbour Account.

The Council has had to manage:

- increased demand for services,
- difficulties in recruitment due to a competitive local labour market, and
- the impact of availability, and rising costs, of goods and services.

Our financial performance has been affected as a result of these factors, and therefore the end of year outturn position is inevitably different to the budget set in March 2023.

Overall, the Council has spent less than it anticipated on service delivery and capital expenditure, with an overall underspend of £10.6m. The General Fund underspent against budget by £10.4m. The Harbour Account did not meet its budgetary expectations and generated a reduced surplus by £1.1m. The Housing Revenue Account underspent against its budget by £1.3m. Information on the reasons for these variances are outlined on page 9.

Total capital expenditure across the General Fund, Harbour Account and HRA totals £15m against an approved budget of £25m, representing an underspend of £10m. This is mainly as a result of slippage encountered during the year. Works will continue into 2023/24.

Further information about our financial performance during 2022/23, including details of variances between actual expenditure and approved budgets, can be found in [our draft revenue and capital outturn report](#).

## Our Highlights

### Islands Growth Deal

An agreement to invest £100 million in the future economic prosperity of Orkney, Shetland and the Outer Hebrides was signed in January 2023 by UK and Scottish Government Ministers and the Council Leaders of the three island groups. The agreement commits both governments to work collaboratively with Islands Deal partners to deliver a deal focused on: placing the islands at the forefront of the transition to net zero; supporting growth in key sectors of opportunity such as tourism, food and drink, space and creative industries; and, supporting thriving, sustainable communities.

The Islands Growth Deal will capitalise on the Islands' unique assets with an investment of £50 million each from the Scottish and UK Governments and an anticipated £235 million from project partners. The 10-year programme of investment has the ambitious target of creating up to 1,300 jobs and tackling the depopulation concerns facing many parts of the three island archipelagos.

### Council meetings

The Council chamber moved from the Town Hall to the former St Ringan's Church in March 2022. The project included the installation of conference equipment and broadcast technology to allow the live streaming of meetings. Meetings of the principal committees are now broadcast live, allowing the public to watch the debate on any desktop or mobile device.

### Climate Festival

The first Shetland Climate Festival was held in June 2023, with a programme of events to raise awareness of climate change, and to explore solutions that mitigate and adapt to its impacts. Shetland Islands Council's Climate Change Programme team hosted the event alongside organisations finding ways to reduce the impact of climate change. Over 30 exhibitors were present, representing the six themes of the Climate Change Programme: Energy, Transport, Buildings, Business and Industry, Nature-based solutions, and Resource Use. Exhibitors showcased solutions for climate change challenges in Shetland, covering many topics from domestic energy efficiency to the circular economy and reuse.



## Key Risks and Uncertainties

The Council maintains a Corporate Risk register and provides update reports on a regular basis to the Policy & Resources Committee. The latest report was presented on 5 June 2023 and can be found here:

[Risk Register update](#)

The Council's key risks and uncertainties, and associated mitigating actions can be summarised as follows:

Risk / Uncertainty	Mitigating actions
 <b>Staffing</b>	<p>The Council is facing a shortage of key staff and skills. Posts are remaining unfilled due to failure to recruit.</p> <p>The Council's HR department is continually reviewing policies and procedures to support the Council in becoming more responsive and flexible in the deployment of existing staff. The Council's workforce strategy provides a framework to focus attention and prioritise work streams that identify and develop talent as well as increase the number of ways young people can join the organisation.</p>
 <b>Revenue and Capital Budgeting</b>	<p>The Council is not yet in a financially sustainable position over the medium term and faces an anticipated cumulative budget deficit of £106.4m by 2026/27 as reported in the Council's latest Medium-Term Financial Outlook, presented in September 2022. The level of core revenue funding from the Scottish Government is expected to remain flat in cash terms between 2022/23 and 2025/26, which effectively translates into reduced funding, in real terms, over the next 3 years. Demand for services, particularly for health and social care, continue to increase while the cost of delivering services also continues to increase. Rising inflation, disruption to supply chains and shortages of raw materials, goods and labour are resulting in higher costs to deliver services. Likewise, the Council has substantial property, plant and equipment assets that require significant capital investment each year to maintain while core capital funding is expected to reduce year-on-year.</p> <p>The Council has a range of change projects underway, or planned, that vary in scale and scope. The aim of these projects is to transform the way services are delivered and to ensure services are delivered as cost effectively as possible. A Programme Management Office function within Corporate Services is intended to coordinate the Council's Change Programme activities and help facilitate the delivery of <i>Our Ambition</i>.</p> <p>The Council will develop its financial planning assumptions and both its Medium- and Long-Term Financial Plans in the next 12 months, to reflect the expected efficiencies and transformative changes that will be delivered through the Change Programme, plus any further actions required to bring core revenue and capital expenditure within sustainable levels.</p>



### Investment in Shetland's Infrastructure

Shetland's infrastructure was invested heavily in when the oil industry was taking off. The infrastructure is now ageing and will need to be replaced.



### Establishment of a National Care Service

An Independent Review of Adult Social Care was published in February 2021 which recommended reform of the health and social care sector. The Scottish Government undertook a consultation exercise during 2021 and subsequently published the National Care Service Bill in June 2022. This Bill, if passed by the Scottish Parliament, will establish a National Care Service that will be responsible for the delivery of social care across Scotland. The proposed legislation, if implemented, will have a wide-ranging impact on the services delivered locally by the Council and NHS which could ultimately be transferred to the National Care Service.

Implementation of the National Care Service Bill has the potential for significant changes in the way social work and social care services are delivered in Shetland, with a risk of reduced levels of service and quality, reduced investment and poorer outcomes than are currently delivered by the Council and NHS Shetland. The current proposals lack specific detail on the impact on local government, but have the potential to affect up to approximately one third of the Council's workforce and annual budget. The work required to engage on a change of this magnitude will be extensive affecting all areas of the Council in addition to the direct impact on the delivery of social care and social work services.



### Withdrawal from the European Union

The Council still considers the UK's withdrawal from the European Union as a key risk to its operations. Difficulties in recruiting staff, particularly in social care, could jeopardise delivery of some services across Shetland in the future. Shetland was allocated c. £1.8m via the UK Shared Prosperity Fund. Priority areas of expenditure for this funding were identified as employability services, green skills transition, rural retail and place making, plus local delivery of the Multiply (adult numeracy) programme.



### Climate Change

The Council recognised the global climate emergency in January 2020 and also approved a Strategic Outline Programme of distinct projects, activities and specific actions that the Council, businesses and individuals can undertake to help address climate change at the local level. The Council approved the 'Shetland Net Zero Route Map' in November 2022. The Route Map provides two possible pathways for Shetland to mitigate its emissions. It details the measures most appropriate for reducing Shetland's emissions and models their impacts, graphically showing how they change over time which will set out the tangible actions the Council will take in order to become a net-zero Council. The level of investment required for the Council to reach net-zero is currently unquantifiable.

## Primary Financial Statements

The annual accounts summarise the Council's transactions for the year, its year-end position at 31 March 2023 and its cash flows for the year then ended. The annual accounts are prepared in accordance with the International Accounting Standards Board (IASB) Framework for the Preparation and Presentation of Financial Statements (the IASB Framework) as interpreted by the Code of Practice on Local Authority Accounting in the United Kingdom (the Code).

A description of the purpose of the primary statements has been included immediately prior to the four primary statements which are:

- the Comprehensive Income and Expenditure Statement
- the Movement in Reserves Statement,
- the Balance Sheet, and
- the Cash Flow Statement.

These four statements are accompanied by notes to the accounts which set out the accounting policies adopted by the Council and provide more detailed analysis of the figures disclosed on the face of the primary financial statements.

The primary financial statements and notes to the accounts, including the accounting policies, form the relevant annual accounts for the purpose of the audit report.

The Comprehensive Income and Expenditure Statement (CIES) presents the full economic cost of providing Council services in 2022/23. This differs from [our draft revenue and capital outturn report](#) which was reported to the Policy & Resources Committee on 5 June 2023.

The reasons for this difference are two-fold:

- the application of appropriate accounting standards to ensure that corporate activities not included within operational budgets are identified and included in the accounts, as

these costs are required to be met from local taxation; and

- the CIES includes accounting adjustments required to comply with proper accounting practice, but which under statute do not impact upon local taxation payers.

The final reporting position reflects only those costs that are required to be met from local taxation. Therefore, the difference between the CIES and the actual outturn position is as a result of necessary accounting adjustments.

The Loss on Provision of Services of £67.6m, disclosed on the CIES, has been reconciled to the outturn used for management decision-making of £22.6m in the Expenditure and Funding Analysis (page 45).

The Council's day-to-day operations and the recording of its financial transactions (revenue income and expenditure) are charged to two primary reserves, which have been established by legislation: the General Fund and Harbour Account. There is also a legal requirement to separately identify expenditure and income that relates to the operation of the Council's housing stock; this is referred to as the Housing Revenue Account.

Capital investment expenditure is supported by a range of means including funding from revenue resources, external borrowing and use of retained reserves. Legislation enables the Council to retain capital reserves in order to support its long-term asset investment plans, an example being the Capital Fund.

The table that follows shows an overall budget underspend of £10.6m. To meet existing obligations, £8.7m is required to be carried forward into 2023/24 which effectively means the Council incurred an underspend of £1.9m in 2022/23.

Revised Budget v Actual Expenditure	Revised Budget £m	Actual £m	Budget v Actual variance Under / (Over) £m	Carry forwards £m	Revised variance Under / (Over) £m
<b>2022/23</b>					
General Fund Revenue (inc Spend to Save)	148.400	146.344	2.056	2.746	(0.690)
General Fund Capital (inc Spend to Save)	19.078	10.748	8.330	4.985	3.345
Housing Revenue Account (Revenue & Capital)	5.180	3.864	1.316	0.606	0.710
Harbour Account (Revenue & Capital)	(12.549)	(11.447)	(1.102)	0.347	(1.449)
<b>Total</b>	<b>160.109</b>	<b>149.509</b>	<b>10.600</b>	<b>8.684</b>	<b>1.916</b>

## General Fund

The General Fund is the statutory fund into which all receipts are paid in and from which all liabilities are paid out, except to the extent that legislation may provide otherwise (for example, the Housing Revenue Account). The General Fund is financed by government grants, Council Tax receipts, National Non-Domestic Rates income and fees and charges. It is also supplemented by transfers from reserves. The Council is permitted to carry forward balances on the General Fund.

General Fund net revenue expenditure for 2022/23 totalled £146.3m (£118.1m 2021/22) against an approved budget of £148.4m. There are a variety of reasons behind the differences in actual and budgeted expenditure which are summarised in [our draft revenue and capital outturn report, however](#), the net revenue underspend of £2.1m is primarily attributed to additional external funding received for specific purposes which was not utilised, and requires to be carried forward into 2023/24.

In 2022/23 the Council's General Fund received the majority of its funding from the Scottish Government, which is made up of General Revenue Grant and National Non-Domestic Rates (NDR).

Funding of Net General Fund Expenditure	2022/23	
	£m	%
General Revenue Grant	47	32.3%
Non-Domestic Rates	35	24.0%
Specific Grants	21	14.4%
Council Tax	10	6.9%
Draw on Reserves*	33	22.4%

\*Includes General Fund and Revenue Spend to Save

Council Tax represents 6.9% of the Council's overall annual external revenue funding. During 2022/23, the Council collected 97.6% (99.3% 2021/22) of the total billable Council Tax.

The remainder of funding comes from Council's own reserves. The Council holds a range of long-term investments, in line with an investment strategy that is designed to ensure the reserves increase in value over the long term. The Council is able to draw down some of the returns generated from these investments to support service delivery, while maintaining a robust asset base that continues to grow. This enables the Council to supplement government funding over the long term.

## Harbour Account

The Zetland County Council Act 1974 empowers the Council to transfer surpluses arising on the Harbour Account to the Harbour Reserve Fund. The Harbour Account budgeted for a surplus of £12.5m in 2022/23 (£10.6m in 2021/22), to be returned to the Harbour Reserve Fund.

The actual surplus generated was £11.4m (£13.0m 2021/22) due to a reduction in tanker income and reduced capital expenditure.

## Housing Revenue Account

The Housing Revenue Account (HRA) is a separate ring-fenced account within the Council. The HRA budget for 2022/23 anticipated a requirement to utilise £5.2m from its reserves to achieve financial balance (£2.1m 2021/22). A total of £3.9m is required from reserves to balance the account.

The financial position of the HRA continues to be a challenge for the Council, due to a need to invest in current housing stock to meet national housing targets, as well as managing increased demand for new build housing.

A [five-year business plan](#) for the HRA was approved in 2016/17, underpinned by a 30-year financial model to ensure affordability and sustainability over the long term. Work to update the Business Plan for the next five-year period has been delayed as we have prioritised other work during the year. Work has now started and we expect to progress this during 2023/24.

At 31 March 2023, the HRA was responsible for 1,660 properties, an increase of 2 since 31 March 2022. Historically there has been a consistent reduction in housing properties due to a high level of housing sales through the tenants 'Right to Buy' scheme, however the right to request a council house purchase under the scheme ended on 31 July 2016.

The Council continues to support Hjaltland Housing Association in its building programme to secure increased provision of affordable housing within Shetland.

## Asset Investment Plan

In 2022/23 Shetland Islands Council incurred total capital expenditure (across General Fund, Housing Revenue Account and Harbour Account) of £15.0m (£17.5m 2021/22) against a budget of £25.0m (£19.8m 2021/22) representing an underspend of £10.0m (£2.3m 2021/22), however, £5.9m will be carried forward into 2023/24 to enable delayed works to be completed.

Further detail about capital expenditure incurred under the General Fund, Housing Revenue Account and Harbour Account can be found in [our draft revenue and capital outturn report](#).

More information about how capital expenditure has been funded can be found in Note 33 Capital Expenditure and Capital Financing.

## The Balance Sheet

The Balance Sheet sets out the total net worth of Shetland Islands Council and is a snapshot of the [www.shetland.gov.uk](http://www.shetland.gov.uk)

position as at 31 March 2023. When comparing this to the position as at 31 March 2022, there has been an overall increase in the net worth of the Council of £146m. This figure matches the total figure in the Comprehensive Income and Expenditure Statement, which captures all transactions during the financial year that led to the movement in the Council's net worth.

## Material Transactions

### *Long-Term Investments*

The long-term financial investments are covered by the Council's Investment Strategy 2018, which sets out the overarching investment approach to complement the Council's MTFP. The strategy aims to achieve investment returns that are sufficient to enable an annual sum to be withdrawn to support the revenue budget, while protecting the capital from the impact of inflation. The strategy also mitigates investment risk by the diversification of asset classes, global coverage and a number of fund managers.

The Investment Strategy is supported by a [Treasury Management and Annual Investment Strategy](#) report, which includes more detail on capital and treasury activities, including key treasury indicators.

As at 31 March 2023 the Council had £376.8m invested with three external Fund Managers (£415.2m at 31 March 2022). The Council's investments during 2022/23 have reduced in value by £38.4m. This reduction is a combination of Council withdrawals of £22.9m (£7.4m 2021/22) to meet its cash flow requirements, and an investment return of -3.3%. The negative investment return being mainly attributable to the steep rise in inflation driven by increasing energy and food supply costs along with concern over the conflict in Ukraine.

[The Fund Management Annual Investment Report 2022/23](#) was presented to the full Council on 21 June 2023 which summarised the performance of the Council's investments during the year.

### *External Borrowing*

External borrowing is regulated by the Borrowing Policy, part of the Council's [Treasury Management](#)

[and Annual Investment Strategy](#), which aims to secure best value in the financing of capital expenditure.

The Council's Capital Financing Requirement (CFR) is £90.8m as at 31 March 2023 (£92.5m at 31 March 2022), of which £49.1m (£49.1m in 2021/22) relates to external borrowing. It represents the capital expenditure to be funded from borrowing. Whilst the CFR is a guide to the Council's underlying need to borrow, the Executive Manager – Finance can manage the Council's actual borrowing position by either borrowing to finance the CFR, choosing to utilise some temporary cash flow funds instead of borrowing (under-borrowing), or borrowing for future increases in the CFR (borrowing up to two years in advance of need). More information is provided in Note 33: Capital Expenditure and Capital Financing.

Debt financing costs currently represent 3.2% of the Council's net revenue stream (2.9% 2021/22) from General Revenue Grant (including NDR), Council Tax, housing rents and harbour income. This provides an indication on the affordability of the Council's debt in terms of how much income can be directed to provide front-line service delivery rather than funding capital expenditure costs. Ongoing revenue implications of investment decisions will be managed within existing budgetary levels and the estimated cost of debt for 2023/24 is 2.6% of the net revenue stream.

### *Pension*

The Council is the administering authority for the Shetland Islands Council Local Government Pension Scheme, which has a statutory requirement to prepare a separate annual report and accounts. The Pension Fund's Annual Report and Accounts for 2022/23 was presented to the Pension Fund Committee on 26 June 2023.

The impact of the Local Government Pension Scheme (LGPS) and Teachers' Superannuation Scheme on the Council's accounts has been disclosed in Notes 28 and 29 to the accounts.

The net pension asset for the Council is £3.0m as at 31 March 2023 (£161.9m liability at 31 March 2022). This figure represents the surplus of pension assets after the estimated amount of pension benefits the

Council will have to pay out in the future, as estimated by the Fund's Actuary. This estimate includes all pension entitlements earned by current and previous staff up to and including 31 March 2023.

During the year, the net pension liability has reduced by £164.9m changing the net pension liability into a net pension asset, mainly due to a result of changes in financial assumptions. This is the result of the net discount rate significantly increasing compared to the prior year, leading to a large gain.

The effects on the scheme obligations of changes in individual assumptions can be measured. For instance, a 0.1% decrease in the discount rate assumption would result in an increase of £9.9m. The assumptions interact in complex ways, however, and are established for particular reasons. Further information can be found in Note 28: Defined Benefit Pension Schemes.

Membership of the LGPS is dynamic and constantly changing so the Council will monitor the position regularly so sufficient resource is set aside to meet future obligations.

Further detail about the latest formal valuation is contained in the [Final Actuarial Valuation Report](#).

## **Health and Social Care Partnership**

The Public Bodies (Joint Working) (Scotland) Act 2014 introduced significant changes to the provision of health and social care across Scotland. The legislation means changes to the law that require health boards and local authorities to integrate their services, resulting in more joined up services and improved quality of health and social care provision.

The Shetland Islands Integration Joint Board (IJB) was formally constituted on 27 June 2015 with voting members from both the Council and the Health Board.

In 2022/23, the Council contributed £29.8m (£25.1m 2021/22) to the IJB and received income of £31.4m (£28.2m 2021/22) from the IJB, a result of some social care funding being channelled through the NHS Shetland financial settlement.



The annual accounts of the IJB can be found on the Council's website at:

[http://www.shetland.gov.uk/about\\_finances/](http://www.shetland.gov.uk/about_finances/).

## The Council's Reserves

The Council holds the following balances in reserves:

Reserves	As at 31 March 2022 £m	As at 31 March 2023 £m
General Fund	211.880	168.377
Housing Revenue	20.116	18.968
Harbour Reserve Funds	91.659	95.658
Capital Funds	65.269	70.134
Other Usable Funds	40.605	36.451
<b>Total Usable Reserves</b>	<b>429.529</b>	<b>389.588</b>

The overall level of usable reserves was £389.6m at 31 March 2023, a reduction of £39.9m from the previous year. The movement on reserves differs from the outturn position reported. The reserves position is required to reflect a number of accounting adjustments for matters such as asset transfers, provisions and capital grants, which are not reflected in the reports to management during the year. The Movement in Reserves Statement and associated notes provide further detail.

The reserves of the Council reflect the historic financial performance of the Council and decisions that have been taken to provide a financial foundation upon which to plan for the future delivery and provision of Council services.

Reserves are split between discretionary and earmarked reserves to recognise these decisions taken and also the availability of funds should any unplanned or unexpected liabilities or expenditure arise. The impact of various reserve movements and earmarking of funds is that the uncommitted General Fund reserve balance has decreased by £8.5m to £15.3m as at 31 March 2023 from the previous year (see Note 7: Transfers to/(from) Earmarked Reserves). The uncommitted balance represents 9.6% (18.9% 2021/22) of the Council's annual budgeted net expenditure and is considered sufficient to manage financial risks in the short term.

The Council uses its reserves on an annual basis to support delivery of frontline services. This is based on money being available from the anticipated income and growth achieved from the Council's long-term investments.

The value of the Council's long-term investments, which are quite separate from its usable reserves, represent the money that has been invested by the Council for long-term return. The increase in value is attributable to the recovery of market conditions from the start of the year and includes a cash withdrawal to meet the cash flow requirements of the Council. More information is outlined in the 'Long-Term Investments' section on page 10.

Usable reserves on the other hand reflect a level of resources that the Council has available to carry out its future business; these reserves can be applied to the provision of services.

## Group Accounts

The Code requires the Council to prepare group accounts where the Council has material interests in subsidiaries, associates and / or jointly controlled entities.

The Council has interests in the Zetland Educational Trust (ZET), Orkney and Shetland Valuation Joint Board (OSVJB), Zetland Transport Partnership (ZetTrans) and the Integration Joint Board.

The net impact of the consolidation modifications to the financial statements are deemed to be not material and are therefore not consolidated in group accounts. More detail can be found in Note 38 Group Interests.

The accounts of the ZET, ZetTrans and the IJB can be found on the Council's website at:

[http://www.shetland.gov.uk/about\\_finances/](http://www.shetland.gov.uk/about_finances/).

The accounts of the O&SVJB can be found at:

<http://www.orkney.gov.uk>

## Looking Ahead

There is no doubt the outlook for Local Government is challenging. As we recover from the pandemic, and support others with their own recovery efforts, we now see significant challenges on the horizon. We can expect to see increasing poverty across our communities as a result of spiralling inflation, rising energy costs and increased food prices. Global inflationary pressures have intensified following the reintroduction of COVID-19 restrictions in China and the Russian invasion of Ukraine, driving up the costs of procuring goods and services. The global supply chain is suffering from sustained disruption which is hampering our ability to deliver key projects.

Closer to home, the local economy has showed significant signs of recovery, but with local contractors struggling to satisfy demand for goods, labour and services. The Viking Energy Wind Farm is a major development which has gathered pace in the year, with many businesses working to support the construction phase. The outlook is relatively positive, with a number of planned new developments in and around Shetland (including a mix of residential and commercial developments) which should come to fruition in the coming years. The availability of contracted labour required to support those developments will most likely act as a limiting factor.

We continue to experience increasing demand for services across the Council at a time when we are struggling to recruit and retain staff that are integral to the delivery of services. At the same time, we are also trying to deliver an ambitious programme of activity in *Our Ambition*, which includes significant capital investments in housing, infrastructure and measures to tackle climate change.

And amidst all of that, the recent Resource Spending Reviews indicated that Local Government funding is to be frozen in cash terms for the next three years. The establishment of a National Care Service, if implemented, will likely result in the diversion of staff and resources to work through the implications of a significant restructuring of public services.

## 2023/24 Budget

Our General Fund revenue budget has been developed in line with the principles and financial planning assumptions that we set out in *Our Medium-Term*

*Financial Plan*, presented in September 2022. We have refined our budget proposals to take into account changes planned by each directorate that are required to ensure a more sustainable provision and delivery of services in 2023/24 and beyond.

The Settlement indicated the Scottish Government will provide total revenue funding of £107.6m, inclusive of £24.9m of ring-fenced revenue funding in 2023/24, of which £23.1m is provided for the operational costs of inter-island ferry services.

Our budget proposals included an assumption that Council Tax would increase by 4.5% in 2023/24 and would raise £10.8m in Council Tax (net of any discounts or exemptions) during the year, which is £0.46m more than last year. The average Band D Council Tax liability is £1,338, which is the lowest in Scotland.

We plan to supplement the income we receive from the Scottish Government, Council Tax and fees and charges, by using £38.4m from our reserves to meet our total planned revenue expenditure in 2023/24. This amount includes:

- £15.4m of anticipated returns from our long-term investments, which we can afford to draw down on a sustainable basis in line with *Our Medium-Term Financial Plan*;
- £18.2m of trading income generated from the Harbour Account, including additional income from the Shetland Gas Plant, and the application of Crown Estate funding. This amount differs from *Our Medium-Term Financial Outlook*, by £3.10m.

We can therefore expect our total income to amount to £151.9m.

We expect to spend £156.7m delivering services funded through the General Fund in 2023/24. There is a remaining deficit of £4.8m that cannot be met from other sources of funding, and will need to be met from reserves in order to set a balanced General Fund budget.

Our planned capital investment for the year amounts to £21.6m and largely relates to the maintenance of existing assets. Some £7.7m capital expenditure relates to new and potential capital expenditure, subject to business cases being approved. The Settlement

provides a core capital grant of £6.1m, along with other capital grants of £7.25m, which means the remainder of our planned capital expenditure needs to be financed by a combination of capital receipts or from revenue funding. Our financial planning assumptions did not anticipate a need to utilise the reserves to support capital expenditure in 2023/24.

For more detail about the 2023/24 budget can be found on the Council's website at:  
<https://www.shetland.gov.uk/budget-finance/council-budget>.

## Medium-Term Financial Outlook

Our Medium-Term Financial Outlook (MTFO) is a key document within a wider suite of plans and strategy documents that collectively seek to define our ambition, strategic priorities and operational plans over the next five years. An updated MTFO was presented to Elected Members in September 2022 and can be found here:

[Medium Term Financial Outlook 2022-2027](#)

The MTFO attempts to summarise, in one place, all the factors that may affect our Council's financial position over the next five years. It brings together a range of assumptions on future income and expenditure over a five-year period which allows us to identify where, and when, we can expect to face financial pressures. At a time when resources are scarce, and becoming scarcer, we will need to adapt to new ways of working and change the way we will deliver services.

The MTFO summarises our key financial planning assumptions and translated our assumptions and financial modelling into three different scenarios:

- An optimistic, upside scenario
- A central, most likely scenario, *and*
- A pessimistic, downside scenario

Our scenario planning and financial modelling indicates that the Council faces a significant challenge in being able to set balanced budgets in the future. Our central scenario indicates a potential cumulative budgetary deficit of £106.4m by 2026/27 should the Council not be proactive in managing and addressing the financial pressures it expects to face in the short- to medium-term. The more optimistic scenario indicated a likely

deficit of £50.6m while the pessimistic scenario indicated a likely deficit of £157.9m over the same time period.

We recognise that our MTFO doesn't provide all the answers. Effective financial management cannot be achieved in a vacuum and that is why the MTFO is part of a collection of planning documents that seek to define what we will do over the next five years, and how we will go about it. The wider suite of documents includes:

- *'Our Ambition'* contains the strategic corporate and political priorities that we will seek to deliver
- *The Workforce Strategy* which sets the framework for how we make changes to our organisation so that we deliver our key priorities effectively and at pace.
- *The Change Programme* will translate our corporate priorities and parts of the COVID-19 Recovery and Renewal Framework into a rolling five-year programme of change activity. The Programme will consist of distinct projects, organised in strands, which will focus on transformation of future service delivery.
- *The Asset Investment Plan* contains our capital expenditure plans for the next five years, *and*
- *The Annual Budget* is the tactical financial plan that sets out our spending priorities for the forthcoming financial year.

## Conclusion

We have ended the financial year in a relatively positive position, which stands us in good stead for managing some of the headwinds we expect to face in the short term, such as continued inflation, the possible establishment of the National Care Services and pressures around public sector funding. In addition, *Our Ambition* sets out an ambitious agenda for change, which will require careful prioritisation given the medium and longer-term challenges we face. Despite these challenges, and whilst sustainability challenges continue, the Council remains financially sound with a strong balance sheet and is well placed to serve the Shetland community in the future.

# Annual Governance Statement

## Introduction

This Annual Governance Statement explains how the Council has complied with the principles of the CIPFA/SOLACE Framework 'Delivering Good Governance in Local Government' for the year ended 31 March 2023. It sets out the Council's governance arrangements and systems of internal control, and concludes on their effectiveness.

## Scope of Responsibility

Shetland Islands Council is responsible for ensuring that its business is conducted in accordance with the law and that public money is safeguarded, properly accounted for and used economically, efficiently and effectively. The Council has a statutory duty to make arrangements to secure Best Value under the Local Government in Scotland Act 2003.

In discharging these overall responsibilities, the Council is responsible for establishing proper arrangements for the governance of its affairs, including the stewardship of resources at its disposal and arrangements for the management of risk.

The Council reviewed and updated its Code of Corporate Governance in August 2018 which sets out fundamental elements that govern how the Council conducts its business. The Code of Corporate Governance is consistent with the CIPFA/SOLACE Framework 'Delivering Good Governance in Local Government', which was published in 2016.

The Council has a system of internal controls in place designed to manage risk to a reasonable level. Internal controls cannot completely eliminate the risk of failure to achieve strategic priorities and outcomes, but they can provide a reasonable level of assurance.

The system of internal controls is regularly reviewed to identify and prioritise the risks to the achievement of the Council's strategic priorities and outcomes, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically.

## The Purpose of the Governance Framework

The governance framework consists of the systems, processes, culture and values by which the Council is directed and controlled. It enables the Council to

monitor the achievement of its strategic priorities and to consider whether those priorities have led to the delivery of appropriate, cost-effective services.

## The Governance Framework

The governance framework adopted by the Council is consistent with the seven core principles of the CIPFA/SOLACE framework illustrated below:

<b>A</b>	<i>Behaving with integrity, demonstrating a strong commitment to ethical values and respecting the rule of law.</i>
<b>B</b>	<i>Ensuring openness and comprehensive stakeholder engagement.</i>
<b>C</b>	<i>Defining outcomes in terms of sustainable economic, social and environmental benefits</i>
<b>D</b>	<i>Defining the interventions necessary to optimise achievement of intended outcomes.</i>
<b>E</b>	<i>Developing the entity's capacity, including the capability of its leadership and the individuals within it.</i>
<b>F</b>	<i>Managing risks and performance through robust internal control and strong public financial management.</i>
<b>G</b>	<i>Implementing good practices in transparency, reporting and audit to deliver effective accountability</i>

The governance framework has been in place for the year ended 31 March 2023 and up to the date of approval of the annual accounts.

The key elements of the Council's governance framework include:

- the legal powers, duties and functions of the Council, and roles and responsibilities of the people who take decisions on behalf of the community;
- **Scheme of Administration and Delegations**, which detail the functions that the Council has asked officers to carry out on its behalf, and the conditions they must comply with in doing so;
- **Standing Orders**, which set out the rules around how committees are run and decisions are made;
- **Financial Regulations**, setting out how the Council manages its financial affairs in accordance with good practice and statute;

- **Contract Standing Orders**, which set out the principles and rules about contracting with other parties;
- the Council's **Performance Management Framework**, which sets out how the Council sets its objectives, monitors and reports on its performance against those objectives and identifies areas for improvement;
- **Compliance** with the CIPFA codes of practice, including Code of Practice on Local Authority Accounting, Service Reporting Code of Practice for Local Authorities, Prudential Code for Capital Finance in Local Authorities, and Treasury Management in the Public Services Code of Practice, and with the CIPFA statements on *the Role of the Head of Internal Audit* and *the Role of the Chief Financial Officer*
- A **comprehensive programme of internal audit reviews** across different service areas, which provides assurance about the effectiveness of the system of internal controls and identifies areas of improvement.

The Council's suite of governance documents, including the Scheme of Administration and Delegation, Financial Regulations, Contract Standing Orders and Code of Corporate Governance can be found on the Council's [website](#).

## Review of Effectiveness

The Council conducts an annual review of the effectiveness of its overall governance framework. The review is informed by the work of the senior officers who have responsibility for the development and maintenance of the governance framework, the Internal Audit Annual Report prepared by the Chief Internal Auditor, and also reports from external auditors and other external agencies.

The effectiveness of the Council's governance framework has been evaluated as follows:

- Each director has reviewed the arrangements in place for their respective portfolios and certified their effectiveness to the Executive Manager – Finance. These assurances include confirmation of compliance with internal financial controls and provide the opportunity to highlight any weaknesses or areas of concern. For 2022/23, no areas of weakness or concern were identified.
- The Council has assessed its compliance with the CIPFA *Financial Management Code (2019)*, which became mandatory from 2021/22 onwards. The assessment indicated the Council was compliant

with each of the requisite financial management standards during the 2022/23 financial year.

- The Council's financial management arrangements comply with the requirements of the CIPFA Statement on *the Role of the Chief Financial Officer in Local Government*.
- The annual review of the Code of Corporate Governance has followed a standard self-evaluation by Corporate Management Team, to score the level of council compliance with legislative and operational requirements, standards and controls, including the CIPFA/SOLACE Framework: "Delivering Good Governance in Local Government". The 2022/23 Corporate Governance self-evaluation has found that, based on the evidence presented, Shetland Islands Council is governed by sound and effective internal management controls, and continues to demonstrate compliance with the requirements of the framework. The self-evaluation has identified some additional improvement actions over and above those already included in the Best Value Assurance Report Improvement and Delivery Plan.
- The Council's committee structure supports the organisational and management structure of the Council, incorporating a culture of accountability that has been developed throughout.
- The Council's Constitution promotes good decision-making and adherence to the Building Better Business Cases methodology, supporting evidence-based options appraisal for the commissioning and procurement of services and for capital investments.
- The Audit Committee remains responsible for considering all reports prepared by internal and external auditors and ensuring the effectiveness of the system of internal controls. Its remit ensures that the work of the Council, from both a control and performance perspective, is checked and scrutinised.
- A significant induction and training programme for new and returning councillors is delivered after each local election, including the May 2022 election.
- The Council's internal audit function operates in accordance with the CIPFA Statement on *the Role of the Head of Internal Audit*. Furthermore, internal audit reviews are conducted in accordance with Public Sector Internal Audit Standards (PSIAS).
- The internal audit function followed the approved internal audit plan through the year and their work revealed a range of findings. Management are working to implement agreed recommendations. The Internal Audit Annual Report contains further detail.

- The Council's external auditor reports to the Audit Committee. Reports from the external auditor include annual external audit plan and audit reports of the financial statements and wider audit dimensions, such as financial management, financial sustainability, governance and transparency and value for money, as required by Audit Scotland's Code of Audit Practice.

## **Best Value Assurance Review**

The Council has been subject to a Best Value Assurance Review to evaluate how effectively it is in delivering on its statutory duty to deliver Best Value. The audit fieldwork, undertaken jointly by Audit Scotland and the Council's external auditor, Deloitte LLP, took place between March and April 2022.

The Best Value Assurance Report was published in August 2022 and can be found on our website:  
<https://www.shetland.gov.uk/performance/best-value>.

The Council has developed a Strategic Action Plan to address the recommendations within the report. This detailed works continues and is reported regularly to the Best Value Sounding Board. The position will be subject to review and update following discussion with our new External auditors, Audit Scotland.



## Significant Governance Issues

During the year, the Audit Committee received a range of reports produced by Internal Audit that enabled scrutiny and questioning of officers, such that the Committee gained assurance about any weaknesses identified as well as the actions being taken to address them.

The following issues and related action plans are highlighted for specific areas of concern:

Significant Governance Issue	Responsible Officer	Potential Impact	Mitigating actions currently in place	Proposed Action	Target Date
<b>Finance procedures at ports and harbours</b>  An internal audit review highlighted serious control deficiencies with regard to financial monitoring and reconciliations, and significant use of manual documentation and processes.	Executive Manager – Finance and Executive Manager Ferry & Airport Operations & Port	Significant operational, financial and reputational risk exposure, which may ultimately result in the Council's failure to demonstrate Best Value.	Ferry fares approaches implemented during COVID were ceased and updated arrangements were presented to Council. Existing processes are well established and immediate actions have been agreed to ensure month end processes flow smoothly.	New Ferry fares approaches will be re-reviewed to seek the opportunity to identify further improvements. Detailed work examining Finance processes is underway.	31 December 2023
<b>Asset Management arrangements for inter-island ferries</b>  An internal audit review highlighted serious control deficiencies with regard to the lack of an asset management strategy and plan, formal review of the fleet, and records of maintenance.	Executive Manager – Ferry & Airport Operations & Port Infrastructure and Executive Manager – Transport Planning	Significant operational, financial and reputational risk exposure, which may ultimately result in the Council's failure to demonstrate Best Value.	The audit has led to improved levels of communication between Ferry Operations and Transport Planning. Recommendations in the main are longer term planning issues and do not impact on day to day operations.	Work is ongoing to develop the plans and approaches proposed in the recommendations.	31 December 2023 / 30 November 2024

## Update on Significant Governance Issues previously reported

The following table details the actions taken to address the significant governance issues that have been previously reported in a prior year's Annual Governance Statement.

Prior Year Significant Governance Issue	Responsible Officer	Action taken	Current status and further action required
<b>Health and Safety</b>  No adequate Health & Safety monitoring programme in place to ensure services are fulfilling their requirements.	Executive Manager – Human Resources	A schedule of health and safety audits and inspection has been agreed, but the process to monitor completion of planned activity and any associated recommendations remains in development. This has been significantly delayed initially due to COVID and then by lack of resources. New team members are progressing well with training and it is anticipated that inspections can resume in the autumn following completion of the training.	<b>Ongoing</b>  Progress will be monitored by Internal Audit with further updates to be provided to the Audit Committee.
<b>Business Continuity</b>  Some services also identified which have not yet developed a Business Continuity Plan (BCP), and other services which have a BCP in place but it is out of date.	Executive Manager – Governance & Law	Although options have been identified for BCP's these have not yet been taken forward. This was initially due to staff resources being diverted to responding to the COVID-19 pandemic, however although there has now been some more progress recently, the recommendations remain outstanding	<b>Ongoing</b>  Progress will be monitored by Internal Audit with further updates to be provided to the Audit Committee.
<b>EU Funding compliance</b>  There is no formal framework to specifically mitigate the risks associated with EU Funding compliance.	Corporate Management Team	Whilst there are the expected project level systems and controls in place, there is an absence of a specific comprehensive control framework for EU funding compliance.  The Council is liaising with the Scottish Government to identify the appropriate remedy for funding received that could be considered non-compliant.	<b>Ongoing</b>  Management are still awaiting final clarity from the Scottish Government. Once this is received then any actions will be formed into an action plan as required, supported by internal audit.
<b>Compliance with Financial Regulations</b>  An internal audit review highlighted unsatisfactory internal controls and compliance with Financial Regulations with regard to cash handling in community health and social care settings.	Director of Community Health and Social Care	An action plan was developed to address the serious control deficiencies identified in the internal audit review. Work is ongoing to implement the recommendations made by internal auditors.	<b>Ongoing</b>  Progress will be monitored by Internal Audit with further updates to be provided to the Audit Committee.

Prior Year Significant Governance Issue	Responsible Officer	Action taken	Current status and further action required
<p><b>Partnership working</b> Orkney &amp; Shetland Valuation Joint Board</p> <p>Serious flaws in the governance arrangements of the Orkney and Shetland Valuation Joint Board were identified in prior year external audit reports. Issues included unlawful decision-making and breaches of the Procurement (Scotland) Regulations 2016, which occurred during the 2021/22 financial year. The external auditor concluded that the Board did not have appropriate arrangements in place to secure Best Value.</p>	Chief Executive / Executive Manager - Finance	<p>The Board has committed to making improvements and addressing the weaknesses in the Board's governance arrangements.</p> <p>An Action Plan was prepared to address the external audit recommendations which was approved by the Board in March 2021.</p>	<p><b>Ongoing</b></p> <p>4 of the 12 recommendations for improvement remain outstanding. A further update on progress is due to be presented to the Board at its meeting in June 2023.</p>
<p><b>Procurement and Use of Consultants</b></p> <p>An internal audit review highlighted serious control deficiencies with regard to procurement compliance and the commissioning of consultancy services</p>	Director of Corporate Services	<p>The Council has developed a Procurement Project action plan to address the serious deficiencies identified in the internal audit reviews.</p>	<p><b>Ongoing</b></p> <p>The work required to keep pace with changes in legislation, regulations and best practice and to address the audit recommendations has been slow due to a lack of available resources and competing priorities for staff in Corporate Services.</p> <p>Resources have been allocated from the Council's Change Programme Management Office in order to establish a project to drive the work forward.</p>

## Internal Audit Opinion

The Council has a system of internal control designed to manage risk to a reasonable level and the Services Directors have provided assurances to this effect. Internal controls cannot eliminate the risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness

As part of our reviews we have identified improvements to the internal control environment, which have been accepted by management. As noted above, two audit reports had an unsatisfactory audit opinion and four had a limited opinion. We will monitor the implementation of these improvements through future follow up audits. Our follow up work in 2022/23 shows that management have found it challenging to implement agreed audit recommendations within reasonable timescales. This means that the original risks identified remained during the year.

Based on the audit work undertaken, and noting the issues above, it is my opinion that limited assurance can be placed upon the adequacy and effectiveness of the governance and control environment which operated during 2022/23 in the Council.

## External Audit

The Audit Dimensions and Best Value was considered by the Audit Committee in November 2022 as part of the [Annual Audit Report](#). The report included the external auditor's findings in the areas of:

- financial sustainability,
- financial management,
- governance and transparency, and,
- value for money.

The Audit Report made two new recommendations following the audit process.

In addition, the Council had 9 outstanding audit recommendations from financial years 2020/21 and 2021/22. Of these, three recommendations have been fully implemented. Six recommendations have not yet been fully implemented.

The Council is committed to take steps to address any new or outstanding matters to further enhance our governance arrangements. Corporate Management Team receive regular updates on the implementation of audit recommendations, collating evidence and revising target dates if required.

The Council will continue to monitor effectiveness of

the governance arrangements and will take on board any new recommendations into account as part of the next annual review.

## Conclusion

The Council recognises that a directed focus on areas identified as problematic has led to a high level of recommendations and that clearance of these needs to be more targeted and high priority. Nonetheless, overall, we believe that reliance can be placed upon the adequacy and effectiveness of the governance and internal controls that operate across Shetland Islands Council throughout 2022/23. We consider that the arrangements and internal control environment allow us to identify any significant risks which may impact on the achievement of the Council's principal objectives, and to take action (or actions), to avoid or mitigate the impact of any such risks.

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Emma Macdonald  
Leader of the Council  
28 June 2023

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Maggie Sandison  
Chief Executive  
28 June 2023

## Remuneration Report

The Remuneration Report is set out in accordance with the Local Government Accounts (Scotland) Regulations 2014. These Regulations require various disclosures on the remuneration and pension benefits of senior councillors and employees.

The Code of Practice on Local Authority Accounting in the UK (the Code) also requires the disclosure of exit packages.

All the information disclosed in the following tables in this Remuneration Report will be audited by external audit:

- Disclosure by Pay Band;
- Exit Packages;
- Remuneration of Senior Employees;
- Remuneration of Senior Councillors;
- Pension Benefits of Senior Employees; and
- Pension Benefits of Senior Councillors.

The other sections of the Remuneration Report will be reviewed by external audit to ensure they are consistent with the financial statements.

## Remuneration Arrangements of Senior Councillors

The remuneration of councillors is regulated by the Local Governance (Scotland) Act 2004 and the (Remuneration) Regulations 2007 (as amended). The Regulations provide for the grading of councillors for the purposes of remuneration arrangements, as either the convener of a council, senior councillors or councillors. A senior councillor is a councillor who holds a significant position of responsibility in a council's political management structure, usually referred to as the chair or vice-chair of a committee, sub-committee or board.

When determining the level of remuneration for councillors the Scottish Ministers consider the recommendations of the Scottish Local Authority Remuneration Committee (SLARC). SLARC is an advisory Non-Departmental Public Body set up in 2005 to advise Scottish Ministers on the remuneration, allowances and expenses incurred by local authority councillors.

The salary that is to be paid to the Convener of the Council is set out in the amended Regulations SSI 2008/415, which came into effect on 10 February 2009 (later amended by the 2013 and 2015

Regulations). For 2022/23 the level of remuneration (including expenses) for the Leader E Macdonald, was £36k (S Coutts - £33k in 2021/22), and £25.7k for the Convener, A Manson (M Bell - £24.9k in 2021/22).

The Regulations also set out the remuneration that may be paid to senior councillors and the total number of senior councillors a council may have. The maximum yearly amount that may be paid to a senior councillor is 75% of the total yearly amount payable to the leader of a council. The total yearly amount payable by the Council for remuneration of all of its Senior Councillors shall not exceed £198k in 2022/23 (£188k in 2021/22).

The Council is able to exercise local flexibility in the determination of the precise number of Senior Councillors and their salary within these maximum limits.

The senior councillor positions are:

- Chair of Education and Families Committee;
- Chair / Vice Chair of IJB;
- Chair of Development Committee;
- Chair of Environment and Transport Committee;
- Chair of Audit Committee;
- Chair of Planning Committee;
- Chair of Licensing Committee; and
- Chair of Harbour Board.

Excluding the Convener and the Leader, the total remuneration paid to these Councillors in 2022/23 was £192k (£186k in 2021/22).

The Regulations also permit the Council to pay contributions or other payments as required to the Local Government Pension Scheme, in respect of those Councillors who elect to become councillor members of the Local Government Pension Scheme.

All reports are available from the Council's [Committee Information](#) pages.

## Remuneration of Conveners and Vice-Conveners for Joint Boards

In addition to the senior councillors of the Council, the Regulations also set out the remuneration payable to councillors with the responsibility of a Convener or a Vice-Convener of a Joint Board, such as the OSVJB.

The Regulations require the remuneration to be paid by the Council of which the Convener or Vice-Convener (as the case may be) is a member.

The Council is also required to pay any pension contributions arising from the Convener or Vice-Convener being a member of the Local Government Pension Scheme.

The Vice-Convener of the OSVJB from May 2022 has been a senior councillor of Orkney Islands Council, who is reimbursed by the Joint Board for additional remuneration paid in respect of this role.

## Remuneration of Senior Employees

Remuneration is the term used to describe the total payments made to employees and will include salary payments and allowances such as distant islands allowance and statutory duty allowances.

The salary of senior employees is set by reference to national arrangements and agreements. The Scottish Joint Negotiating Committee for Local Authority Services sets the salaries for the Chief Executives of Scottish Local Authorities. Circular CO/152 sets the amount of salary for the Chief Executive of Shetland Islands Council for 2022/23.

The salaries of the directors are based on a fixed percentage of the Chief Executive's salary, namely 80% of the value of the Chief Executive's salary.

Executive managers fall into two bandings, the second reflecting the additional level of statutory responsibility held by the Monitoring Officer, the Section 95 Officer and the Chief Social Work Officer.

- Chief Executive
- Director - Children's Services
- Director - Community Health and Social Care
- Director - Corporate Services
- Director - Development
- Director – Infrastructure
- Executive Manager - Children and Families (Chief Social Work Officer)
- Executive Manager - Finance (Section 95 Officer)
- Executive Manager - Governance and Law (Monitoring Officer)

In order to ensure that recruitment of senior employees is properly managed, a protocol for chief officer appointments is in place. The protocol applies to appointments to the chief officer posts of Chief Executive and Director. The protocol is designed to ensure that:

- the appointment is widely known and the best available candidates are attracted to apply;
- best information is available to the Council about qualities, skills, experience and personal attributes of candidates; and
- information about candidates is assessed effectively and fairly during the assessment, selection and appointment process.

## Allowances

Senior employees are entitled to claim mileage costs paid at rates approved by HM Revenue & Customs.

## General Disclosure by Pay Band

The Regulations require the Remuneration Report to provide information on the number of persons whose remuneration was £50k or more, disclosed in bands of £5k.

This table includes payments made in the year for salary, pension contributions, redundancy and compensatory added years of pension.

Bands that do not appear in the table had nil employees in both 2022/23 and 2021/22.



Number of Employees							
Total at 31 March 2022	Remuneration Bands	Children's Services	Infrastructure Services	Community Health & Social Care	Development Services	Corporate & Executive Services	Total at 31 March 2023
63	£50,000 - £54,999	34	36	7	6	12	95
69	£55,000 - £59,999	29	35	3	0	2	69
32	£60,000 - £64,999	21	19	0	2	3	45
35	£65,000 - £69,999	7	19	4	2	0	32
14	£70,000 - £74,999	8	10	1	3	3	25
8	£75,000 - £79,999	2	7	1	0	0	10
9	£80,000 - £84,999	1	7	0	0	0	8
3	£85,000 - £89,999	0	4	0	0	0	4
3	£90,000 - £94,999	1	2	1	0	1	5
4	£95,000 - £99,999	1	2	0	1	1	5
1	£100,000 - £104,999	0	1	0	0	0	1
0	£105,000 - £109,999	0	0	0	0	0	0
1	£110,000 - £114,999	0	0	0	0	0	0
2	£115,000 - £119,999	0	0	0	0	1	1
1	£120,000 - £124,999	0	1	0	0	0	1
2	£125,000 - £129,999	0	1	0	0	0	1
0	£130,000 - £134,999	0	2	0	0	0	2
0	£135,000 - £139,999	0	1	0	0	0	1
<b>247</b>	<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>305</b>

Of the 104 staff (90 in 2021/22) in Children's Services noted above, 81 were head teachers or senior teaching staff (69 in 2021/22).

Of the 147 staff (120 in 2021/22) in Infrastructure Services noted above, 124 worked in Ports and Harbours Operations or Ferry Operations (106 in 2021/22).

## Summary of Remuneration paid to Councillors

The Council paid the following salaries, additional allowances (for senior councillors) and expenses in respect of all elected members:

	2021/22 £000	2022/23 £000
Salaries	409	432
Expenses	6	26
Allowances	36	36
<b>Total</b>	<b>451</b>	<b>494</b>

The annual return of Councillors' salaries and expenses for 2022/23 is available for any member of the public to view on the Council's website [here](#).

## Summary of Remuneration paid to Employees

The Council paid the following salaries, expenses and additional allowances in respect of all staff:

	2021/22 £000	2022/23 £000
Salaries	83,283	87,227
Overtime	3,816	4,188
Expenses	791	858
Allowances	1,150	1,126
<b>Total</b>	<b>89,040</b>	<b>93,399</b>

Note that the Distant Island Allowance, which is paid to all staff based in Shetland, is included within Salaries.

## Exit Packages

The Regulations require the Remuneration Report to provide information on the number of exit packages awarded in bandings of £20k up to £100k, and thereafter in bandings of £50k, along with the total cost of the exit packages within each band.

The Regulations also require disclosure of the number of compulsory redundancies and other agreed departures. The cost of exit packages must pay back within three years, with ongoing salary savings realised thereafter.

There was one exit package awarded in 2022/23 (pay in lieu of notice relating to 2020/21 exit package of £3k paid out in 2021/22).

Exit package cost band (including special payments)	(a)		(b)		(a+b)			
	Number of compulsory		Number of other departures agreed		Total number of exit packages by cost		Total cost of exit packages in each	
	2021/22	2022/23	2021/22	2022/23	2021/22	2022/23	2021/22 £000	2022/23 £000
£0 - £19,999	0	0	0	1	0	1	0	8
£20,000 - £39,999	0	0	0	0	0	0	0	0
£40,000 - £59,999	0	0	0	0	0	0	0	0
£60,000 - £79,999	0	0	0	0	0	0	0	0
£80,000 - £99,999	0	0	0	0	0	0	3	0
£100,000 - £149,999	0	0	0	0	0	0	0	0
£150,000 - £199,999	0	0	0	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>3</b>	<b>8</b>

The table above details the number and cost of exit packages awarded in 2022/23 only. Included in the cost of the exit packages are:

- Any termination payment, such as a redundancy payment;
- Strain on the fund cost (the amount payable by the Council to the pension fund because the employee has retired before the assumed retirement age);
- Any enhanced payments, such as compensatory added years; and
- A capitalised value of the recurring compensatory added years' payment. This is paid annually by the Council once an employee has left and is therefore a notional capitalised cost is confirmed in the year it occurs.

## Disclosure of Remuneration for Senior Councillors

2021/22	Name of Councillor	Designation	2022/23		
Total Remuneration £			Salary, Fees and Allowances £	Taxable Expenses £	Total Remuneration £
Until 4 May 2022					
24,889	M Bell (c)	Convener	2,279	3,335	5,614
32,975	S Coutts (c)	Leader of the Council	3,039	108	3,147
21,565	A Cooper (c)	Chair - Development Committee	2,112	0	2,112
22,267	G Smith (c)	Chair - Education & Families Committee	2,112	176	2,288
21,565	R J Thomson (d)	Chair - Environment & Transport Committee	19,592	13	19,605
see below	A Manson	Chair - Harbour Board			see below
20,449	C Smith (e)	Chair - Licensing Committee	19,482	13	19,495
see below	E Macdonald	Chair - Planning Committee			see below
20,449	P Campbell (c) / (f)	Chair - Shetland College Board	2,002	0	2,002
Elected From 10 May 2022, appointed into role from 23 May 2022 unless otherwise stated in the Notes					
20,449	A Manson	Convener	23,681	2,064	25,745
20,935	E Macdonald	Leader of the Council	30,783	5,664	36,448
0	D Leask	Chair - Development Committee	20,139	1,947	22,086
18,619	D Sandison (g)	Chair - Education & Families Committee	21,962	525	22,487
18,619	M Lyall (g)	Chair - Environment & Transport Committee	21,962	3,829	25,791
0	J Leask (h)	Chair - Harbour Board	6,469	386	6,855
0	R W Thomson (i)	Chair - Harbour Board	13,893	2,794	16,686
0	N Pearson	Chair - Licensing Committee	19,132	13	19,144
19,325	R McGregor (g)	Chair - Planning Committee	20,955	1,662	22,617
Full year (excluding 4 - 10 May 2022)					
20,449	A Duncan	Chair - Audit Committee	21,134	13	21,147

**Notes:**

- a) Taxable expenses include telephone line rental / broadband costs;
- b) Councillors are only paid one special responsibility allowance, irrespective of how many Chair/Vice Chair positions they hold;
- c) Councillors M Bell, S Coutts, A Cooper, G Smith and P Campbell all stood down from being Councillors on 4 May 2022;
- d) R J Thomson was Chair – Environment & Transport Committee until 4 May 2022, and is still a Councillor, so remuneration shown is for the whole year, including the time as Chair;
- e) C Smith was Chair – Licensing Committee until 4 May 2022, and is still a Councillor, so remuneration shown is for the whole year, including the time as Chair;
- f) The last meeting of the Shetland College Board was held on 2 March 2022;
- g) Councillors D Sandison, M Lyall and R McGregor were not senior councillors in 2021/22;
- h) J Leask was Chair – Harbour Board from 23 May 2022 until standing down as Councillor on 28 August 2022;
- i) R W Thomson was appointed Chair – Harbour Board from 29 September 2022; and
- j) Due to Local Election, there was a gap between 4 and 10 May 2022 where no Councillor remuneration was paid.

## Remuneration of Senior Employees of the Council

2021/22	Name of Senior Employee	Designation	2022/23		
Total Remuneration £			Salary, Fees and Allowances £	Taxable Expenses £	Total Remuneration £
<b>113,840</b>	M Sandison	Chief Executive	119,331	0	<b>119,331</b>
<b>95,359</b>	H Budge	Director - Children's Services	99,927	0	<b>99,927</b>
<b>66,826</b>	J Robinson (c)	Interim Depute Director - Community Health & Social Care	67,661	0	<b>67,661</b>
<b>95,359</b>	C Ferguson	Director - Corporate Services	99,927	0	<b>99,927</b>
<b>95,359</b>	N Grant	Director - Development Services	99,927	0	<b>99,927</b>
<b>95,368</b>	J Smith	Director - Infrastructure Services	99,927	0	<b>99,927</b>
<b>92,904</b>	D Morgan	Executive Manager - Criminal Justice (Acting Chief Social Work Officer)	93,864	428	<b>94,292</b>
<b>84,887</b>	J Manson (d)	Executive Manager - Finance (Section 95 Officer)	58,702	0	<b>58,702</b>
<b>0</b>	P Fraser (d)	Executive Manager - Finance (Section 95 Officer)	19,046	0	<b>19,046</b>
<b>85,320</b>	J Riise (e)	Executive Manager - Governance & Law (Monitoring Officer)	94,748	0	<b>94,748</b>

### Notes:

- Remuneration includes ad-hoc elements that are part of the normal duties of the post, i.e. call-out and stand-by allowances;
- Taxable expenses include taxable mileage and / or expenses out with HMRC's dispensation;
- J Robinson has continued to receive an honorarium payment in 2022/23 for providing the Interim Chief Officer of IJB with support. Ms Robinson's costs have been paid in full by Shetland Islands Council and funded by grant income received from the Scottish Government for IJB COVID-19 Costs. Ms Robinson continues to work a 34 hour week. The full time equivalent remuneration for Ms Robinson's substantive post in 2022/23 is £65,601.58. The Director of Community Health and Social Care role has been covered by B Chittick from 1 April 2022 to 31 March 2023. NHS Shetland pay the full cost, then Shetland Islands Council is recharged for 50%. The Council was recharged £76,618 in 2022/23. Mr Chittick's full time equivalent remuneration for 2022/23 was £113,910..
- J Manson held the post of Executive Manager – Finance (Section 95 Officer) until 6 November 2022. The post remained vacant until P Fraser was appointed on 9 January 2023. The full-time equivalent remuneration for the post of Executive Manager – Finance (Section 95 Officer) in 2022/23 was £88,998; and
- The total remuneration includes Returning Officer (RO) fees. A RO is the person responsible for administering a parliamentary election. These duties are separate from any duties undertaken as a local government employee.

## Pension Benefits – Senior Councillors

The pension entitlements for Senior Councillors are shown in the table below, together with the contribution made by the Council to each Senior Councillor during the year. Councillors can be members of the Pension Scheme until the eve of their 75<sup>th</sup> birthday and on the completion of their term can access the pension benefits that have accrued to them if they have attained / exceeded their normal pension age.

Name of Councillor	Designation	In-Year Employer Pension Contributions		Accrued Pension Benefits			
		31 March 2022 £000	31 March 2023 £000	As at 31 March 2023		Difference from 31 March 2022	
				Pension £000	Lump Sum £000	Pension £000	Lump Sum £000
M Bell (a)	Convener	5	1	5	0	0	0
S Coutts (a)	Leader of the Council	6	1	4	0	0	0
A Duncan (b)	Chair - Audit Committee	3	0	0	0	(3)	0
A Cooper (a)	Chair - Development Committee	4	0	3	0	0	0
G Smith (a)	Chair - Education & Families Committee	4	0	4	0	0	0
R J Thomson (c)	Chair - Environment & Transport Committee	4	0	2	0	0	0
A Manson (d)	Chair - Harbour Board/ Convenor	4	5	5	0	1	0
C Smith (e)	Chair - Licensing Committee	2	0	0	0	(3)	0
E Macdonald (f)	Chair - Planning Committee/ Leader of the Council	4	7	3	0	1	0
P Campbell (a) / (g)	Chair - Shetland College Board	4	0	5	0	0	0
D Leask	Chair - Development Committee	0	4	0	0	0	0
D Sandison	Chair - Education & Families Committee	4	5	4	0	0	0
M Lyall	Chair - Environment & Transport Committee	4	5	1	0	0	0
J Leask (h)	Chair - Harbour Board	0	1	0	0	0	0
R W Thomson	Chair - Harbour Board	0	3	0	0	0	0
N Pearson	Chair - Licensing Committee	0	4	0	0	0	0



## Notes:

- a) Councillors M Bell, S Coutts, A Cooper, G Smith and P Campbell all stood down from being Councillors on 4 May 2022;
- b) A Duncan ceased accruing pension benefits in November 2021;
- c) R J Thomson held the position of Chair – Environment & Transport Committee until 4 May 2022;
- d) A Manson was Chair – Harbour Board until 4 May 2022 and was appointed Convenor from 23 May 2022;
- e) C Smith held the position of Chair – Licencing Committee until 4 May 2022, and ceased accruing pension benefits in September 2021;
- f) E Macdonald was Chair – Planning Committee until 4 May 2022 and was appointed to Leader of the Council from 23 May 2022;
- g) The last meeting of the Shetland College Board was held on 2 March 2022; and
- h) J Leask ceased to be a Councillor from 28 August 2022, and their pension contributions were refunded.

## Pension Benefits - Senior Employees

Name of Senior Official	Designation	In-Year Employer		Accrued Pension Benefits			
		31 March 2022	31 March 2023	As at 31 March 2023		Difference from 31 March 2022	
				Pension	Lump Sum	Pension	Lump Sum
		£000	£000	£000	£000	£000	£000
M Sandison	Chief Executive	24	26	50	62	4	3
H Budge	Director - Children's Services	22	23	38	115	3	9
J Robinson	Interim Depute Director - Community Health & Social Care	14	15	26	27	2	1
C Ferguson	Director - Corporate Services	20	22	66	111	7	6
N Grant	Director - Development Services	20	22	34	24	3	1
J Smith	Director - Infrastructure Services	20	22	43	57	3	3
J Manson (a)	Executive Manager - Finance	18	12	7	0	1	0
P Fraser (b)	Executive Manager - Finance	0	4	0	0	0	0
D Morgan	Executive Manager - Criminal Justice (Acting Chief Social Work Officer)	19	20	46	72	3	3
J Riise	Executive Manager - Governance & Law	18	21	49	77	4	5

### Notes:

- a) J Manson figures for 2022/23 are reported up to the leave date of 6 November 2022; and
- b) P Fraser figures for 2022/23 are reported from the commencement date of 9 January 2023.

## Pension Benefits

Pension benefits for councillors and local government employees are provided through the Local Government Pension Scheme (LGPS), apart from teachers, whose pension benefits are provided through the Scottish Teachers Pension Scheme. The LGPS is a funded pension scheme that receives contribution payments from both Scheme members and participating employers.

Councillors' pension benefits to 31 March 2015 were based on career average pay. Councillors' pay for each year or part up to 31 March 2015 (other than the pay in the final year commencing 1 April 2014) is increased by the increase in the cost of living, as measured by the appropriate index (or indices) between the end of that year and the last day of the month in which their membership of the Scheme ends. The total of the revalued pay is then divided by the period of membership to calculate the career average pay. This is the value used to calculate the pension benefits up to 31 March 2015.

From 1 April 2015, the Pension Scheme moved to a career average related earnings scheme for all scheme members. Councillors and local government employees build up a pension at a rate of 1/49th of the amount of pensionable pay they receive in a scheme year. The amount of pension built up is increased in line with HM Treasury Orders at the end of each scheme year.

Benefits built up before 1 April 2015 will continue to be calculated on final pay for employees and average revalued pay for councillors.

The Scheme's normal retirement age for both councillors and employees is now linked to their own state pension age (with a minimum age 65).

From 1 April 2015 the five-tier employee pension contribution system still remains, with contributions from scheme members based on how much pay falls into each tier. This is designed to give more equality between the cost and benefits of Scheme membership. Prior to 2009 contribution rates were set at 6% for all non-manual employees.

Tiered contribution rates on whole time pay are as follows:	2021/22 %	Tiered contribution rates on whole time pay are as follows:	2022/23 %
On earnings up to and including £22,300	5.50	On earnings up to and including £23,000	5.50
On earnings above £22,301 and up to £27,300	7.25	On earnings above £23,201 and up to £28,100	7.25
On earnings above £27,301 and up to £37,400	8.50	On earnings above £28,101 and up to £38,600	8.50
On earnings above £37,401 and up to £49,900	9.50	On earnings above £38,601 and up to £51,400	9.50
On earnings above £49,901	12.00	On earnings above £51,401	12.00

From April 2015, if a person works part-time, their contribution rate is worked out on their actual pay rate for the job and contributions are paid on actual pay earned. Prior to April 2015, the contribution rate was worked out on their whole-time equivalent rate of pay, with contributions paid on actual pay earned.

From 1 April 2009, there was no longer automatic entitlement to a lump sum. Members may opt to give up (commute) up to 25% of their pension for lump sum, per the Finance Act 2004. From April 2015, pensions are built up at a rate of 1/49<sup>th</sup> of annual pensionable pay for that year. From 1 April 2009 to April 2015, the accrual rate guaranteed a pension based on 1/60<sup>th</sup> of final pensionable salary and years of pensionable service. (Prior to 2009 the accrual rate guaranteed a pension

based on 1/80<sup>th</sup> and a lump sum based on 3/80<sup>th</sup> of final pensionable salary and years of pensionable service).

The value of the accrued benefits has been calculated on the basis of the age at which the person will first become entitled to receive a pension on retirement without reduction on account of its payment at that age; without exercising any option to commute pension entitlement into a lump sum, and without any adjustment for the effects of future inflation.

The pension figures shown relate to the benefits that accrued as a consequence of an individual's total Local Government Service, not just their current appointment. The figures also reflect any transfer of pension benefits from another pension arrangement.

## Trade Union Facility Time Report 2022/23

The Trade Union (Facility Time Publication Requirements) Regulations 2017 came into force on 1 April 2017. These regulations place a legislative requirement on relevant public sector employees to collate and publish, on an annual basis, a range of data on the amount and cost of facility time within their organisation.

The 2022/23 data, which must be published by 31 July 2023, will be included within the Audited Annual Accounts for 2022/23.

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Emma Macdonald  
Leader of the Council  
28 June 2023

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Maggie Sandison  
Chief Executive  
28 June 2023

## Statement of Responsibilities

### The Council's Responsibilities

The Council is required to:

- make arrangements for the proper administration of its financial affairs and to secure that the proper officer has the responsibility for the administration of those affairs (section 95 of the Local Government (Scotland) Act 1973). In this Council the proper officer is the Executive Manager - Finance;
- manage its affairs to secure economic, efficient and effective use of resources and to safeguard its assets;
- ensure the annual accounts are prepared in accordance with legislation (The Local Authority Accounts (Scotland) Regulations 2014) and, so far as is compatible with that legislation, in accordance with proper accounting practices (section 12 of the Local Government in Scotland Act 2003); and
- approve the annual accounts for signature.

Signed on behalf of Shetland Islands Council.

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Emma Macdonald  
Leader of the Council  
28 June 2023

### The Executive Manager - Finance's Responsibilities

The Executive Manager - Finance is responsible for the preparation of the Council's annual accounts in accordance with proper practices as required by legislation and as set out in the CIPFA / LASAAC Code of Practice on Local Authority Accounting in the United Kingdom (the Code).

In preparing the annual accounts, the Executive Manager - Finance has:

- selected suitable accounting policies and then applied them consistently;
- made judgements and estimates that were reasonable and prudent;
- complied with legislation; and
- complied with the local authority Accounting Code (in so far as it is compatible with legislation).

The Executive Manager - Finance has also:

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

I certify that the annual accounts give a true and fair view of the financial position of the Council at the reporting date and the transactions of the Council for the year ended 31 March 2023



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Paul Fraser CPFA  
Executive Manager - Finance  
28 June 2023

## Primary Financial Statements

### Comprehensive Income and Expenditure Statement for year ended 31 March 2023

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. Councils raise taxation to cover expenditure in accordance with regulations; this may be different from the accounting cost. The taxation position is shown in both the Movement in Reserves Statement and in Note 1: Expenditure and Funding Analysis.

2021/22 Gross Expenditure £000	2021/22 Gross Income £000	2021/22 Net Expenditure £000		Notes	2022/23 Gross Expenditure £000	2022/23 Gross Income £000	2022/23 Net Expenditure £000
2,381	(4)	2,377	Chief Executive and Cost of Democracy		2,536	(22)	2,514
63,408	(8,991)	54,417	Children's Services		68,228	(9,351)	58,877
66,265	(35,649)	30,616	Community Care Services		74,551	(40,920)	33,631
18,304	(6,348)	11,956	Corporate Services		18,444	(6,143)	12,301
21,192	(6,249)	14,943	Development Services		22,268	(3,129)	19,139
49,643	(18,722)	30,921	Infrastructure Services		50,760	(26,122)	24,638
6,971	(7,712)	(741)	Housing Revenue Account		7,058	(7,161)	(103)
24,151	(36,113)	(11,962)	Harbour Account		19,208	(28,076)	(8,868)
<b>252,315</b>	<b>(119,788)</b>	<b>132,527</b>	<b>Net Cost of Services</b>		<b>263,053</b>	<b>(120,924)</b>	<b>142,129</b>
5,009	(798)	4,211	Other operating income and expenditure	8	2,719	(222)	2,497
33,036	(22,749)	10,287	Financing and investment income and expenditure	9	46,091	(22,957)	23,134
0	(104,502)	(104,502)	Taxation and non-specific grant income	11	0	(100,165)	(100,165)
<b>290,360</b>	<b>(247,837)</b>	<b>42,523</b>	<b>(Gain) / Loss on Provision of Services</b>		<b>311,863</b>	<b>(244,268)</b>	<b>67,595</b>
			<b>Items that will not be reclassified to the (surplus) or deficit on the provision of services</b>				
		(21,497)	(Surplus) / Deficit on revaluation of property, plant and equipment assets			12	(26,787)
		(108,470)	Remeasurement of the net defined benefit liability/asset			28	(186,872)
		<b>(129,967)</b>	<b>Other Comprehensive Income and Expenditure</b>				<b>(213,659)</b>
		<b>(87,444)</b>	<b>Total Comprehensive Income and Expenditure</b>				<b>(146,064)</b>



## Movement in Reserves Statement

This statement shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other 'unusable' reserves. This statement shows how the movements in year of the Council's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return to the amounts chargeable to Council Tax or rents for the year. The Net Increase / Decrease line shows the statutory General Fund and Housing Revenue Account movements in the year following those adjustments.

2022/23	General Fund	Housing Revenue Account	Capital Funds	Other Revenue/ Statutory Funds	Total Usable Reserves	Unusable Reserves	Total Council Reserves
	£000	£000	£000	£000	£000	£000	£000
<b>Balance at 1 April 2022</b>	<b>(211,880)</b>	<b>(20,116)</b>	<b>(65,269)</b>	<b>(132,264)</b>	<b>(429,529)</b>	<b>(260,349)</b>	<b>(689,878)</b>
<b>Movement in reserves during the year:</b>							
Total Comprehensive Income and Expenditure	67,264	331	0	0	<b>67,595</b>	(213,659)	<b>(146,064)</b>
Adjustments between accounting basis & funding basis per regulations (Note 6)	(28,813)	817	249	0	<b>(27,747)</b>	27,747	<b>0</b>
<b>Net Decrease/(Increase) before transfers</b>	<b>38,451</b>	<b>1,148</b>	<b>249</b>	<b>0</b>	<b>39,848</b>	<b>(185,912)</b>	<b>(146,064)</b>
Net Transfers to/(from) Other Statutory Reserves	5,052	0	(5,114)	155	<b>93</b>	(93)	<b>0</b>
<b>Decrease/(Increase) in year</b>	<b>43,503</b>	<b>1,148</b>	<b>(4,865)</b>	<b>155</b>	<b>39,941</b>	<b>(186,005)</b>	<b>(146,064)</b>
<b>Balance at 31 March 2023</b>	<b>(168,377)</b>	<b>(18,968)</b>	<b>(70,134)</b>	<b>(132,109)</b>	<b>(389,588)</b>	<b>(446,354)</b>	<b>(835,942)</b>

2021/22	General Fund	Housing Revenue Account	Capital Funds	Other Revenue/ Statutory Funds	Total Usable Reserves	Unusable Reserves	Total Council Reserves
	£000	£000	£000	£000	£000	£000	£000
<b>Balance at 1 April 2021</b>	<b>(224,139)</b>	<b>(20,405)</b>	<b>(66,096)</b>	<b>(133,654)</b>	<b>(444,294)</b>	<b>(158,140)</b>	<b>(602,434)</b>
<b>Movement in reserves during the year:</b>							
Total Comprehensive Income and Expenditure	43,889	(1,366)	0	0	<b>42,523</b>	(129,967)	<b>(87,444)</b>
Adjustments between accounting basis & funding basis per regulations (Note 6)	(35,785)	1,655	6,270	0	<b>(27,860)</b>	27,860	<b>0</b>
<b>Net (Increase)/Decrease before transfers</b>	<b>8,104</b>	<b>289</b>	<b>6,270</b>	<b>0</b>	<b>14,663</b>	<b>(102,107)</b>	<b>(87,444)</b>
Net Transfers to/(from) Other Statutory Reserves	4,154	0	(5,443)	1,390	<b>102</b>	(102)	<b>0</b>
<b>(Increase)/Decrease in year</b>	<b>12,258</b>	<b>289</b>	<b>827</b>	<b>1,390</b>	<b>14,765</b>	<b>(102,209)</b>	<b>(87,444)</b>
<b>Balance at 31 March 2022</b>	<b>(211,880)</b>	<b>(20,116)</b>	<b>(65,269)</b>	<b>(132,264)</b>	<b>(429,529)</b>	<b>(260,349)</b>	<b>(689,878)</b>

## Balance Sheet as at 31 March 2023

This shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets (assets less liabilities) are matched by the reserves held by the Council.

Reserves are reported in two categories. Usable reserves may be used to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations or earmarking on their use (for example the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt and the Unrealised Investment Gains which is earmarked and not available to fund the delivery of services). Unusable reserves are those that are not able to be used to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets are sold, and reserves that hold timing differences shown in the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

As at 31 March 2022 £000		Notes	As at 31 March 2023 £000
468,525	Property, Plant and Equipment	13	486,022
1,678	Investment Property	14	1,515
4,412	Heritage Assets	15	4,401
43,623	Intangible Assets	16	47,484
411,438	Long-term Investments	18	376,787
965	Long-term Debtors	22	965
0	Pension Asset	28	2,958
<b>930,641</b>	<b>Long-Term Assets</b>		<b>920,132</b>
82	Assets held for Sale	21	83
5,248	Inventories	25	5,571
19,771	Short-term Debtors	23	19,450
20,436	Cash and Cash equivalents	20	9,113
<b>45,537</b>	<b>Current Assets</b>		<b>34,217</b>
(34,174)	Short-term Creditors	24	(29,556)
(214)	Short-term Provisions	26	(50)
0	Grant Receipts in Advance - Revenue	11	(212)
<b>(34,388)</b>	<b>Current Liabilities</b>		<b>(29,818)</b>
(49,072)	Long-term Borrowing	18	(49,048)
(161,939)	Pension Liability	28	0
(649)	Long-term Provisions	26	(822)
(39,219)	PFI and Similar Contracts	17	(37,746)
(1,033)	Other Long-term Liabilities	18	(973)
<b>(251,912)</b>	<b>Long-Term Liabilities</b>		<b>(88,589)</b>
<b>689,878</b>	<b>Net Assets</b>		<b>835,942</b>
429,529	Usable Reserves	7	389,588
260,349	Unusable Reserves	12	446,354
<b>689,878</b>	<b>Total Reserves</b>		<b>835,942</b>

The unaudited financial statements were issued on 28 June 2023.



Paul Fraser CPFA  
Executive Manager – Finance  
28 June 2023

## Cash Flow Statement for year ended 31 March 2023

This statement shows the changes in cash and cash equivalents of the Council during the financial year. It shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities.

The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of taxation and grant income, or from the recipients of services provided by the Council.

Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Council's future service delivery.

Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the Council.

2021/22 £000		2022/23 £000
	<b>Operating activities</b>	
42,523	Net (surplus)/deficit on the provision of services	67,595
(54,572)	Adjustment to net surplus or deficit on the provision of services for non-cash movements	(37,885)
6,492	Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities	7,463
<b>(5,557)</b>	<b>Net cash flows from Operating Activities</b>	<b>37,173</b>
(7,331)	Investing activities	(27,319)
1,425	Financing activities	1,469
<b>(11,463)</b>	<b>Net increase in cash and cash equivalents</b>	<b>11,323</b>
8,973	Opening Cash and Cash Equivalents	20,436
11,463	Net movement of Cash and Cash Equivalents during the year	(11,323)
<b>20,436</b>	<b>Closing Cash &amp; Cash Equivalents</b>	<b>9,113</b>

# Notes to the Cash Flow Statement

## Operating Activities

Cash flows for operating activities include the following:

2021/22 £000		2022/23 £000
(3,212)	Interest received	(3,523)
5,983	Interest paid	3,842
(5,931)	Dividends received	(6,228)
<b>(3,160)</b>	<b>Total</b>	<b>(5,909)</b>

The Surplus or Deficit on the Provision of Services has been adjusted for these non-cash movements:

2021/22 £000		2022/23 £000
(16,329)	Depreciation, impairment and revaluations	(15,729)
(1,816)	Amortisation	(2,315)
(283)	(Increase) in impairment for bad debts	47
(12,594)	(Increase) in creditors	4,309
(2,359)	Increase/(Decrease) in debtors	(66)
135	(Decrease)/Increase in inventories	323
(26,567)	Movement in pension liability	(21,975)
(4,970)	Carrying amount of non-current assets sold or de-recognised	(2,524)
10,211	Other non-cash items charged to the net surplus or deficit on the provision of services	45
<b>(54,572)</b>	<b>Total</b>	<b>(37,885)</b>

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

2021/22 £000		2022/23 £000
760	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	27
5,732	Any other items for which the cash effects are investing or financing cash flows	7,436
<b>6,492</b>	<b>Total</b>	<b>7,463</b>

## Investing Activities

2021/22 £000		2022/23 £000
17,714	Purchase of property, plant and equipment, investment property and intangible assets	14,967
(18,190)	Purchase of short-term and long-term investments	(34,651)
(760)	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(27)
(363)	Proceeds from short-term and long-term investments	(172)
(5,732)	Other receipts from investing activities	(7,436)
<b>(7,331)</b>	<b>Total</b>	<b>(27,319)</b>

## Financing Activities

2021/22 £000		2022/23 £000
1,394	Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	1,441
31	Repayments of short and long-term borrowing	28
<b>1,425</b>	<b>Total</b>	<b>1,469</b>

## Housing Revenue Account

### Introduction and Statutory Background

The Housing (Scotland) Act 1987 provides the statutory framework for the housing accounts of Scottish local authorities. Part X of the 1987 Act requires a local authority to keep a Housing Revenue Account of the income and expenditure for each year in respect of the houses, buildings and land specified in Part I of Schedule 15.

Part X of the 1987 Act and Schedule 15 thereto make significant provisions relevant to the preparation of the financial statements:

Section 203(1) – housing authorities have a duty to keep an HRA;

Section 203(5) – the HRA must be kept in accordance with Part II of Schedule 15 regarding debits, credits and supplementary provisions;

Section 204 – the Scottish Government has the power to limit General Fund contributions to HRA;

Schedule 15 – housing authorities have a duty to avoid a deficit in the HRA but if there is a deficit, a General Fund contribution must be made equal to the deficit;

Schedule 15 – the Scottish Government may decide that items of income or expenditure, either generally or of a specific category, shall be included or excluded from the HRA;

Schedule 15 – with the consent of the Scottish Government, a housing authority may exclude or include any items of income or expenditure in the HRA; and

Schedule 15 – the Scottish Government may direct rectification of the account if it is of the opinion that items of income or expenditure have not been, or have been improperly, credited or debited in the HRA.

The operation of the HRA in terms of statutory debits and credits is governed by Part II of Schedule 15 of the 1987 Act and will include income (dwelling rents, services and other charges) and expenditure (repairs, maintenance and management, capital financing costs, bad debts and voids).

In parallel with the treatment for the Council's wider operations, the transactions relating to the HRA have been separated into two statements:

the HRA Income and Expenditure Statement;

the Movement on the HRA Statement.

### The HRA Income and Expenditure Statement

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

## Housing Revenue Account Income and Expenditure Statement

2021/22 £000		2022/23 £000
	<b>Expenditure</b>	
3,371	Repairs and maintenance	4,038
894	Supervision and management	765
1,862	Depreciation and impairment of non-current assets	1,929
159	Movement in the allowance for bad debts	137
295	Other expenditure	150
<b>6,581</b>	<b>Total expenditure</b>	<b>7,019</b>
	<b>Income</b>	
(7,078)	Dwelling rents	(6,920)
(230)	Non-Dwelling rents	(217)
(14)	Other Income	(24)
<b>(7,322)</b>	<b>Total income</b>	<b>(7,161)</b>
<b>(741)</b>	<b>Net income of HRA services as included in the CIES</b>	<b>(142)</b>
0	HRA services' share of Corporate and Democratic Core	39
<b>(741)</b>	<b>Net Income of HRA Services</b>	<b>(103)</b>
	<b>HRA share of operating income and expenditure included in the CIES</b>	
586	(Gain) or Loss on sale of HRA non-current assets	1,599
497	Interest payable and similar charges	464
(1,789)	Interest and investment income	(1,617)
81	Pension interest cost and expected return on pension assets	71
0		(83)
<b>(625)</b>	<b>Net HRA share of operating expenditure</b>	<b>434</b>
<b>(1,366)</b>	<b>(Surplus) for the year on HRA services</b>	<b>331</b>

## Movement on the Housing Revenue Account Statement

2021/22 £000		2022/23 £000
<b>(20,405)</b>	<b>Opening balance on the HRA</b>	<b>(20,116)</b>
(1,366)	(Surplus) / Deficit on the HRA Income and Expenditure Statement	331
1,655	Adjustment between accounting basis and funding basis under statute	817
<b>289</b>	<b>Increase in year on the HRA</b>	<b>1,148</b>
0	Transfers to reserves	0
<b>(20,116)</b>	<b>Closing balance on the HRA</b>	<b>(18,968)</b>

The adjustments between accounting basis and funding basis for the HRA are shown in disclosure Note 6: Adjustments between Accounting Basis and Funding Basis under Regulations and transfers to or from reserves are shown in Note 7: Transfers to / (from) Earmarked Reserves.



## Notes to the Housing Revenue Account

### Number and Types of Dwellings

The following table shows the stock movements by apartment size:

2021/22 Number	Housing Stock	2022/23 Number
75	1 Apartment	75
412	2 Apartment	412
524	3 Apartment	525
611	4 Apartment	611
33	5 Apartment	33
1	6 Apartment	2
2	8 Apartment	2
<b>1,658</b>	<b>Total</b>	<b>1,660</b>

### Amount of Rent Arrears

The table below summarises the rent arrears position for HRA dwellings. There are 12 less properties in arrears as at 31 March 2023. The total value of rent arrears has decreased by £38k in 2022/23, to £343k. This compares to a total value of arrears of £381k in 2021/22.

2021/22 £000		2022/23 £000
381	Total value of rent arrears	343

2021/22		2022/23
533	Number of properties in arrears	521
32.1%	Properties in arrears as share of total stock	31.4%
£715	Average amount per property in arrears	£658

### Provision for Bad Debts

Council approval is required to write off bad debts with a value over £5,000. The value of housing debt written off in 2022/23 was £89k (£55k 2021/22). The housing bad and doubtful debt provision included within the Council's accounts at 31 March 2023 is £183k (£161k 2021/22).

### Void Rents

The following table summarises the income lost due to voids in 2022/23. These amounts are included in the other expenditure line of the Housing Revenue Account Income and Expenditure Statement.

2021/22 £000		2022/23 £000
133	General needs void rents and charges	120
32	Sheltered housing void rents and charges	44
<b>165</b>	<b>Total</b>	<b>164</b>

## Council Tax Income Account

The Council Tax Income Account shows the gross income raised from council taxes levied and deductions made under statute. The resultant net income is transferred to the Council's Comprehensive Income and Expenditure Statement.

### Council Tax Income Account

2021/22 £000		2022/23 £000
(12,662)	Gross Council Tax levied and contributions in lieu	(12,751)
716	Council Tax Reduction Scheme	729
1,578	Other discounts and reductions	1,632
64	Write-offs of uncollectable debts and allowance for impairment	73
18	Adjustment to previous years' Community Charge and Council Tax	63
<b>(10,286)</b>	<b>Transfer to General Fund</b>	<b>(10,254)</b>

### Council Tax Base

The table below shows the Council Tax base used to set the 2022/23 charges. The amount of Council Tax payable depends on the valuation band of the dwelling. The following analysis sets out the number of chargeable dwellings in each valuation band, before and after adjustment for exemptions and discounts, with all figures also shown after conversion to band D equivalents.

2022/23	Number of dwellings	Number of exemptions	Disabled relief	Discounts	Council Tax Reduction	Total dwellings	Ratio to Band D	2022/23 Band D equivalents	2021/22 Band D equivalents
Band A*			10	(1)	(2)	7	0.56	4	3
Band A	2,948	(133)	7	(488)	(267)	2,067	0.67	1,385	1,557
Band B	1,844	(69)	10	(260)	(168)	1,357	0.78	1,058	1,191
Band C	2,878	(103)	14	(359)	(230)	2,200	0.89	1,958	2,146
Band D	1,884	(41)	7	(153)	(57)	1,640	1.00	1,640	1,685
Band E	1,481	(15)	1	(86)	(14)	1,367	1.31	1,791	1,788
Band F	309	(3)	1	(13)	(2)	292	1.63	476	468
Band G	66	(3)	0	(4)	0	59	1.96	116	118
Band H	2	(1)	0	(1)	0	0	2.45	0	0
<b>Sub-total</b>								<b>8,428</b>	<b>8,956</b>
<b>Less Bad Debt provision</b>								<b>(59)</b>	<b>(58)</b>
<b>Council Tax Base</b>								<b>8,369</b>	<b>8,898</b>

\* Relates to Band A properties subject to disabled relief

The gross charge to a given property may be affected by the following deductions:

#### Council Tax Reduction Scheme:

This is a scheme that reduces the Council Tax liability of low income households in Scotland.

#### Exemptions:

Houses where all the residents are students, or under 18 years old, or are persons with a severe mental impairment will be exempt. Some classes of empty property, in many cases only for a limited period, will also be exempt.

#### Discounts:

If only one adult lives in a property, the bill may be cut by 25%. If the property is unoccupied and is no-one's sole or main residence, the bill may be cut by up to 50%. If the property is a second home or long-term empty, the discount will only be 10%.

#### Reliefs:

If a house has been structurally altered for a disabled person, the Council Tax bill may be set at the next band lower in value than that shown in the Valuation List (Band A\* shown above). A reduction is also offered for properties in Band A.

# Non-Domestic Rate Income Account

## Statutory Background

The Non-Domestic Rate Account (Scotland) is a statement that reflects the statutory obligation for billing authorities to maintain a separate Non-Domestic Rate Account. The statement shows the gross income from the rates and deductions made under statute. The net income is paid to the Scottish Government as a contribution to the national non-domestic rate pool.

## Non-Domestic Rate Income Account

2021/22 £000		2022/23 £000
28,828	Gross rates levied and contributions in lieu	28,892
(6,185)	Reliefs and other deductions	(4,810)
(15)	Write-offs of uncollectable debts	(22)
<b>22,628</b>	<b>Net non-domestic rate income</b>	<b>24,060</b>
(6,105)	Adjustment to previous years' national non-domestic rates	(1,479)
10,167	Net contribution (to) / from National Non-Domestic Rate pool	12,741
<b>26,690</b>	<b>Net NDR Income transferred to General Fund</b>	<b>35,322</b>

## Analysis of Rateable Value

The amount paid for non-domestic rates is determined by the rateable value agreed by the Assessor multiplied by the rate per £ (rate poundage) that is announced annually by the Scottish Government.

The national non-domestic rate poundage set for 2022/23 is 49.8p (49p in 2021/22).

From 1 April 2020, the Scottish Government introduced an additional Intermediate Property Rate of 1.3p for all subjects with a rateable value between £51,000 and £95,000, and an additional Higher Property Rate of 2.6p for all subjects with a rateable value above £95,000.

The table below sets out the number of subjects liable for General Rates and the rateable values at the start of the year.

Rateable values at 1 April 2022	Number of Subjects	Rateable Value £000
Commercial	590	8,045
Industrial	493	33,637
Other	1,313	14,907
<b>Total</b>	<b>2,396</b>	<b>56,589</b>

## Notes to the Financial Statements

### Note 1: Expenditure and Funding Analysis

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

2022/23	Net Expenditure chargeable to the General Fund and HRA £000	Adjustments between Funding and Accounting Basis £000	Presentational Adjustments £000	Net Expenditure in the CIES £000
Chief Executive and Cost of Democracy	2,054	386	74	2,514
Children's Services	53,648	5,940	(712)	58,876
Community Care Services	27,224	6,033	374	33,631
Corporate Services	10,538	2,854	(1,091)	12,301
Development Services	15,467	3,534	138	19,139
Infrastructure Services	14,624	8,580	1,434	24,638
Housing Revenue Account	2,818	(2,403)	(517)	(102)
Harbour Account	(11,446)	3,244	(666)	(8,868)
<b>Net Cost of Services</b>	<b>114,927</b>	<b>28,168</b>	<b>(966)</b>	<b>142,129</b>
Other income and expenditure	(92,352)	(172)	17,992	(74,534)
<b>Deficit or (Surplus)</b>	<b>22,575</b>	<b>27,996</b>	<b>17,026</b>	<b>67,595</b>
<b>Opening General Fund and HRA balance*</b>		<b>231,996</b>		
Add (Surplus) / Deficit in the year		22,575		
Add other items not charged to the (Surplus) / Deficit		(67,226)		
<b>Closing General Fund and HRA balance</b>		<b>187,345</b>		

2021/22	Net Expenditure chargeable to the General Fund and HRA £000	Adjustments between Funding and Accounting Basis £000	Presentational Adjustments £000	Net Expenditure in the CIES £000
Chief Executive and Cost of Democracy	3,607	366	(1,596)	2,377
Children's Services	50,332	6,147	(2,062)	54,417
Community Care Services	23,403	7,195	18	30,616
Corporate Services	8,536	3,253	167	11,956
Development Services	11,591	3,368	(16)	14,943
Infrastructure Services	20,425	10,565	(69)	30,921
Housing Revenue Account	2,156	(2,179)	(718)	(741)
Harbour Account	(12,969)	4,857	(3,850)	(11,962)
<b>Net Cost of Services</b>	<b>107,081</b>	<b>33,572</b>	<b>(8,126)</b>	<b>132,527</b>
Other income and expenditure	(98,572)	558	8,010	(90,004)
<b>Deficit or (Surplus)</b>	<b>8,509</b>	<b>34,130</b>	<b>(116)</b>	<b>42,523</b>
<b>Opening General Fund and HRA balance*</b>		<b>244,544</b>		
Add (Surplus) / Deficit in the year		8,509		
Add other items not charged to the (Surplus) / Deficit		(21,057)		
<b>Closing General Fund and HRA balance</b>		<b>231,996</b>		

\*For a split between General Fund and HRA balances, see the Movement in Reserves Statement.

The following table analyses the Adjustments between Funding and Accounting Basis figure outlined above:

2022/23	Adjustments for capital £000	Adjustment for pensions net change £000	Other adjustments £000	Total adjustments £000
Chief Executive and Cost of Democracy	121	265	0	386
Children's Services	128	4,383	1,429	5,940
Community Care Services	661	5,092	280	6,033
Corporate Services	1,348	1,527	(21)	2,854
Development Services	2,496	1,013	25	3,534
Infrastructure Services	5,032	3,372	176	8,580
Housing Revenue Account	(2,680)	293	(16)	(2,403)
Harbour Account	1,858	1,426	(40)	3,244
<b>Net Cost of Services</b>	<b>8,964</b>	<b>17,371</b>	<b>1,833</b>	<b>28,168</b>
Other income and expenditure	(4,776)	4,604	0	(172)
<b>Total adjustments between accounting basis and funding basis</b>	<b>4,188</b>	<b>21,975</b>	<b>1,833</b>	<b>27,996</b>

2021/22	Adjustments for capital £000	Adjustment for pensions net change £000	Other adjustments £000	Total adjustments £000
Chief Executive and Cost of Democracy	118	248	0	366
Children's Services	1,093	5,437	(383)	6,147
Community Care Services	716	6,363	116	7,195
Corporate Services	1,290	1,904	59	3,253
Development Services	2,071	1,409	(112)	3,368
Infrastructure Services	6,529	4,014	22	10,565
Housing Revenue Account	(2,647)	450	18	(2,179)
Harbour Account	3,099	1,736	22	4,857
<b>Net Cost of Services</b>	<b>12,269</b>	<b>21,561</b>	<b>(258)</b>	<b>33,572</b>
Other income and expenditure	(4,448)	5,006	0	558
<b>Total adjustments between accounting basis and funding basis</b>	<b>7,821</b>	<b>26,567</b>	<b>(258)</b>	<b>34,130</b>

## Capital Adjustments

This column includes depreciation, impairment and revaluation gains and losses, income on disposal of assets and the amounts written off for those assets; statutory charges for capital financing and capital grants not chargeable under generally accepted accounting practices.

## Pensions Adjustments

Employer pension contributions made by the Council are removed here and replaced with current service costs and past service costs according to IAS 19. Net interest on the defined benefit liability is charged to the CIES.

## Other Adjustments

Other differences between amounts charged to the CIES and amounts to be recognised under statute include the amount by which finance costs charged to the CIES are different from finance costs chargeable in the year and the amount by which officer remuneration charged to the CIES on an accruals basis is different from remuneration chargeable in the year.

## Presentational Adjustments

Further adjusting differences between amounts charged to the CIES and amounts reported internally to management. Some items of investment income and expenditure are not reported internally and therefore must also be presented here.

## Note 2: Accounting Standards Issued and Adopted in Year

### Adoption of new and revised Standards

- a) Standards, amendments and interpretations effective in the current year

In the current year, the Council has applied a number of amendments to IFRS Standards and Interpretations that are effective for an annual reporting period that begins on 1 January 2022. Their adoption has not had any material impact on the disclosures or on the amounts reported in these financial statements:

- Annual Improvements to IFRS Standards 2018 – 2020;
- Amendments to IAS 16 (Property Plant and Equipment) – amendments to Proceeds before Intended Use.

- b) Standards, amendments and interpretations early adopted this year

There are no new standards, amendments or interpretations early adopted this year.

## Note 3: Accounting Standards Issued but not yet Adopted

### Standards, amendments and interpretations issued but not adopted this year

At the date of authorisation of these financial statements, the Council has not applied the following new and revised IFRS Standards that have been issued but are not yet effective:

- Amendments to IAS 8 (Accounting Policies, Changes in Accounting Estimates and Errors) – definition of Accounting Estimates – applicable for periods beginning on or after 1 April 2023;
- Amendments to IAS 1 (Presentation of Financial Statements) and IFRS Practice Statement 2 – disclosure of Accounting Policies – applicable for periods beginning on or after 1 April 2023.

The Council does not expect that the adoption of the Standards listed above will have a material impact on the financial statements in future periods.

## Note 4: Critical Judgements in Applying Accounting Policies

In applying the accounting policies set out in Note 39, the Council has had to make certain judgments about complex transactions or those involving uncertainty about future events. Where a critical judgement has been made this is referred to in the relevant note, however a summary of those with the most significant effect is detailed below:

- There are a number of legal claims currently outstanding against the Council. Where a reliable estimate can be made and it's probable the Council will be required to settle the obligation, these have been included as provisions within the Council's Balance Sheet. Where it has not been possible to establish a reliable estimate or the probability of settlement, the claims have been accounted for as contingent liabilities;
- There is a high degree of uncertainty about future levels of funding for local government. The Council has determined, however, that this uncertainty is not yet sufficient to provide an indication that its assets may be impaired as a result of (for example) reduced maintenance;
- The Council has classified the measurement basis of its available for sale financial instruments as fair value through profit or loss. During 2022/23 the unrealised loss recognised in the CIES was £36.0m;
- The Council is deemed to control the services provided under the PFI for the Anderson High School and also to control the residual value at the end of the agreement. The accounting policies for PFI have been applied to this arrangement (valued at net book value of £52.4m at 31 March 2023) which is recognised as Property, Plant and Equipment on the Council's Balance Sheet.

## Note 5: Assumptions Made about the Future and Other Major Sources of Estimation Uncertainty

The annual accounts contain estimated figures that are based on assumptions made by the Council about the future, or that are otherwise uncertain. Estimates are made taking into account historical experience, current trends and other relevant factors. Because balances cannot be determined with certainty, however, actual results could be materially different from the assumptions and estimates.



The items in the Council's Balance Sheet at 31 March 2023 for which there is a significant risk of material adjustment in the forthcoming financial year are shown in the following table:

Item	Uncertainties	Effect if actual results differ from assumptions
Pension 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 (see Note 28: Defined Benefit Pension Schemes). A firm of consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied.	The effects on the net pensions liability of changes in individual assumptions can be measured. For instance, a 0.1% decrease in the discount rate assumption would result in an increase in the pension liability of £10.0m; however, the assumptions interact in complex ways.
Fair Value Measurement	When the fair value of financial assets and liabilities cannot be measured based on quoted prices in active markets (i.e. Level 1 inputs), their fair value is measured using valuation techniques. Where possible, the inputs to these valuation techniques are based on observable data, but where this is not possible judgement is required in establishing fair values. These judgements typically include considerations such as uncertainty and risk. The Council holds Financial Assets (Equity Investments and Financial Guarantees) at fair value.	This will be different in each case, but changes in any assumptions used in all asset valuation could affect the values disclosed in the accounts.
Fishing Quota	Fishing quota held by the Council was valued at £46.9m by an independent broker at 31 March 2023. In line with the Code and IFRS 13, the valuer determined the market valuation of the Council's holding with reference to the number of Fixed Quota Allocation (FQA) units held, offers made in the year in the active market, then adjusted for Council specific considerations. It is highly probable that Brexit will have a long-term impact on the quantity of FQAs in the market affecting future valuations.	The effect will vary depending on market conditions at the time of valuation; it is not quantifiable at this time.
Financial Instruments	At 31 March 2023, the Council had external investments with Fund Managers amounting to £377m. The value of the Council's investments can increase or decrease, from movements in the price of these investments. The Council is exposed to risk in terms of a loss arising if investments were sold at a point in time when the decrease in value of the investment showed the sale price to be lower than the original purchase price.	It is estimated that a general shift of 5% in the general price of shares (positive or negative) would result in a £12.2m gain or loss in value being recognised in the CIES.  The largest investment exposure is to Global Equities, and a risk assessment of a general shift of +/-1% in Global Equities would result in an estimated gain or loss of £1.8m.
Property, Plant and Equipment: Valuations	Assets held at Fair Value are subject to valuation on a five year rolling programme, as set out in the Accounting Policies Note. Additional valuations are carried out outwith the rolling programme, for example where a need for impairment has been identified, or where there is a material change to the value due to external factors. The valuation report has been used to inform the measurement of the land and buildings portfolio in these financial statements. The valuer has continued to exercise professional judgement in preparing the valuation, therefore, this is the best information available to the Council as at 31 March 2023 and can be relied upon.	

## Note 6: Adjustments between Accounting Basis and Funding Basis under Regulations

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

The following sets out a description of the reserves that the adjustments are made against:

### General Fund

The General Fund is the statutory fund into which all the receipts of the Council are required to be paid, and out of which all liabilities of the Council are to be met, except to the extent that statutory rules might provide otherwise.

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 those 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. The balance is not available to be applied to fund Housing Revenue Account services.

### Housing Revenue Account

The Housing Revenue Account balance reflects the statutory obligation to maintain a revenue account for local authority housing provision in accordance with Part X of the Housing (Scotland) Act 1987. It contains the balance of income and expenditure as defined by the 1987 Act that is available to fund future expenditure in connection with the Council's landlord function or (where in deficit) that is required to be recovered from tenants in future years.

### Capital Usable Reserves

This includes the Capital Receipts Reserve and Capital Grants Unapplied Account.

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

The Capital Grants Unapplied Account holds the grants and contributions received towards capital projects for which the Council has met the conditions that would otherwise require repayment of the monies, but which have yet to be applied to meet expenditure.

The balance is restricted by grant terms as to the capital expenditure against which it can be applied and/or the financial year in which it can take place.

2022/23	Usable Reserves				Unusable Reserves £000
	General Fund	Housing Revenue Account	Capital Usable Reserves	Total Usable Reserves	
	£000	£000	£000	£000	
Adjustments primarily involving the Capital Adjustment Account:					
Reversal of items charged to the CIES:					
Charges for depreciation of non-current assets	(16,594)	(1,855)	0	(18,449)	18,449
Charges for impairment of non-current assets	2,605	(48)	0	2,557	(2,557)
Movement in the fair value of Investment Properties	163	0	0	163	(163)
Amortisation of intangible assets	(2,289)	(26)	0	(2,315)	2,315
Capital grants and contributions applied	7,353	83	0	7,436	(7,436)
Amounts of non-current assets written off on disposal or sale as part of the gain / loss on disposal to the CIES	(918)	(1,606)	0	(2,524)	2,524
Capital repayment in respect of finance leases	109	0	0	109	(109)
Insertion of items not charged to the CIES:					
Statutory provision for the financing of capital investment (principal repayments)	2,908	808	0	3,716	(3,716)
Capital expenditure charged against the General Fund and HRA balances	1,291	3,801	0	5,092	(5,092)
Adjustments primarily involving the Capital Grants Unapplied Account:					
Capital grants and contributions unapplied credited to the CIES	0	0	(15)	(15)	15
Adjustments involving the Capital Fund:					
Use of Capital Fund to fund capital expenditure in the year	0	0	0	0	0
Adjustments primarily involving the Capital Receipts Reserve:					
Transfer of cash sale proceeds credited as part of the gain / loss on disposal to the CIES	20	7	0	27	(27)
Use of the Capital Receipts Reserve to finance new capital expenditure	0	0	264	264	(264)
Adjustments primarily involving the Pensions Reserve:					
Reversal of items relating to retirement benefits charged to the CIES	(38,361)	(603)	0	(38,964)	38,964
Employer’s pensions contributions and direct payments to pensioners payable in the year	16,749	240	0	16,989	(16,989)
Adjustment primarily involving the Employee Statutory Adjustment Account:					
Amount by which officer remuneration charged to the CIES on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(1,849)	16	0	(1,833)	1,833
Total Adjustments	(28,813)	817	249	(27,747)	27,747

2021/22	Usable Reserves				Unusable Reserves £000
	General Fund	Housing Revenue Account	Capital Usable Reserves	Total Usable Reserves	
	£000	£000	£000	£000	
Adjustments primarily involving the Capital Adjustment Account:					
Reversal of items charged to the CIES:					
Charges for depreciation of non-current assets	(17,097)	(1,775)	0	(18,872)	18,872
Charges for impairment of non-current assets	2,650	(61)	0	2,589	(2,589)
Movement in the fair value of Investment Properties	(46)	0	0	(46)	46
Amortisation of intangible assets	(1,790)	(26)	0	(1,816)	1,816
Capital grants and contributions applied	5,732	0	0	5,732	(5,732)
Amounts of non-current assets written off on disposal or sale as part of the gain / loss on disposal to the CIES	(4,363)	(607)	0	(4,970)	4,970
Capital repayment in respect of finance leases	57	0	0	57	(57)
Insertion of items not charged to the CIES:					
Statutory provision for the financing of capital investment (principal repayments)	2,889	808	0	3,697	(3,697)
Capital expenditure charged against the General Fund and HRA balances	1,285	3,763	0	5,048	(5,048)
Adjustments primarily involving the Capital Grants Unapplied Account:					
Capital grants and contributions unapplied credited to the CIES	0	0	834	834	(834)
Adjustments involving the Capital Fund:					
Use of Capital Fund to fund capital expenditure in the year	0	0	3,799	3,799	(3,799)
Adjustments primarily involving the Capital Receipts Reserve:					
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the CIES	739	21	0	760	(760)
Use of the Capital Receipts Reserve to finance new capital expenditure	0	0	1,637	1,637	(1,637)
Adjustments primarily involving the Pensions Reserve:					
Reversal of items relating to retirement benefits charged to the CIES	(41,361)	(673)	0	(42,034)	42,034
Employer’s pensions contributions and direct payments to pensioners payable in the year	15,244	223	0	15,467	(15,467)
Adjustment primarily involving the Employee Statutory Adjustment Account:					
Amount by which officer remuneration charged to the CIES on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	276	(18)	0	258	(258)
Total Adjustments	(35,785)	1,655	6,270	(27,860)	27,860

## Note 7: Transfers to / (from) Earmarked Reserves

This note sets out the amounts transferred to and from General Fund and Housing Revenue Account balances and other earmarked reserves to meet General Fund and Housing Revenue Account expenditure in 2022/23.

	Balance at 1 April 2022 £000	Transfers out £000	Transfers in £000	Balance at 31 March 2023 £000
General Fund Balance (unearmarked)	(23,844)	98,690	(90,189)	<b>(15,343)</b>
Unrealised Investment Gains (earmarked)	(132,385)	36,003	0	<b>(96,382)</b>
Equalisation Fund (unearmarked)	(25,494)	0	(2,037)	<b>(27,531)</b>
Revenue Spend to Save Fund	(1,705)	55	(136)	<b>(1,786)</b>
Council Tax Second Homes Receipts	(2,275)	63	(384)	<b>(2,596)</b>
Welfare Reform Fund	(330)	0	(26)	<b>(356)</b>
Hansel Funds	(199)	(15)	0	<b>(214)</b>
School Funds	(334)	(25)	0	<b>(359)</b>
Central Energy Efficiency Fund	(97)	30	(50)	<b>(117)</b>
Coastal Community Fund	(4,321)	1,487	0	<b>(2,834)</b>
Early Learning and Childcare (ELC)	(1,368)	222	0	<b>(1,146)</b>
Pupil Equity Funding (PEF)	(262)	0	(91)	<b>(353)</b>
Other Earmarked Reserves	(1,001)	1,001	(863)	<b>(863)</b>
Sustainable Transport	0	0	(36)	<b>(36)</b>
Local Investment Fund	(18,265)	0	(196)	<b>(18,461)</b>
<b>Total General Fund</b>	<b>(211,880)</b>	<b>137,511</b>	<b>(94,008)</b>	<b>(168,377)</b>
Capital Fund	(65,269)	288	(5,153)	<b>(70,134)</b>
Repairs & Renewals Fund	(36,577)	7,649	(2,923)	<b>(31,851)</b>
Housing Revenue Account	(20,116)	2,755	(1,607)	<b>(18,968)</b>
Harbour Reserve Fund	(91,659)	19,569	(23,568)	<b>(95,658)</b>
Insurance Fund	(4,028)	0	(572)	<b>(4,600)</b>
<b>Total Statutory Reserves</b>	<b>(217,649)</b>	<b>30,261</b>	<b>(33,823)</b>	<b>(221,211)</b>
<b>Total Usable Reserves</b>	<b>(429,529)</b>	<b>167,772</b>	<b>(127,831)</b>	<b>(389,588)</b>

### General Fund Reserves

Under the Local Government (Scotland) Act 1973, the Council is permitted to carry forward balances on the General Fund.

**General Fund Balance:** established to defray General Fund expenditure.

**Unrealised Investment Gains Reserve:** This element of the General Fund is earmarked and is not available to fund the delivery of services. It represents the difference between the fair value of investments at 31 March 2023 compared with their original cost. The net gain (increases less decreases) is 'unrealised' because the underlying investments have not been sold as at 31 March 2023. The amount of the unrealised gain that is earmarked are those gains that are not readily converted to cash, plus those unrealised gains that are

readily converted to cash but the Council does not consider it prudent to use to fund services.

**Equalisation Fund:** realised returns that exceed the long-term average rate of return that can be released in future years.

**Revenue Spend to Save Fund:** to fund savings initiatives upfront, to be repaid when a saving is realised.

**Council Tax Second Homes Receipts:** to fund affordable housing expenditure from receipts from second homes' Council Tax.

**Welfare Reform Fund:** to earmark income received from Government grants to fund initiatives relating to

Welfare Reform and the introduction of Universal Credit.

**Hansel Funds:** held for the benefit of residents in care establishments.

**School Funds:** to contribute to the good of the schools of Shetland or enhance educational or social activities for children.

**Central Energy Efficiency Fund:** to fund the reduction in energy consumption and carbon emissions.

**Coastal Community Fund:** to fund projects intended to improve the economic development of coastal communities.

**Early Learning and Childcare:** to fund the expansion of Early Learning and Childcare facilities.

**Pupil Equity Funding:** to help fund initiatives to raise attainment in schools.

**Other Earmarked Reserves:** earmarked balances from grant income received in advance.

**Local Investment Fund:** income from Shetland Development Trust for investment in local businesses and distributing any investment income to Shetland Charities.

## Other Statutory Reserves

The **Capital Fund** was established under the Local Government (Scotland) Act 1975. This fund may be used to defray certain items of capital expenditure and for the repayment of loan principals. It also incorporates funds established to facilitate the capital costs associated with implementing future savings plans; and the holding of capital grants and receipts to finance subsequent capital expenditure.

The **Repairs and Renewals Fund** was established under the provisions of the Local Government (Scotland) Act 1975 for the purpose of defraying expenditure in repairing, maintaining, replacing and renewing any buildings, works, plant, equipment or articles belonging to the Council. This now incorporates the former Quarry Repairs and Renewals Fund.

The **Housing Revenue Account** carries forward the accumulated surplus or deficit generated by the HRA each year. The fund is set aside to defray certain expenditure on the HRA, such as the future maintenance of housing stock.

The **Harbour Reserve Fund** was established under Section 67(i) of the Zetland County Council Act 1974. This Act empowers the Council to transfer to the fund surpluses arising on the Harbour Account. The fund may be used to defray certain expenditure on the harbour undertaking and for any other purpose that is solely in the interest of the County and its inhabitants. It now incorporates the former Harbour Contingency and Pilot Boat Renewal Funds.

The **Insurance Fund** may be used to make good loss or damage suffered by the Council as a result of an occurrence against the risk of which the Council can insure. It can also be used in paying premiums on a policy of insurance against the risk.

## Note 8: Other Operating Income and Expenditure

2021/22 £000		2022/23 £000
4,211	Losses on the disposal of non-current assets	2,497
<b>4,211</b>	<b>Total</b>	<b>2,497</b>

## Note 9: Financing and Investment Income and Expenditure

2021/22 £000		2022/23 £000
5,839	Interest payable and similar charges	5,343
0	Change in expected credit loss	(134)
(263)	Income and expenditure in relation to Investment properties	(263)
46	Changes in fair value of Investment Properties	163
5,087	Pensions interest cost and expected return on pensions assets	4,603
(3,212)	Interest receivable and similar income	(3,523)
(5,931)	Other investment income	(6,228)
(15,158)	Realised gains in relation to available for sale financial assets	(12,858)
21,978	Unrealised (gains)/losses in relation to available for sale	36,003
1,901	Losses arising from the derecognition of financial instruments	28
<b>10,287</b>	<b>Total</b>	<b>23,134</b>

## Note 10: Revenue from Contracts with Service Recipients

The Council has recognised £48.0m in 2022/23 (£50.0m in 2021/22) from contracts with service recipients. The Council exercises judgement in recognising income from service recipients. Income is recognised as performance obligations are satisfied. The Council typically satisfies its performance obligations as services are rendered, or on delivery of goods. Revenue is recognised as (or when) the performance obligation is met.

The below table details how the timing of satisfaction of performance obligations relates to the typical timing of payment. Income received in advance is mainly from rental income and course fees. Income received at the point of use is mainly from ferry fare income and canteen sales. Of the income received in arrears, 64% (59% 2021/22) on average was within the standard 30 day payment terms.

Timing of Payment	Average % 2021/22	Average % 2022/23
Paid at point of use	1.4%	2.1%
Paid in advance	14.1%	13.6%
Paid in arrears	84.5%	84.3%

Amounts included in the Comprehensive Income and Expenditure Statement for contracts with service recipients are detailed in the tables shown below. The Council determines that the categories used in disclosing debtor balances can be used to meet the objective of the disaggregation disclosure requirements of IFRS 15, which is to disaggregate revenue from contracts with customers into categories that depict how the nature, amount, timing and uncertainty of revenue and cash flows are affected by economic factors. The tables below illustrate the disaggregation disclosure by type of service recipient.



2022/23	Central Government	Other Local Authorities	NHS Bodies	Public Corporations and Trading Funds	Other Entities and Individuals	Total
	£000	£000	£000	£000	£000	£000
Agency Income	0	(85)	(26)	(467)	(1,190)	(1,768)
Care home fees	0	0	0	0	(1,050)	(1,050)
Course Fees	0	0	0	0	(8)	(8)
Other Income	(22)	(71)	(71)	(16)	(3,906)	(4,086)
Sale of materials / equipment	0	0	0	(1)	(1,802)	(1,803)
Sale of Meals	0	0	(3)	0	(972)	(975)
Transport Income	(87)	0	(15)	(17)	(2,067)	(2,186)
Waste disposal	(307)	(433)	(4)	(213)	(1,303)	(2,260)
<b>General Fund</b>	<b>(416)</b>	<b>(589)</b>	<b>(119)</b>	<b>(714)</b>	<b>(12,298)</b>	<b>(14,136)</b>
Dues	0	0	0	0	(1,798)	(1,798)
Jetty and Spur Booms Income	0	0	0	0	(2,394)	(2,394)
Other Income	0	0	0	0	(699)	(699)
Tanker Income	0	0	0	0	(21,411)	(21,411)
<b>Harbour Account</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(26,302)</b>	<b>(26,302)</b>
Rental Income	0	0	0	0	(7,313)	(7,313)
Other Income	0	0	0	0	(31)	(31)
<b>Housing Revenue Account</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(7,344)</b>	<b>(7,344)</b>
<b>Total</b>	<b>(416)</b>	<b>(589)</b>	<b>(119)</b>	<b>(714)</b>	<b>(45,944)</b>	<b>(47,782)</b>

2021/22	Central Government	Other Local Authorities	NHS Bodies	Public Corporations and Trading Funds	Other Entities and Individuals	Total
	£000	£000	£000	£000	£000	£000
Agency Income	0	(137)	(41)	(948)	(515)	(1,641)
Care home fees	0	0	0	0	(763)	(763)
Course Fees	(1)	(4)	0	0	(322)	(327)
Other Income	(156)	(187)	(74)	(21)	(3,250)	(3,688)
Sale of materials / equipment	(22)	0	0	0	(1,079)	(1,101)
Sale of Meals	0	0	0	0	(897)	(897)
Transport Income	(102)	(20)	(14)	(18)	(1,920)	(2,074)
Waste disposal	(189)	(257)	(28)	(204)	(1,190)	(1,868)
<b>General Fund</b>	<b>(470)</b>	<b>(605)</b>	<b>(157)</b>	<b>(1,191)</b>	<b>(9,936)</b>	<b>(12,359)</b>
Dues	0	0	0	0	(2,163)	(2,163)
Jetty and Spur Booms Income	0	0	0	0	(4,993)	(4,993)
Other Income	0	0	0	0	(558)	(558)
Tanker Income	0	0	0	0	(22,580)	(22,580)
<b>Harbour Account</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(30,294)</b>	<b>(30,294)</b>
Rental Income	0	0	0	0	(7,310)	(7,310)
Other Income	0	0	0	0	(32)	(32)
<b>Housing Revenue Account</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(7,342)</b>	<b>(7,342)</b>
<b>Total</b>	<b>(470)</b>	<b>(605)</b>	<b>(157)</b>	<b>(1,191)</b>	<b>(47,572)</b>	<b>(49,995)</b>

## Note 11: Grant Income

The Council credited the following grants, contributions and donations to the CIES in 2022/23:

2021/22 £000		2022/23 £000
	<b>Credited to Taxation and Non-Specific Grant Income</b>	
(61,795)	Revenue Support Grant	(47,153)
(26,690)	Non-domestic Rates	(35,322)
(10,286)	Council Tax	(10,254)
(5,732)	Capital Grants and Contributions	(7,436)
<b>(104,503)</b>	<b>Total</b>	<b>(100,165)</b>
	<b>Credited to Services</b>	
(10,784)	Support for Ferries	(17,496)
(3,220)	Scottish Government PFI Support	(3,237)
(3,085)	Housing Benefit funding	(3,057)
(3,363)	Expansion of early learning and childcare	(3,009)
(1,986)	Rural Care Model	(1,985)
(1,590)	Resource Transfer	(1,620)
(1,572)	Crown Estate	(1,608)
(1,006)	Energy grants	(981)
(381)	Employability funding	(586)
(342)	NHS grants	(426)
(270)	Educational attainment / Pupil equity funding	(414)
(351)	Criminal Justice grant	(364)
0	Islands Programme	(341)
0	Islands Emergency Cost Crisis Fund	(243)
0	UK Shared Prosperity Fund	(238)
0	Support for Ukrainian Displaced Persons	(194)
(192)	Active Schools funding	(192)
(124)	Place Based Investment Programme	(108)
(74)	Empowering Communities	(108)
(101)	Education Maintenance Allowance funding	(101)
0	Young People Mental Health Wellbeing	(84)
(53)	Youth Music funding	(72)
(2,285)	Grants for Economic Development	(71)
0	Active Travel	(64)
(19)	Shetland Energy Hub	(62)
(101)	Electric Vehicle funding	(60)
(1,070)	Other grants and contributions	(54)
(240)	Promise Funding	(40)
(48)	Sports Development and Facilities funding	(32)
(29)	Bikeability	(26)
(96)	Department of Work and Pensions funding	(20)
0	Transport Grants	(12)
(2,341)	COVID-19 Grants	0
(931)	FE and HE funding	0
<b>(35,654)</b>	<b>Total</b>	<b>(36,905)</b>
<b>0</b>	<b>Value of grants received in advance not recognised</b>	<b>(212)</b>

## Note 12: Unusable Reserves

### Reconciliation of Unusable Funds to the Balance Sheet

2021/22 £000		2022/23 £000
(150,317)	Revaluation Reserve	(172,246)
161,939	Pensions Reserve	(2,958)
(275,467)	Capital Adjustment Account	(276,479)
3,496	Employee Statutory Adjustment Account	5,329
<b>(260,349)</b>	<b>Total Unusable Reserves</b>	<b>(446,354)</b>

### Revaluation Reserve

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

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

The Revaluation 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.

2021/22 £000		2022/23 £000
<b>(133,054)</b>	<b>Opening balance</b>	<b>(150,317)</b>
(21,297)	(Surplus) or deficit on revaluation of non-current assets not posted to the CIES	(26,767)
	<b>Amounts written off to the Capital Adjustment Account:</b>	
4,069	Difference between fair value depreciation and historical cost depreciation	4,750
165	Assets sold or scrapped	108
(200)	Decommissioning Obligation provision	(20)
<b>(150,317)</b>	<b>Closing balance</b>	<b>(172,246)</b>

### 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 CIES as the benefits earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions, and investment returns on any resources set aside to meet the costs.

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

2021/22 £000		2022/23 £000
<b>243,842</b>	<b>Opening balance</b>	<b>161,939</b>
(108,470)	Actuarial (gains) and losses on pensions assets and liabilities	(186,872)
42,034	Reversal of items relating to retirement benefits debited or credited to the Deficit on the Provision of Services in the CIES	38,964
(15,467)	Employer's pensions contributions and direct payments to pensioners payable in the year	(16,989)
<b>161,939</b>	<b>Closing balance</b>	<b>(2,958)</b>

## Capital Adjustment Account

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

The Account contains accumulated gains and losses on investment properties, gains recognised on donated assets that have yet to be consumed by the Council, and revaluation gains accumulated on property, plant and equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains.

2021/22 £000		2022/23 £000
<b>(272,682)</b>	<b>Opening balance</b>	<b>(275,467)</b>
	<b>Reversal of items relating to capital expenditure debited or credited to the CIES:</b>	
18,872	Charges for depreciation of non-current assets	18,449
(2,589)	Charges for revaluation gains/losses of non-current assets	(2,557)
46	Movement in the fair value of Investment Properties	(163)
1,816	Amortisation of intangible assets	2,315
(57)	Repayment of capital on finance leases	(59)
(1,260)	Repayment of capital on PFI contract	(1,332)
4,970	Amounts of Non-Current assets written off on disposal or sale as part of the gain / loss on disposal to the CIES	2,524
(4,234)	Adjustment amounts written out of the Revaluation Reserve	(4,858)
	<b>Capital financing applied in the year:</b>	
(2,397)	Use of the Capital Receipts Reserve to finance new capital expenditure	(291)
(5,732)	Capital grants and contributions credited to the CIES that have been applied to capital	(7,436)
(834)	Application of grants to capital financing from the Capital Grants Unapplied Account	15
(2,437)	Statutory provision for the financing of capital investment charged against the General Fund and HRA balances	(2,434)
(5,048)	Capital expenditure charged against the General Fund and HRA balances	(5,092)
(3,901)	Capital Fund / Other Reserves	(93)
<b>(275,467)</b>	<b>Closing balance</b>	<b>(276,479)</b>

## Employee Statutory Adjustment Account

This 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.

2021/22 £000		2022/23 £000
<b>3,754</b>	<b>Opening balance</b>	<b>3,496</b>
(3,754)	Settlement or cancellation of accrual made at the end of the preceding year	(3,496)
3,496	Amounts accrued at the end of the current year	5,329
<b>3,496</b>	<b>Closing balance</b>	<b>5,329</b>

## Note 13: Property, Plant and Equipment

The Scottish Government on 29 August 2022 issued Local Government Finance Circular 9/2022 providing local authorities with temporary statutory override to the CIPFA/LASAAC Accounting Code of Practice requirements on areas of the accounting and disclosure of infrastructure assets for 2022/23. The following tables reflect that guidance, with Note 39, detailing the accounting policy applied. Gross historic cost and accumulated depreciation have not been disclosed.

## Note 13: Property, Plant and Equipment

Movements in 2022/23	Council Dwellings £000	Other Land & Buildings £000	Vehicles, Furniture, Plant & Equipment £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total Property, Plant and Equipment £000	PFI Assets included in Total £000
<b>Cost or Valuation</b>								
<b>Opening Balance at 1 April 2022</b>	<b>73,552</b>	<b>241,234</b>	<b>66,828</b>	<b>7,459</b>	<b>2,671</b>	<b>3,374</b>	<b>395,118</b>	<b>41,968</b>
Additions	3,681	1,273	3,270	31		4,671	12,926	0
Revaluation increases recognised in the Revaluation Reserve	(125)	12,645	0	6,066	258	0	18,844	8,701
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(138)	1,452	0	0	0	0	1,314	1,682
Derecognition – disposals	0	(124)	(43)	(9)	(22)	(24)	(222)	0
Derecognition – other	(1,591)	(371)	(351)	0	0	0	(2,313)	0
Other movements in cost or valuation	345	12	912	0	181	(1,539)	(89)	0
<b>Closing Balance at 31 March 2023</b>	<b>75,724</b>	<b>256,121</b>	<b>70,616</b>	<b>13,547</b>	<b>3,088</b>	<b>6,482</b>	<b>425,578</b>	<b>52,351</b>
<b>Depreciation and Impairment</b>								
<b>Opening Balance at 1 April 2022</b>	<b>(4,352)</b>	<b>(1,977)</b>	<b>(30,478)</b>	<b>0</b>	<b>(87)</b>	<b>0</b>	<b>(36,894)</b>	<b>0</b>
Depreciation charge	(1,762)	(8,104)	(3,882)	0	(57)	0	(13,805)	(1,340)
Depreciation written out to the Revaluation Reserve	14	1,918	0	0	11	0	1,943	0
Depreciation written out to the Surplus/ Deficit on the Provision of Services	0	1,479	0	0	0	0	1,479	1,340
Derecognition – disposals	0	7	39	0	14	0	60	0
Derecognition – other	0	0	0	0	0	0	0	0
Other movements in depreciation or impairment	(14)	(7)	0	0	21	0	0	0
<b>Closing Balance at 31 March 2023</b>	<b>(6,114)</b>	<b>(6,684)</b>	<b>(34,321)</b>	<b>0</b>	<b>(98)</b>	<b>0</b>	<b>(47,217)</b>	<b>0</b>
<b>Net Book Value as at 31 March 2023</b>	<b>69,610</b>	<b>249,437</b>	<b>36,295</b>	<b>13,547</b>	<b>2,990</b>	<b>6,482</b>	<b>378,361</b>	<b>52,351</b>
<b>Net Book Value as at 31 March 2022</b>	<b>69,200</b>	<b>239,257</b>	<b>36,350</b>	<b>7,459</b>	<b>2,584</b>	<b>3,374</b>	<b>358,224</b>	<b>41,968</b>

Movements in 2021/22	Council Dwellings £000	Other Land & Buildings £000	Vehicles, Furniture, Plant & Equipment £000	Community Assets £000	Surplus Assets £000	Assets Under Construction £000	Total Property, Plant and Equipment £000	PFI Assets included in Total (restated) £000
<b>Cost or Valuation</b>								
<b>Opening Balance at 1 April 2021</b>	<b>70,319</b>	<b>244,757</b>	<b>63,920</b>	<b>7,470</b>	<b>2,202</b>	<b>10,730</b>	<b>399,398</b>	<b>46,023</b>
Additions	3,739	2,201	3,734	0	0	5,842	15,516	0
Revaluation increases recognised in the Revaluation Reserve	5	(4,809)	0	0	(37)	0	(4,841)	(685)
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(61)	(3,961)	0	0	1	0	(4,021)	(3,370)
Derecognition – disposals	(2)	(69)	(1,585)	(11)	(2)	(1)	(1,670)	0
Derecognition – other	(524)	(2,846)	(427)	0	0	0	(3,797)	0
Assets reclassified (to) / from Assets Held for Sale	0	0	0	0	0	0	0	0
Other movements in cost or valuation	76	5,961	1,186	0	507	(13,197)	(5,467)	0
<b>Closing Balance at 31 March 2022</b>	<b>73,552</b>	<b>241,234</b>	<b>66,828</b>	<b>7,459</b>	<b>2,671</b>	<b>3,374</b>	<b>395,118</b>	<b>41,968</b>
<b>Depreciation and Impairment</b>								
<b>Opening Balance at 1 April 2021</b>	<b>(2,666)</b>	<b>(15,110)</b>	<b>(27,057)</b>	<b>0</b>	<b>(40)</b>	<b>0</b>	<b>(44,873)</b>	<b>(4,484)</b>
Depreciation charge	(1,682)	(8,035)	(4,611)	0	(51)	0	(14,379)	(1,285)
Depreciation written out to the Revaluation Reserve	0	14,422	0	0	0	0	14,422	0
Depreciation written out to the Surplus/ Deficit on the Provision of Services	0	6,733	0	0	0	0	6,733	5,769
Derecognition – disposals	0	12	1,220	0	1	0	1,233	0
Derecognition – other	0	0	0	0	0	0	0	0
Other movements in depreciation or impairment	(4)	1	(30)	0	3	0	(30)	0
<b>Closing Balance at 31 March 2022</b>	<b>(4,352)</b>	<b>(1,977)</b>	<b>(30,478)</b>	<b>0</b>	<b>(87)</b>	<b>0</b>	<b>(36,894)</b>	<b>-</b>
<b>Net Book Value as at 31 March 2022</b>	<b>69,200</b>	<b>239,257</b>	<b>36,350</b>	<b>7,459</b>	<b>2,584</b>	<b>3,374</b>	<b>358,224</b>	<b>41,968</b>
<b>Net Book Value as at 31 March 2021</b>	<b>67,653</b>	<b>229,646</b>	<b>36,863</b>	<b>7,470</b>	<b>2,161</b>	<b>10,730</b>	<b>354,523</b>	<b>41,539</b>

PFI Assets has been restated to reflect the valuation uplift which was applied to the PFI asset in 2021/22, but was not correctly disclosed.



2021/22 £000	Infrastructure Assets	2022/23 £000
107,331	<b>Net Book Value at 1 April</b>	110,301
7,418	Expenditure	1,993
(4,448)	Depreciation charge	(4,633)
110,301	<b>Infrastructure Assets Closing Net Book Value</b>	107,661
358,224	Other PPE Assets (see table above)	378,361
468,525	<b>Total PPE Assets</b>	486,022

## Capital Commitments

At 31 March 2023 the Council had entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in future years, budgeted to cost £8.3m. Similar commitments at 31 March 2022 were £5m. Major projects are detailed in the table below.

Major commitments at 31 March 2023	£m
Structural Remediation Works	2.488
Terminal Life Extension Works	1.447
Housing Quality Standard	1.364
Knab Site Redevelopment	1.341

## Revaluations

The Council carries out a rolling programme that ensures that all Property, Plant and Equipment required to be measured at fair value is revalued at least every five years. All valuations in the year were carried out internally. Valuations of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

Surplus Assets were valued using fair value in accordance with the Code. Valuations of vehicles, plant, furniture and equipment are based on current prices where there is an active second-hand market or latest list prices adjusted for the condition of the asset.

The significant assumptions applied in estimating the fair values are:

- the valuations are based on existing records, the accuracy of which could not be guaranteed and no inspection was undertaken. No liability can be held for any inaccuracies/errors arising as a result;
- where not part of a leasing arrangement, the property is feuhold and owned outright by the

Council, with no burdens or encumbrances on the title;

- that no high alumina cement, concrete or calcium chloride addition or other potentially deleterious material was used in the construction of the properties, and that none has been subsequently incorporated;
- that the property is not subject to any unusual or especially onerous restrictions, encumbrances, or outgoing and that good title can be demonstrated;
- that the property and its values are unaffected by any matters which would be revealed by a local search or inspection of any register and the use and occupation are both lawful;
- that inspection of those parts which have not been inspected would not cause the valuation to be altered;
- that the land and properties are not contaminated;
- that no statutory or other grants are available to carry out any improvements or repairs;
- that there are no outstanding Statutory Notices affecting any of the properties;
- that no account has been made of any debt liability held against the property valued;
- that no structural surveys of the properties have been made nor have the service installations been tested;
- that the value of plant and machinery has not been included in the valuation except to the extent that it forms part of the building services installations; and
- the valuations are exclusive of VAT and any other tax, which may arise on disposal.

The following table shows useful lives which have been used in the calculation of depreciation and also details of revaluation programmes. The basis of valuation is set out in Note 39: Accounting Policies.

Category of Asset	Useful Life	Average Useful Life	Valuer	Basis of Valuation	Date of last full valuation
Council Dwellings	30 years	30 years	Asset Services Manager	Existing Use Value for Social Housing	31 March 2019
Other Land and Buildings (including PFI Assets)	1-105 years	27 years	Asset Services Manager	Existing Use Value or Depreciated Replacement Cost (for specialised operational properties)	31 March 2019-23 across 5 Year Rolling Programme
Vehicles, Furniture, Plant & Equipment	1-40 years	7 years	Operational Manager	Existing Use Value	31 March 2021
Infrastructure Assets	5-60 years	28 years	n/a	Depreciated Historical Cost	n/a
Community Assets	Indefinite life	Indefinite life	n/a	Historical Cost	n/a
Surplus Assets	1-40 years	21 years	Asset Services Manager	Fair Value (estimated at highest and best use)	31 March 2019-23 across 5 Year Rolling Programme
Assets Under Construction	n/a	n/a	n/a	Historical Cost	n/a

## Note 14: Investment Properties

During 2019/20 the Council purchased property interests in the Greenhead Base in Lerwick which are classified and accounted for as Investment Property. The property is considered an investment property as there is no specific service need for the Council to occupy it and is rented for investment purposes.

The following items of income and expense relating to the Greenhead Base have been accounted for in the financing and investment income and expenditure line in the CIES:

2021/22 £000		2022/23 £000
(349)	Rental income from investment property	(349)
86	Direct operating expenses arising from investment property	86
<b>(263)</b>	<b>Net Gain</b>	<b>(263)</b>

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

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

2021/22 £000		2022/23 £000
<b>1,724</b>	<b>Opening balance at 1 April</b>	<b>1,678</b>
(46)	Net gains/(losses) from fair value adjustments	(163)
<b>1,678</b>	<b>Closing balance at 31 March</b>	<b>1,515</b>

### Fair Value Hierarchy

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

Recurring fair value measurements using:	Other Significant observable inputs (Level 3)	
	2021/22 £000	2022/23 £000
Commercial Units	1,678	1,515
<b>Total</b>	<b>1,678</b>	<b>1,515</b>

### Valuation techniques used to determine Level 3 fair values for investment properties

The fair value of the Council's investment property is measured annually at 31st March based on rental incomes. The rental incomes relate to commercial properties which are bound into lease agreements and index linked, not driven by market forces at review. The industry sector using this property is stable providing logistics and downstream services to the oil, gas, exploration, fishing and aquaculture sectors. Therefore the Council's investment property are categorised as Level 3 in the fair value hierarchy as the level of unobservable inputs are significant.

All valuations are carried out internally, in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. The Council's valuation experts work closely with finance officers reporting directly to the chief financial officer on a regular basis regarding all valuation matters.

## Note 15: Heritage Assets

Net Value 2022/23	Historic Buildings £000	Museum Collection £000	Total Assets £000
<b>Opening Balance at 1 April 2022</b>	<b>1,354</b>	<b>3,058</b>	<b>4,412</b>
Revaluation Increases / (Decreases)	0	0	<b>0</b>
Depreciation	(11)	0	<b>(11)</b>
<b>Closing Balance at 31 March 2023</b>	<b>1,343</b>	<b>3,058</b>	<b>4,401</b>

Net Value 2021/22	Historic Buildings £000	Museum Collection £000	Total Assets £000
<b>Opening Balance at 1 April 2021</b>	<b>1,529</b>	<b>3,058</b>	<b>4,587</b>
Revaluation Increases / (Decreases)	(245)	0	<b>(245)</b>
Depreciation	70	0	<b>70</b>
<b>Closing Balance at 31 March 2022</b>	<b>1,354</b>	<b>3,058</b>	<b>4,412</b>

There were no additions, disposals or impairments during 2022/23.

### Historic Buildings

The two historic buildings classified as heritage assets are the Dunrossness Crofthouse Museum and the Bod of Gremista.

The Dunrossness Crofthouse Museum is a restored 19<sup>th</sup> century crofthouse with thatched roof, outbuildings and a watermill. The property is open for public viewing during the months of May to September.

The Bod of Gremista is a two storey rectangular house built around 1790 to provide family accommodation and a store for fishing and fish curing activities. The property houses the Shetland Textile Museum and is open to the public from May to September.

The useful economic life of the Crofthouse Museum and the Bod of Gremista is 110 years.

## Museum Collection

The Council's museum collections are on display at the Shetland Museum and Archives, open to the public all year. They are managed and curated by the Shetland Amenity Trust and any additions to the collection are treated as donated assets to the Council.

## Note 16: Intangible Assets

The intangible assets disclosed on the Balance Sheet include fishing quota, fishing licences and software.

A fishing quota is the right to fish species over a defined period, usually one year. Quotas are held by Government and distributed to the fishing industry through Producer Organisations. The Fishing Quota was originally purchased by the Shetland Development Trust to enable long-term access to a strategically important resource. The quota was transferred to the Council on 31 December 2014 as part of the wind-up of the Shetland Development Trust. The market value at 31 March 2023 is £46.9m (£43.0m in 2021/22). This is amortised on a straight-line basis over a 20 year period. The carrying amount that would have been recognised had the fishing quota been measured after recognition using the cost model would be £12.6m (£13.3m in 2021/22).

Software is accounted for to the extent that it is not an integral part of a particular IT system, rather part of the hardware item of property, plant and equipment. All software is given a finite useful life, based on assessments of the period that the software is expected to be of use to the Council.

The carrying amount of intangible assets is amortised on a straight-line basis. Amortisation of £2.3m was charged directly to the Net Cost of Services in the CIES for 2022/23 (£1.8m in 2021/22).

There are no items of capitalised software that are individually material to the financial statements and there are no outstanding contractual commitments for the acquisition of intangible assets.

As at 31 March 2022 £000		As at 31 March 2023 £000
	<b>Cost or Valuation</b>	
<b>35,617</b>	<b>Opening Balance</b>	<b>45,680</b>
49	Additions	149
10,110	Revaluation increases recognised in the Revaluation Reserve	3,920
(96)	Derecognition - disposals	(169)
<b>45,680</b>	<b>Closing Balance</b>	<b>49,580</b>
	<b>Depreciation and Impairment</b>	
<b>(1,885)</b>	<b>Opening Balance</b>	<b>(2,057)</b>
(1,816)	Amortisation charge	(2,315)
1,644	Amortisation written out to the Revaluation Reserve	2,149
0	Derecognition - disposals	127
<b>(2,057)</b>	<b>Closing Balance</b>	<b>(2,096)</b>
<b>43,623</b>	<b>Net Book Value</b>	<b>47,484</b>

## Note 17: Private Finance Initiatives and Similar Contracts

### Anderson High School contract

The contract specifies minimum standards for the services to be provided by the contractor, with deductions from the fee payable being made if facilities are unavailable or performance is below the minimum standards.

The contractor took on the obligation to construct the school and maintain it in a minimum acceptable condition and to procure and maintain the plant and equipment needed to operate the school.

The buildings and any plant and equipment installed in them at the end of the contract will be transferred to Shetland Islands Council for nil consideration. The Council only has rights to terminate the contract if it compensates the contractor in full for costs incurred and future profits that would have been generated over the remaining term of the contract.

### Property, Plant and Equipment

The assets used to provide services at the school are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in Note 13: Property, Plant and Equipment.

### Payments

The Council makes an agreed payment each year, which is adjusted each year by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year, but which is otherwise fixed. Payments remaining to be made under the contract at 31 March 2023 (excluding any estimation of inflation and availability / performance deductions) are as follows:

	Payment for Services £000	Reimbursement of Capital £000	Interest £000	Contingent Rent	Total £000
Payable in 2023/24	306	1,473	1,969	234	<b>3,982</b>
Payable within 2 to 5 years	2,569	5,701	7,140	224	<b>15,634</b>
Payable within 6 to 10 years	3,325	9,158	7,070	510	<b>20,063</b>
Payable within 11 to 15 years	6,032	10,406	4,516	(267)	<b>20,687</b>
Payable within 16 to 20 years	4,555	12,481	1,493	441	<b>18,970</b>
<b>Total</b>	<b>16,787</b>	<b>39,219</b>	<b>22,188</b>	<b>1,142</b>	<b>79,336</b>

Although the payments made to the contractor are described as unitary payments, they have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred and interest payable while the capital expenditure remains to be reimbursed.

The liability outstanding to be paid to the contractor for capital expenditure incurred is as follows:

	2021/22 £000	2022/23 £000
<b>Opening balance</b>	<b>41,810</b>	<b>40,551</b>
Capital payments incurred in the year	(1,259)	(1,332)
<b>Closing balance</b>	<b>40,551</b>	<b>39,219</b>

## Note 18: Financial Instruments

### Categories of Financial Instruments

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

Financial Assets	Investments				Debtors				As at 31 March 2023
	As at 31 March 2022		As at 31 March 2023		As at 31 March 2022		As at 31 March 2023		
	Long- Term £000	Current £000	Long- Term £000	Current £000	Long- Term £000	Current £000	Long- Term £000	Current £000	Total £000
Fair value through profit or loss	411,438	0	376,787	0	0	0	0	0	376,787
Amortised cost	0	0	0	0	965	139	965	117	1,082
Total Financial Assets	411,438	0	376,787	0	965	139	965	117	377,869

	Borrowings / Other Long Term Liabilities				Creditors				As at 31 March 2023
	As at 31 March 2022		As at 31 March 2023		As at 31 March 2022		As at 31 March 2023		
	Long- Term £000	Current £000	Long- Term £000	Current £000	Long- Term £000	Current £000	Long- Term £000	Current £000	Total £000
Amortised cost	(88,291)	(1,360)	(86,794)	(1,496)	(1,033)	(59)	(973)	(60)	(89,323)
Total Financial	(88,291)	(1,360)	(86,794)	(1,496)	(1,033)	(59)	(973)	(60)	(89,323)

## Income, expense, gains and losses

	2021/22	2022/23
	Surplus or Deficit on the Provision of Services £000	Surplus or Deficit on the Provision of Services £000
<b>Net (gains)/losses on:</b>		
Financial assets measured at fair value through profit or loss	8,721	23,145
<b>Total net gains/losses</b>	<b>8,721</b>	<b>23,145</b>
<b>Interest revenue:</b>		
Financial assets measured at amortised cost	(9,106)	(9,751)
<b>Total interest revenue</b>	<b>(9,106)</b>	<b>(9,751)</b>
Interest expense	3,856	3,842
Impairment Loss	171	(106)
<b>Total interest expense</b>	<b>4,027</b>	<b>3,736</b>
<b>Fee income:</b>		
Financial assets or financial liabilities that are not at fair value through profit or loss	(37)	0
<b>Total fee income</b>	<b>(37)</b>	<b>0</b>
<b>Fee expense:</b>		
Financial assets at fair value through profit or loss - Fee Expense	1,680	1,374
Financial assets measured at amortised cost	132	127
<b>Total fee expense</b>	<b>1,812</b>	<b>1,501</b>

There were losses on available-for-sale financial assets on revaluation of £23.1m as at 31 March 2023 (losses of £8.7m at 31 March 2022).

## Fair Values of Assets and Liabilities

Financial liabilities and assets represented by loans, receivables and long-term debtors and creditors are carried in the Balance Sheet at amortised cost. Their 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.

In terms of the fair value measurement hierarchy, financial instruments measured at fair value are considered to be Level 1 – quoted prices (unadjusted) in active markets for identical assets or liabilities that can be accessed at the measurement date.

The Fair Value calculations have been made using the following assumptions and are shown in the table below:

- no early repayment or impairment is recognised;
- where an instrument will mature in the next 12 months, the carrying amount is assumed to approximate to fair value; and
- the fair value of trade and other receivables is taken to be the invoiced or billed amount.

As at 31 March 2022			As at 31 March 2023	
Carrying Amount £000	Fair Value £000		Carrying Amount £000	Fair Value £000
1,104	1,104	Loans and receivables	1,082	1,082
(90,743)	(102,043)	Financial liabilities at amortised cost	(89,323)	(89,423)



Available for Sale assets and assets and liabilities at fair value through profit or loss are carried in the Balance Sheet at their fair value. These fair values are considered to be Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly. Market conditions are such that similar assets are actively sold and the level of observable inputs are significant, leading to this classification. Short-term debtors and creditors are carried at cost as this is a fair approximation of their value.

## Note 19: Nature and Extent of Risks arising from Financial Instruments

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

- 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; and
- Market risk – the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates and stock market movements.

The Council's overall risk management focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the resources available to fund services. Risk management is carried out by the Treasury Section, under policies approved by the Council in the Annual Investment and Treasury Strategy Statement.

### Credit Risk

Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to the Council's customers. The Council's credit risk management practices are set out and minimised through the Treasury Management Strategy & Annual Investment Strategy report.

### Credit Risk Management Practices

The Council has a policy of lending to local businesses to maximise the benefit to the Shetland economy. Lending assists in sustainable economic growth with good employment opportunities, making Shetland a good place to live and work. In pursuing this policy, the Shetland Investment Fund was established on 18 April 2016 to provide a sustainable lending service of up to £15.0m.

As at 31 March 2023, £0.5m of this balance was loaned to local businesses, leaving £14.5m available for future lending.

As at 31 March 2022 £000	Shetland Investment Fund	As at 31 March 2023 £000
139	Less than 1 year	115
476	2-5 years	336
11	6-10 years	6
<b>626</b>	<b>Total</b>	<b>457</b>

The majority of Shetland Investment Fund lending is secured against assets, minimising the risk of default. External factors such as inflation and rising material prices continue to have an impact on local businesses, with uncertainty anticipated in the future, in light of this an impairment loss of £28k has been established using the probability of default approach as per IFRS 9.

### Trade Receivables

A simplified approach as per IFRS 9 has been used to determine the impairment loss based on lifetime expected credit losses. A provision matrix has been used to calculate the impairment based on the number of days the receivable is past due, assessed on the basis of historical experience adjusted to reflect current conditions and forecasts of future conditions.

### Amounts Arising from Expected Credit Losses

The changes in the loss allowance for Trade Receivables during the year are as follows:

Lifetime expected credit losses - simplified approach	2021/22 £000	2022/23 £000
<b>Balance at 1 April</b>	<b>(658)</b>	<b>(829)</b>
Other Changes	(171)	111
Amounts written off	0	23
<b>Balance at 31 March</b>	<b>(829)</b>	<b>(695)</b>

### Liquidity Risk

The Council has external investments with Fund Managers amounting to £377m (£415.2m 2021/22) at 31 March 2023. The Council has ready access to these funds to ensure that cash is available as needed, so there is no significant risk that it will be unable to meet its commitments under financial instruments. Instead,

the risk is that the Council will be bound to sell external investments at a time of unfavourable market conditions.

The Council has ready access to borrowings from the money markets and the Public Works Loan Board. At 31 March 2023 the Council had fixed rate borrowings amounting to £49m from the Public Loan Board. The balance of £0.1m external borrowing is 0% finance for energy efficiency improvement projects.

The maturity analysis of the sums borrowed is as follows:

As at 31 March 2022 £000	Borrowing	As at 31 March 2023 £000
22,100	Less than 10 years	26,072
15,000	10-20 years	11,000
7,000	20-30 years	7,000
5,000	Over 40 years	5,000
<b>49,100</b>	<b>Total</b>	<b>49,072</b>

## Market Risk

### Interest Rate Risk

The Council is exposed to risk in terms of its exposure to interest rate movements on its borrowings and investments.

The Council's investment strategy aims to manage interest rate risk within the Council's investments by having various investment portfolios managed by external Fund Managers.

The investment portfolios are also separated into different asset classes to minimise the overall exposure to interest rate movements. The entire investment portfolio is held in unitised funds which increases diversification.

As at 31 March 2023 the composition of these funds was diversified between the following asset classes:

- UK Equities;
- Overseas Equities;
- Diversified Growth Fund;
- Emerging Market Equities;
- Direct Lending; and
- Cash.

Not all of the General Fund reserves are held in a way that can be quickly converted to cash. There is no

short-term risk associated with how the money is held but if the Council has a need to make a significant and unplanned draw on reserves, it may need to borrow to secure the cash required. This issue will be addressed in detail in the financial planning process.

The largest investment exposure is to Global Equities, and a risk assessment of a general shift of +/-1% in Global Equities would have resulted in a gain or loss in the region of £1.8m for 2022/23 (£2.2m for 2021/22). This sensitivity was compiled using figures from Fund Managers' quarterly figures, consistent with Note 18: Financial Instruments.

At 31 March 2023, the Council had external fixed rate borrowing amounting to £49.1m and no variable rate borrowing. Borrowings are not valued at fair value, 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.

The Council uses the services of Link Asset Services to advise on any borrowing requirements, including associated interest rate risks.

### Price Risk

The Council had £377m (£415.2m 2021/22) of investments as at 31 March 2023 in the form of equity, diversified growth fund, direct loans and cash held within unitised products. The Council is consequently exposed to losses arising from movement in the price of these investment categories.

The Council's investment strategy reduces its exposure to price movements by diversifying its investment portfolio through the use of external Fund Managers, asset classes, investment guidelines and benchmarks. The Council's external investments are all classified as 'available for sale' meaning that all movements in price will impact on gains and losses recognised in the CIES. A general shift of 5% in the general price of shares (positive or negative) would have resulted in a £12.2m gain or loss being recognised in the CIES for 2022/23.

### Foreign Exchange Risk

The Council has £205m (£231.8m 2021/22) invested in overseas equities held within unitised products which are denominated in foreign currencies. The exposure to risk of loss in adverse movements in exchange rates is greatly reduced through the use of currency hedging strategies to specifically negate any currency movement impact.

## Note 20: Cash and Cash Equivalents

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

As at 31 March 2022 £000		As at 31 March 2023 £000
32	Cash held by the Council	54
16,630	Bank current accounts	9,050
3,774	Cash equivalents	9
<b>20,436</b>	<b>Total</b>	<b>9,113</b>

## Note 21: Assets Held for Sale

2021/22 £000		2022/23 £000
<b>329</b>	<b>Opening balance</b>	<b>82</b>
	<b>Assets newly classified as held for sale:</b>	
0	Property, plant and equipment	1
	<b>Assets declassified as held for sale:</b>	
(247)	<b>Assets sold</b>	0
<b>82</b>	<b>Closing balance</b>	<b>83</b>

## Note 22: Long-term Debtors

As at 31 March 2022 £000		As at 31 March 2023 £000
393	Sub Debt Investment	388
487	Development loans	342
85	Other long-term debtors	235
<b>965</b>	<b>Total</b>	<b>965</b>

## Note 23a: Short-term Debtors

As at 31 March 2022 £000		As at 31 March 2023 £000
4,171	Central Government Bodies	6,764
224	Other Local Authorities	64
3,192	NHS Bodies	1,168
1,155	Public Corporations and Trading Funds	1,173
11,029	Other Entities and Individuals	10,281
<b>19,771</b>	<b>Total</b>	<b>19,450</b>

## Note 23b: Debtors for Local Taxation

### Council Tax

As at 31 March 2022 £000		As at 31 March 2023 £000
426	1 year	337
712	2 to 5 years	746
177	More than 5 years	214
<b>1,315</b>	<b>Total</b>	<b>1,297</b>

### NDR

As at 31 March 2022 £000		As at 31 March 2023 £000
161	1 year	317
138	2 to 5 years	178
36	More than 5 years	34
<b>335</b>	<b>Total</b>	<b>529</b>

### Movements in impairment allowance

The Council has made an allowance for bad and doubtful debts. Debtor figures in the Balance Sheet are shown net of this allowance. The movement of the expected credit loss on the Council's Trade Receivables is shown in Note 19: Nature and Extent of Risks arising from Financial Instruments.

## Note 24: Short-term Creditors

As at 31 March 2022 £000		As at 31 March 2023 £000
(10,518)	Central Government Bodies	(3,928)
(4,576)	Other Local Authorities	(1,705)
(1,101)	NHS Bodies	(2,768)
(1,057)	Public Corporations and Trading Funds	(710)
(16,922)	Other Entities and Individuals	(20,445)
<b>(34,174)</b>	<b>Total</b>	<b>(29,556)</b>

## Note 25: Inventories

	Ports & Harbours		Infrastructure		ICT Equipment		Total	
	2021/22 £000	2022/23 £000	2021/22 £000	2022/23 £000	2021/22 £000	2022/23 £000	2021/22 £000	2022/23 £000
<b>Balance at 1 April</b>	<b>3,201</b>	<b>3,173</b>	<b>1,723</b>	<b>1,904</b>	<b>189</b>	<b>171</b>	<b>5,113</b>	<b>5,248</b>
Purchases	600	656	3,041	3,580	126	359	3,767	4,595
Recognised as an expense in the year	(600)	(570)	(2,851)	(3,380)	(106)	(306)	(3,557)	(4,256)
Balances written off	(28)	0	(9)	(16)	(38)	0	(75)	(16)
<b>Balance at 31 March</b>	<b>3,173</b>	<b>3,259</b>	<b>1,904</b>	<b>2,088</b>	<b>171</b>	<b>224</b>	<b>5,248</b>	<b>5,571</b>

Inventories include consumable stores, maintenance materials, building services (work-in-progress, property acquired or constructed for sale) and items of ICT equipment.

## Note 26: Provisions

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

There are two classes of provision – short and long term. The Council recognises one long-term provision – asset decommissioning.

Provisions for asset decommissioning costs reflect the Council's liability for restoration and ongoing maintenance in respect of the landfill site operated by the Council. These have been provided for based on the net present value of estimated future costs, which is expected to be incurred between 2023 and 2028.

Long-term Provisions	Decommissioning £000	Total £000
<b>Balance at 1 April 2022</b>	<b>(649)</b>	<b>(649)</b>
Additional provisions made in 2022/23	(35)	(35)
Unwinding of discounting in 2022/23	(77)	(77)
Transfer to Short-term Provisions	(61)	(61)
<b>Balance at 31 March 2023</b>	<b>(822)</b>	<b>(822)</b>

Short-term Provisions	Decommissioning £000	Other Provisions £000	Total £000
<b>Balance at 1 April 2022</b>	<b>(214)</b>	<b>0</b>	<b>(214)</b>
Amounts used in 2022/23	0	(50)	(50)
Unused amounts reversed in 2022/23	153	0	153
Transfer from Long-term Provisions	61	0	61
<b>Balance at 31 March 2023</b>	<b>0</b>	<b>(50)</b>	<b>(50)</b>

## Note 27: Leases

### The Council as a Lessee

#### Finance Leases

The Council previously acquired a music, cinema and creative industries centre under a finance lease. The asset acquired under the lease is carried as property, plant and equipment in the Balance Sheet at the following net amounts:

As at 31 March 2022 £000		As at 31 March 2023 £000
693	Property, plant and equipment	647
<b>693</b>		<b>647</b>

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

The present value of minimum lease payments is made up of the following amounts:

As at 31 March 2022 £000		As at 31 March 2023 £000
(46)	Current	(46)
(653)	Non-current	(607)
(166)	Finance costs payable in future years	(143)
<b>(865)</b>		<b>(796)</b>

The present value of minimum lease payments is payable over the following periods:

	Minimum Lease Payments		Finance Lease Liabilities	
	As at 31 March 2022 £000	As at 31 March 2023 £000	As at 31 March 2022 £000	As at 31 March 2023 £000
Not later than one year	(68)	(66)	(46)	(46)
Later than one year and not later than five years	(255)	(248)	(183)	(183)
Later than five years	(542)	(482)	(470)	(424)
	<b>(865)</b>	<b>(796)</b>	<b>(699)</b>	<b>(653)</b>

#### Operating Leases

The Council leases a number of buildings and areas of land in Shetland. The largest is at Sullom Voe Oil Terminal where the Council leases land from Shetland Charitable Trust for £0.5m per year and sub-leases it to Enquest for the same amount. This lease arrangement is due to run until 2025.

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

As at 31 March 2022 £000		As at 31 March 2023 £000
990	Not later than one year	923
2,214	Later than one year and not later than five years	1,605
3,828	Later than five years	3,630
<b>7,032</b>	<b>Total</b>	<b>6,158</b>

The expenditure charged to the CIES during the year in relation to these leases was:

As at 31 March 2022 £000		As at 31 March 2023 £000
1,013	Minimum lease payments	981
(589)	Sub-lease payments receivable	(577)
<b>424</b>	<b>Total</b>	<b>404</b>

## The Council as a lessor

### Operating Leases

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

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

The average length of operating leases is 8 years.

Extension and break options are included in some of the leases.

The minimum sub-lease payments expected to be received in future years are:

As at 31 March 2022 £000		As at 31 March 2023 £000
(582)	Not later than one year	(574)
(1,395)	Later than one year and not later than five years	(872)
(335)	Later than five years	(293)
<b>(2,312)</b>	<b>Total</b>	<b>(1,739)</b>

The total value of rental income, excluding sub-leases, recognised in 2022/23 was £2.8m (£2.6m in 2021/22).

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

As at 31 March 2022 £000		As at 31 March 2023 £000
(2,444)	Not later than one year	(2,779)
(8,798)	Later than one year and not later than five years	(9,783)
(27,049)	Later than five years	(28,800)
<b>(38,291)</b>	<b>Total</b>	<b>(41,362)</b>

## Note 28: Defined Benefit Pension Schemes

### Participation in Pension Schemes

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

The Council participates in the Local Government Pension Scheme, administered locally by Shetland Islands Council. It 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.

From April 2015 the pensions accrual rate guarantees a pension based on 1/49<sup>th</sup> of pensionable pay. From 1 April 2009 to April 2015 the pension accrual rate guaranteed a pension based on 1/60<sup>th</sup> of final pensionable salary and years of pensionable service. Prior to 2009, the accrual rate guaranteed a pension based on 1/80<sup>th</sup> and a lump sum based on 3/80<sup>th</sup> of final pensionable salary and years of pensionable service.

There is no automatic entitlement to a lump sum in respect of post-2009 service. Members may however opt to give up (commute) up to 25% of their pension for a lump sum per the Finance Act 2004. The Scheme's Normal Retirement Age is now linked to the member's State Pension Age (the minimum age being 65). Pensions are increased annually in line with changes to the Pensions (Increases) Act 1971 and Section 59 of the Social Security Pensions Act 1975.

Arrangements for the award of discretionary post-retirement benefits upon early retirement is an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made but there are no investment assets built up to meet these pensions liabilities, and cash has to be generated to meet actual pension payments as they eventually fall due.

Shetland Islands Council Pension Fund 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 and Pension Board. The Pension Fund

Committee has delegated authority to discharge all functions and responsibilities relating to the Council's role as administering authority for the Shetland Islands Council Pension Fund.

The Pension Fund Committee is made up of the councillors who currently sit on the Policy & Resources Committee.

The Pension Board comprises elected members of Shetland Islands Council along with employee and employer representatives and a pension / deferred member representative.

Policy is determined in accordance with the Pension Fund Regulations. Management of the Fund's investments is carried out by the Council which receives recommendations from the Pension Fund Committee and Pension Board. The Council selects and appoints a number of external investment managers / partners and monitors their investment performance.

Under the regulations, employers fall into three categories: scheme employers (also known as scheduled bodies), community admission bodies and transferee admission bodies. Admission agreements are generally assumed to be open-ended; however, either party can voluntarily terminate the admission agreement by giving an appropriate period of notice to the other parties. Any deficit arising from the cessation valuation will usually be levied on the departing admission body as a capital payment.

The principal risks to the Council of the Scheme are the longevity assumptions, statutory changes to the Scheme, structural changes or curtailments to the Scheme (i.e. large-scale withdrawals from the Scheme, including employers ceasing to participate in the Scheme), changes to inflation, bond yields, and the performance of the equity investments held by the Scheme.

These are mitigated to a certain extent by the statutory requirements to charge to the General Fund and Housing Revenue Account the amounts required by statute as described in the Note 39: Accounting Policies.



## The McCloud Judgement

The LGPS benefit structure has been reviewed following the Government's loss of the right to appeal two Court of Appeal judgements in December 2018, collectively referred to as the 'McCloud' judgement. The courts have ruled that the 'transitional protections' awarded to members who were within 10 years of normal retirement age in 2012 when the scheme was reformed on 1 April 2015 were unlawful on the grounds of age discrimination. On 1 October 2023, it is expected that the retrospective remedy to address these age inequalities will come into force.

In May 2020, the SPPA set out their expectations for how funds should allow for this uncertainty in the benefit structure as part of their 2020 valuations. The Fund Actuary included an allowance in the Fund's liabilities in line with SPPA's instructions.

No further adjustments to the financial statements have been made in 2022/23.

## The Goodwin Case

An employment tribunal case (Mrs. Goodwin v Department for Education) concluded on 30 June 2020 that a female member in an opposite sex marriage is treated less favourably than a female in a same-sex marriage or civil partnership, and that treatment amounts to direct discrimination on grounds of sexual

orientation. Where schemes contain provisions deemed discriminatory, those provisions must be dis-applied as being contrary to the non-discrimination rule set out in section 61 of the Equality Act 2010.

Regulations have now been made which change the rules for calculating pre-April 15 survivor pensions in response to this case. Principally, for deaths on or after 5 December 2005, the amendments place surviving same-sex civil partners, survivors of married same-sex couples and male survivors of female married members in a similar position to female survivors of male married members.

The Regulations were made on 29 April 2022 and came into force on 1 June 2022. As calculations still require to be performed, there is insufficient data available to estimate reliably the impact this will have on scheme liabilities however the impact is thought to be minimal.

## Transactions Relating to Post-Employment Benefits

The Council recognises the cost of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. The following transactions have been made in the CIES and the General Fund via the Movement in Reserves Statement during the year:

The amount included in the Balance Sheet arising from the Council's obligation in respect of the Pension Fund is as follows:

2021/22 £000		2022/23 £000
(745,378)	Present value of the defined benefit obligation	(583,105)
583,439	Fair value of assets in the Local Government Pension Scheme	586,063
<b>(161,939)</b>	<b>Net liability arising from Defined Benefit Obligation</b>	<b>2,958</b>
(134,178)	Local Government Pension Scheme	93,262
0	Remeasurement of Net Defined Benefit Asset	(68,025)
(13,467)	Unfunded liabilities for Pension Fund	(10,670)
(14,294)	Unfunded liabilities for Teachers	(11,609)
<b>(161,939)</b>	<b>Total</b>	<b>2,958</b>

## Assets and Liabilities in relation to Post-Employment Benefits

Reconciliation of fair value of the Scheme assets:

2021/22 £000	Local Government Pension Scheme	2022/23 £000
	<b>Comprehensive Income and Expenditure Statement (CIES)</b>	
	<b>Cost of Services</b>	
36,947	Current service cost	34,361
	<b>Financing and Investment Income and Expenditure:</b>	
5,087	Net interest expense	4,603
<b>42,034</b>	<b>Total pension benefit charged to the Surplus/Deficit on the Provision of Services</b>	<b>38,964</b>
	<b>Other pension benefit charged to the CIES</b>	
49,803	Return on plan assets (excluding the amount included in the net interest expense)	(18,678)
4,059	Actuarial (gains) and losses arising from changes in demographic assumptions	5,905
54,842	Actuarial (gains) and losses arising on changes in financial assumptions	303,427
(234)	Actuarial (gains) and losses arising from other experience	(35,757)
0	Remeasurement of Net Defined Benefit Asset	(68,025)
<b>150,504</b>	<b>Total pension benefit charged to the CIES</b>	<b>225,836</b>
	<b>Movement in Reserves Statement</b>	
(26,567)	Reversal of net charges made to the Surplus or Deficit for the Provision of Services for pension benefits in accordance with the Code	(21,975)
15,467	Employer's contributions and direct payments to pensioners payable in the year	16,989

## Assets and Liabilities in relation to Post-Employment Benefits

Reconciliation of fair value of the Scheme assets:

2021/22 £000		2022/23 £000
<b>519,177</b>	<b>Opening balance</b>	<b>583,439</b>
10,417	Interest income	15,815
	<b>Re-measurement gains and (losses):</b>	
49,803	Return on assets excluding amounts included in net interest	(18,678)
15,467	Employer contributions	16,989
4,126	Contributions by scheme participants	4,369
(15,551)	Benefits paid	(15,871)
<b>583,439</b>	<b>Closing balance</b>	<b>586,063</b>

Reconciliation of present value of the Scheme liabilities (defined benefit obligation):

2021/22 £000		2022/23 £000
<b>763,019</b>	<b>Opening balance</b>	<b>745,378</b>
36,947	Current service cost	34,361
15,504	Interest cost	20,418
4,126	Contributions by scheme participants	4,369
	<b>Remeasurement (gains) and losses:</b>	
(4,059)	Actuarial (gains) and losses from changes in demographic assumptions	(5,905)
(54,842)	Actuarial (gains) and losses from changes in financial assumptions	(303,427)
234	Actuarial (gains) and losses from other experience	35,757
0	Remeasurement of net defined benefit asset	68,025
(15,551)	Benefits paid	(15,871)
<b>745,378</b>	<b>Closing balance</b>	<b>583,105</b>

## Analysis of Pension Fund Assets

Shetland Islands Council's share of the Pension Fund assets at 31 March 2023 comprised:

2021/22 £000	Quoted Prices not in Active Markets	2022/23 £000
<b>3,399</b>	<b>Cash and cash equivalents</b>	<b>4,145</b>
	<b>Property:</b>	
58,108	UK property	51,853
90	Overseas property	21
<b>58,198</b>	<b>Sub-total Property</b>	<b>51,874</b>
	<b>Investment Funds and Unit Trusts:</b>	
391,418	Equities	451,812
40,312	Bonds	0
90,112	Other	78,232
<b>521,842</b>	<b>Sub-total Investment Funds and Unit Trusts</b>	<b>530,044</b>
<b>583,439</b>	<b>Total Assets</b>	<b>586,063</b>

## Basis for Estimating Assets and Liabilities

Liabilities have been assessed on an actuarial basis using the projected unit credit method which is an estimate of the pensions that will be payable in future years, dependent on assumptions about mortality rates, salary levels, etc. Hymans Robertson LLP, an independent firm of actuaries, has assessed both the Local Government Pension Scheme and Discretionary Benefits liabilities.

Estimates for the Shetland Islands Council's Pension Fund are based on the latest full valuation of the Scheme as at 31 March 2020, extrapolated to 31 March 2023.

Shetland Islands Council does not have an asset and liability matching strategy.

The principal assumptions used by the actuary have been:

2021/22		2022/23
	<b>Long-term expected rate of return on assets in the Scheme:</b>	
1.8%	Investment Funds and Unit Trusts	2.7%
	<b>Mortality Assumptions:</b>	
	<i>Longevity at 65 for current pensioners (in years):</i>	
20.7	Men	20.3
22.9	Women	22.7
	<i>Longevity at 65 for future pensioners (in years):</i>	
22.1	Men	21.6
25.1	Women	24.8
3.7%	Rate of inflation	3.2%
3.2%	Rate of increase in salaries	3.1%
3.2%	Rate of increase in pensions	3.0%
2.7%	Rate for discounting scheme liabilities	4.8%
50.0%	Take-up of option to convert annual pension into retirement lump sum (Pre-April 2009)	50.0%
75.0%	Take-up of option to convert annual pension into retirement lump sum (Post-April 2009)	75.0%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the financial year and assumes for each change that the assumption analysed changes, while all the other assumptions remain constant. The principal demographic assumption is the longevity assumption (i.e. member life expectancy).

For sensitivity purposes, it is estimated that a one-year increase in life expectancy would approximately increase the Employer's Defined Benefit Obligation by around 3-5%. In practice the actual cost of a one-year increase in life expectancy will depend on the structure of the revised assumption (i.e. if improvements to survival rates predominantly apply at younger or older ages). Please note the figures in the table below have been derived based on the membership profile of the employer as at the date of the most recent actuarial valuation. 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.

Impact of changes in assumptions	2022/23	
	%	£000
0.1% decrease in real discount rate	2.0%	9,974
0.1% increase in the salary increase rate	0.0%	1,008
0.1% increase in the pension increase rate	2.0%	9,117

## Impact on the Council's Cash flows

The objectives of the Scheme are to keep employers' contributions at as constant a rate as possible. The Fund has agreed a strategy with the Scheme's actuary to achieve a funding level of 100% in the longer term. The Scheme is a multi-employer defined benefit plan and employers' contributions have been determined so that employee and employer rates are standard across all participating local authorities.

The Pension Fund has been subject to a formal statutory valuation during 2020. The valuation process was delayed as a result of the COVID-19 pandemic, but was completed by the statutory deadline of 31 March 2021. The valuation revealed that the Fund had £461m of assets and £498m of liabilities at 31 March 2020, leaving an overall pension deficit of £38m. The reported funding level of the Fund is 92%. This compares positively to the previous valuation undertaken in 2017, when the Fund had a deficit of £51m and reported funding level of 90%. The improved funding position is due to a combination of different factors. In summary, the Fund's assets

have increased from £450m to £461m and liabilities have reduced from £501m to £498m since 2017. The valuation uses a variety of assumptions and different factors affect the Fund's assets and liabilities in different ways. Investment performance in the last 3 years has not met the Pension Fund's expectations, however this has been tempered by net inflows of cash from employer contributions and the impact of changes in the assumed rate of inflation in the future.

Each participating employer's contribution requirements have been determined following the valuation, with the aim of each employer achieving fully funded position within agreed parameters in terms of time horizon and probability. The methodology and assumptions used to derive employer contributions are set out in the [Pension Fund's Funding Strategy Statement \(FSS\)](#). Asset-liability modelling has been carried out which demonstrates that if these contribution rates are paid and future contribution changes are constrained as set out in the FSS, there is at least a 65-70% chance that the Fund will return to full funding over 20 years.

Employer contribution rates for all participating employers have been set following the formal valuation. The Council's contribution rate will stay 22.0% from 1 April 2023. Further detail, including the employer contribution rates for other participating employers is contained in the [Final Actuarial Valuation Report](#), which was approved by the Pension Fund Committee on 10 March 2021.

The actuary has estimated the total amount of contributions expected to be made by the Council to the Pension Fund in the year to 31 March 2023 at £15.459m.

The assumed weighted average duration of the defined benefit obligation is 21 years.

## Further Information

The Council is the administering authority for the Shetland Islands Council Local Government Pension Scheme, which has a statutory requirement to prepare a separate annual report and accounts. The [Pension Fund's Audited Annual Report and Accounts for 2022/23](#) was presented to the Pension Fund Committee and Pension Board on 26 June 2023.

## Note 29: Pension Schemes Accounted for as Defined Contribution Schemes

### IAS 19 – Employee Benefits para 148 – Multi-employer plans

- (a) The Shetland Islands Council participates in the Scottish Teachers' Superannuation Scheme. The scheme is an unfunded statutory public service pension scheme with benefits underwritten by the UK Government. The scheme is financed by payments from employers and from those current employees who are members of the scheme and paying contributions at progressively higher marginal rates based on pensionable pay, as specified in the regulations. The rate of employer contributions is set with reference to a funding valuation undertaken by the scheme actuary. The last four-yearly valuation was undertaken as at 31 March 2016. This valuation informed an increase in the employer contribution rate from 17.2% to 23.0% of pensionable pay from September 2019 and an anticipated yield of 9.0% employees' contributions.
- (b) The Shetland Islands Council has no liability for other employers' obligations to the multi-employer scheme.
- (c) As the scheme is unfunded there can be no deficit or surplus to distribute on the wind-up of the scheme or withdrawal from the scheme.
- (d)
  - (i) The scheme is an unfunded multi-employer defined benefit scheme.
  - (i) It is accepted that the scheme can be treated for accounting purposes as a defined contribution scheme in circumstances where the Shetland Islands Council is unable to identify its share of the underlying assets and liabilities of the scheme.
  - (ii) The employer contribution rate for the period from 1 April 2021 is 23% of pensionable pay. The employee rate applied is variable and is anticipated to provide a yield of 9.4% of pensionable pay.

(iii) While a valuation was carried out as at 31 March 2016, it is not possible to say what deficit or surplus may affect future contributions. Work on the valuation was suspended by the UK Government pending the decision from the Court of Appeal (McCloud (Judiciary scheme/Sargeant (Firefighters' Scheme) cases) that held the transitional protections provided as part of the 2015 reforms was unlawfully discriminated on the grounds of age. Following consultation and an announcement in February 2021 on proposals to remedy the discrimination, the UK Government has also asked the Government Actuary to review whether, and to what extent, the cost control mechanism is meeting its original objectives. The 2020 actuarial valuations will take the report's findings into account. The interim report is complete (restricted) and is currently being finalised with a consultation. Alongside these announcements, the UK Government confirmed that current employer contribution rates would stay in force until 1 April 2024.

(iv) Shetland Islands Council's level of participation in the scheme is 0.6% based on the proportion of employer contributions paid in 2020-21.

In 2022/23, the Council paid £4.1m to the SPPA in respect of teachers' pension costs, representing 23% of pensionable pay for 2022/23 (£4.0m and 23% for 2021/22). There were no contributions remaining payable at the year-end.

The estimated contribution for 2023/24 is £4.2m.

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the Teachers' Pension Scheme. In 2022/23 these amounted to £0.9m, representing 4.77% of teachers' pensionable pay (£0.9m and 5.06% for 2021/22). These costs are accounted for on a defined benefit basis. The Council is not liable to the Scheme for any other entities' obligations.

## Note 30: External Audit Costs

The Council has incurred the following costs in respect of external audit and non-audit services provided in accordance with the Code:

2021/22 £000		2022/23 £000
217	Fees payable with regard to external audit services carried out by the appointed auditor for the year	240
<b>217</b>	<b>Total</b>	<b>240</b>

## Note 31: Agency Services

The Council bills and collects non-domestic rates on behalf of the Scottish Government. During 2022/23 the Council collected £22.6m (£16.5m 2021/22) and received £35.3m (£26.7m 2021/22) contribution from the National Non-Domestic Rates pool.

The Council is required by legislation to provide a collection service for Scottish Water, involving the collection of £3.5m (£3.3m 2021/22) of Scottish Water charges. The legislation stipulates a minimum amount that Scottish Water must pay in commission for this service. The Council received £0.1m in 2022/23 for providing this service (£0.1m in 2021/22).

The Council acted as an agent in connection with the Northern Alliance Regional Improvement Collaborative between eight local authorities. A total of £0.9m was disbursed in 2022/23 (£0.9m in 2021/22).

The Council assisted in delivering the Cost of Living Award of £150 to every household that met certain criteria – persons in receipt of a Council Tax Reduction (CTR), persons not in receipt of CTR but living in Council Tax bands A to D or low income households exempt from Council Tax. A total of £1.3m was disbursed on behalf of the Scottish Government and a total amount of £0.02m was received to administer the scheme.

## Note 32: Related Parties

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

### Central Government and Other Public Bodies

Central Government has effective control over the general operations of the Council because it:

- is responsible for providing the statutory framework within which the Council operates,
- provides the majority of its funding in the form of grants, and,
- prescribes the terms of many of the transactions that the Council has with other parties (e.g. Council Tax, housing benefits).

Details of all grants received from Central Government and other public bodies can be found in Note 11: Grant Income.

### Elected Members

Elected Members of the Council have direct control over the Council's financial and operating policies.

The Council holds a Register of Members' Interests, which is open to public inspection at the Office Headquarters, 8 North Ness, Lerwick, during office hours. It is also available to view on the Council's website at [www.shetland.gov.uk](http://www.shetland.gov.uk). The Register contains details of external bodies which are represented by Elected Members and/or for which they have declared an interest. The Council made payments totalling £2.5m in 2022/23 (£1.8m in 2021/22) to these bodies. At 31 March 2023 £162k was outstanding (£22k outstanding at 31 March 2022).

### Officers

There were no material related party transactions in 2022/23 (nil in 2021/22).

## Local Government Pension Scheme

The Council is the administering authority for the Shetland Islands Council Pension Fund, for which the Council charged the Pension Fund £0.4m for this service (£0.4m in 2021/22).

During the year, the Council paid £17m of employer contributions for current and former employees to the Pension Fund as detailed in Note 28: Defined Benefit Pension Schemes (£15.5m in 2021/22).

### Group Entities

The IJB is responsible for the strategic planning of the functions delegated to it by the Council and the Shetland Health Board; it is a Joint Venture between the two bodies. The Council made payments totalling £28.5m (£25.1m in 2021/22) to the IJB.

ZetTrans is a Regional Transport Partnership set up to oversee transport services for Shetland. It is an associate of the Council, who provides deficit funding as the sole funding member of the partnership. The Council made payments totalling £4.6m (£3.7m in 2021/22) to ZetTrans.

The OSVJB provides the valuation service for Orkney and Shetland and is funded by both Councils. The Council made payments totalling £0.5m (£0.5m in 2021/22) to the VJB.

For details of members' influence on these entities and the transactions between them and the Council, please refer to Note 38: Group Interests.

## Note 33: Capital Expenditure and Capital Financing

The total amount of capital expenditure incurred in the year is shown in the following table, 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 CFR, a measure of the capital expenditure incurred historically by the Council that has yet to be financed.



2021/22 £000		2022/23 £000
<b>96,488</b>	<b>Opening Capital Financing Requirement</b>	<b>92,535</b>
	<b>Capital investment:</b>	
17,664	Property, plant and equipment	14,818
49	Intangible assets	149
	<b>Sources of finance:</b>	
(2,398)	Capital receipts	(291)
(6,566)	Government grants and other contributions	(7,421)
(3,901)	Funding from reserves	(93)
	<b>Sums set aside from revenue:</b>	
(5,048)	Direct revenue contributions	(5,092)
(2,437)	Loans fund principal	(2,434)
(57)	Lease principal	(59)
(1,259)	PFI contract principal repayments	(1,332)
<b>92,535</b>	<b>Closing Capital Financing Requirement</b>	<b>90,780</b>
	<b>Explanation of movements in year:</b>	
(2,437)	Increase/(decrease) in underlying need to borrow	(345)
(57)	Assets acquired under finance leases	(59)
(1,259)	Assets acquired under PFI contracts	(1,332)
(200)	Assets acquired under Decommissioning Obligations	(20)
<b>(3,953)</b>	<b>Increase in Capital Financing Requirement</b>	<b>(1,756)</b>

## Note 34: Contingent Liabilities

There are a number of current legal claims against the Council that are being contested. For cases where it has not been possible to establish a reliable estimate and where the probability of settlement is between 10% and 50%, no value has been disclosed in the accounts.

The Council has undertaken a job evaluation process for a group of staff. It has not yet been determined whether this will result in any award of back pay. No value has been disclosed in the accounts, as this may prejudice the process.

## Note 35: Contingent Assets

There is a current legal claim which is likely to result in the recovery of sums awarded to the Council following court action. There is a high degree of certainty that recovery will be successful, with a value of £120,000 attributed to the claim.

The Council is seeking recovery of sums relating to equipment unfit for purpose. The value attributed to the claim is £1.1m.

For cases where the legal claim has not yet been served, no value has been disclosed in the accounts.

## Note 36: Trust Funds administered by the Council

The Council administers, as sole trustee, five trust funds related to specific services. These are varied in nature and relate principally to legacies left by individuals over many years. Funds are held in deposit accounts with local banks and in bond and equity investments. The bond and equity investments are valued at market value. The funds do not represent assets of the Council and are not included in the Balance Sheet.

The Bare Trust was set up following the cessation of the Shetland Development Trust to hold a number of loans and equity investments, which were not considered cost effective to transfer to the Council. All assets and income arising from the Bare Trust are paid or delivered to the Council. The Council, as Trustee, has full management powers as if they were absolute owners and not trustees. As at 31 March 2023, the remaining assets held by the Bare Trust are equity investments.

The Zetland Educational Trust (ZET), pays bursaries to university students, aids apprentices and supports

educational trips. In 2022/23, the ZET received receipts of £0.02m (£0.02m 2021/22) and made payments of £0.02m (£0.02m 2021/22).

The other trusts are essentially dormant due to their low annual income. The accounts of ZET can be found on the Council's website at:

<https://www.shetland.gov.uk/about/finances/>.

The financial position of the trust funds administered by the Council is shown below:

As at 31 March 2022 £000		Deposit accounts £000	Bond £000	Equity £000	As at 31 March 2023 £000
(556)	Bare Trust	0	0	(580)	(580)
(681)	Zetland Educational Trust	(8)	(591)	0	(599)
(3)	Others	(3)	0	0	(3)
<b>(1,240)</b>	<b>Total</b>	<b>(11)</b>	<b>(591)</b>	<b>(580)</b>	<b>(1,182)</b>

## Note 37: Events after the Balance Sheet Date

The annual accounts were authorised for issue on 28 June 2023. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2023, the figures in the financial statements and notes to the accounts have been adjusted in all material respects to reflect the impact of this information.

## Note 38: Group Interests

### Introduction

The Code requires the Council to prepare group accounts where the Council has interests in subsidiaries, associates and/or jointly controlled entities, subject to the consideration of materiality. The Council has assessed that it has no material group entities, therefore no Group Accounts have been prepared. This assessment is based on the following considerations.

### Shetland Leasing and Property Development Ltd (SLAP)

SLAP, a property investment and development company which the Council disclosed as an interest in prior years entered liquidation in 2021/22. The company affairs were fully wound up and the liquidation closed on 31 March 2023. The company is due to be dissolved on 3 July 2023.

## Group Boundary

Shetland Islands Council has considered all entities in which it has an interest for consolidation into the group accounts. To determine whether an entity should be included in the Council's group accounts, the factors of control, significant influence and materiality are considered.

### Subsidiaries

The Code defines a subsidiary as an entity that is controlled by another entity. The Zetland Educational Trust (ZET) meets the definition of a subsidiary.

### Zetland Educational Trust

The ZET comprises a number of endowments as specified in the ZET schemes 1961 and 1965, which are vested in Shetland Islands Council as the governing body and statutory successors to the County Council for the County of Zetland. The purpose of the Trust is the advancement of education of people belonging to Shetland. The following table details the financial results for the year and is considered not material for consolidation in group accounts:

2021/22 £000	Zetland Educational Trust	2022/23 £000
(24)	Gross Income	(25)
19	Gross Expenditure	24
<b>(5)</b>	<b>Total Comprehensive Income</b>	<b>(1)</b>
7	Current Assets	8
674	Investments	591
<b>681</b>	<b>Net Assets</b>	<b>599</b>

## Joint Ventures

The Code defines joint venture as a joint arrangement whereby the parties that have joint control of the arrangements have rights to the net assets of the arrangements. The IJB meets the definition of a joint venture.

### Integration Joint Board

The IJB was formally constituted on 27 June 2015 and is responsible for the strategic planning of the functions delegated to it by the Council and the Shetland Health Board. It represents a Joint Venture between these two bodies.

The Council contributed 45.8% of the Board's operating costs in 2022/23 (47.7% in 2021/22). It has three out of six voting members on the board.

The Council's share of the net surplus of the IJB was £0.8m as at 31 March 2023 (£2.2m at 31 March 2022), which is considered not material for consolidation in group accounts.

The following table details Shetland Islands Council's share of the IJB's financial results for the year:

2021/22 £000	Integration Joint Board	2022/23 £000
(32,761)	Gross Income	(33,118)
31,702	Gross Expenditure	34,524
<b>(1,059)</b>	<b>Net (Surplus)</b>	<b>1,406</b>
2,158	Current Assets	752
0	Current Liabilities	0
<b>2,158</b>	<b>Net Assets</b>	<b>752</b>

## Associates

The Code defines an associate as an entity for which the Council is an investor that has significant influence. Significant influence is the power to participate in the financial and operating policy decisions of the entity. The Council has identified two entities that meet the definition of an associate. These are:

- Orkney and Shetland Valuation Joint Board; and
- Zetland Transport Partnership (ZetTrans).

### Orkney & Shetland Valuation Joint Board (O&SVJB)

The OSVJB provides the valuation service for Orkney and Shetland and is funded by both Councils. In 2022/23,

the Council held five Board places out of ten and contributed 49.9% of the Board's operating costs (49.2% in 2021/22).

The Council's share of the year-end net liability is £0.04m as at 31 March 2023 (£0.9m at 31 March 2022), which is considered not material for consolidation in group accounts.

The following table details Shetland Islands Council's share of the OSVJB's financial results for the year:

2021/22 £000	Orkney and Shetland Valuation Joint Board	2022/23 £000
(584)	Gross Income	568
500	Gross Expenditure	(516)
<b>(84)</b>	<b>Net (Surplus)</b>	<b>52</b>
35	Current Assets	19
(50)	Current Liabilities	(35)
(902)	Non-current Liabilities	(22)
902	Capital and Reserves	38
<b>(15)</b>	<b>Net Assets</b>	<b>0</b>

### Zetland Transport Partnership

Zetland Transport Partnership, known as ZetTrans, was formed in 2006/07 by the Regional Transport Partnerships (Establishment, Constitution and Membership) (Scotland) Order 2005, made under the Transport (Scotland) Act 2005.

The Council contributed 96.7% of the Partnership's operating costs in 2022/23 (96.5% in 2021/22) and holds four out of six seats on the Partnership. The Council's share of the net asset is £0.05m at 31 March 2023 (£0.05m at 31 March 2022) and is therefore considered immaterial for consolidation in group accounts.

The table below details Shetland Islands Council's share of ZetTrans financial results for the year:

2021/22 £000	Zetland Transport Partnership	2022/23 £000
(2,977)	Gross Income	(3,383)
2,951	Gross Expenditure	3,388
<b>(26)</b>	<b>Net (Surplus)</b>	<b>5</b>
53	Non-current Assets	48
92	Current Assets	123
(92)	Current Liabilities	(123)
(53)	Capital and Reserves	(48)
<b>0</b>	<b>Net Assets</b>	<b>0</b>

## Note 39: Accounting Policies

### A General Principles

The accounts summarise the Council's transactions for the 2021/22 financial year and its position at the year-end of 31 March 2022. The Council is required to prepare an annual Statement of Accounts by the Local Authority Accounts (Scotland) Regulations 2014, which Section 12 of the Local Government in Scotland Act 2003 requires to be prepared in accordance with proper accounting practices.

These practices, under Section 21 of the 2003 Act, primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2020/21, supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under Section 12 of the 2003 Act.

The accounting convention adopted in the accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments, which are consequently measured at fair value. The accounts have been prepared on a going concern basis.

### B 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 made only 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.

### C Accruals of Income and Expenditure

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

- revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- supplies are recorded as expenditure when they are consumed, but 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; and
- interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue in financing and investment income and expenditure for the income that might not be collected.

### D 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 in three months or less from the date of acquisition and that are 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.

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

Services 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; and
- amortisation of intangible assets attributable to the service.

The Council is not required to raise Council Tax to fund depreciation, revaluation or impairment losses, or amortisation. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to the Statutory Repayment of Loans Fund Advances.

The General Fund is balanced by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two sums.

## F Employee Benefits

### Benefits payable during employment

Short-term employee benefits are those due to be fully settled within 12 months of the year-end, such as wages, salaries, paid annual leave, paid sick leave, bonuses and non-monetary benefits (e.g. cars) for current employees, are recognised as an expense for services in the year incurred.

An accrual is made for the cost of leave entitlements earned by employees, but not taken before the year-end, which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employee takes the benefit.

The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday entitlement arises.

### Termination benefits

Termination benefits are amounts payable as a result of a decision by the Council to terminate an employee's employment before the normal retirement date, or an employee's decision to accept voluntary redundancy in exchange for those benefits. They are charged on an accruals basis to the appropriate service or, where applicable, to a corporate service line in the CIES, at the earlier of when the Council can no longer withdraw the

offer of those benefits or when the Council recognises costs for a restructuring.

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

### Post-employment benefits

Employees of the Council may be members of one of two separate pension schemes:

- The Teachers' Pension Scheme, administered by the Scottish Government; or
- The Local Government Pension Scheme, administered by Shetland Islands Council.

Both schemes provide defined benefits to members (retirement lump sums and pensions) which are earned as employees work for the Council.

The arrangements for the teachers' Scheme mean that liabilities for these benefits cannot be identified specifically to the Council. It is therefore accounted for as if it was a defined contribution scheme and no liability for future payments of benefits is recognised in the Balance Sheet. The Children's Services line in the CIES is charged with the employer's contributions payable in respect of teachers' pensions in the year.

### The Local Government Pension Scheme

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

The liabilities of Shetland Islands Council's pension fund attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method, i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, projections of earnings for current employees, etc.

Liabilities are discounted to their value at current prices using a discount rate derived from a corporate bond yield curve constructed from yields on high

quality bonds and recognising the weighted average duration of the benefit obligation determined at the most recent actuarial valuation.

The pension fund assets attributable to the Council are included in the Balance Sheet at their fair value:

- quoted securities – current bid price;
- unquoted securities – professional estimate; and
- unitised securities – current bid price.

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

- **current service cost** – the increase in liabilities as a result of years of service earned this year, allocated in the CIES 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, which is debited to the Surplus or Deficit on the Provision of Services in the CIES;
- **net interest cost on the defined benefit liability** – 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 CIES. 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 during the period as a result of contribution and benefit payments;
- **return on scheme assets** – excluding amounts included in net interest on the net defined benefit liability which are charged to the Pensions Reserve as Other Comprehensive Income and Expenditure;
- **actuarial gains and losses** – changes in the net pension liability that arise because events have not coincided with assumptions made at the last actuarial valuation, or because the actuaries have updated their assumptions, which is charged to the Pensions Reserve. Actuarial gains and losses are shown within Other Comprehensive Income and Expenditure within the CIES; and
- **contributions paid to the pension fund** – cash paid as employer's contributions to the pension fund in settlement of liabilities which are not accounted for as an expense.

In relation to retirement benefits, statutory provisions require the General Fund Balance to be charged with

the amount payable by the Council to the pension fund or directly to pensioners in the year, not the amount calculated according to the relevant accounting standards in the CIES.

In the Movement in Reserves Statement this means that there are transfers to and from the Pensions Reserve to remove the notional debits and credits for retirement benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end. The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows, rather than as benefits are earned by employees.

## Discretionary benefits

The Council also has restricted powers to make discretionary awards of retirement benefits in the event of early retirements. Any liabilities estimated to arise as a result of an award to any member of staff (including 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.

## G Events after the reporting period

Events after the Balance Sheet reporting period are those events, both favourable and unfavourable, that occur between the Balance Sheet date 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 financial year, whereby the annual accounts are adjusted to reflect such events; and

those that are indicative of conditions that arose after the financial year, whereby the annual accounts are not adjusted to reflect such events; 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 annual accounts.

## H 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, and are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the CIES for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

This means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus accrued interest), and interest charged to the CIES is the amount payable for the year according to the loan agreement.

Financial guarantees are measured at fair value and are estimated by considering the probability of the guarantee being called.

## 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 measure at:

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

The Council's business model is to hold investments to collect contractual cash flows. 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)

## 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 their fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the 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.

A soft loan is one granted at less than market rates. When a soft loan is made, 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 from the borrowing organisations, with the difference serving to increase the amortised cost of the loan in the Balance Sheet.

Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year, the reconciliation of amounts debited and credited to the CIES to the net gain required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

Any gains and losses that arise on the derecognition of an asset are credited or debited to the Financial and Investment Income and Expenditure line in the CIES.

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

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

## Fair Value through Profit or Loss (FVPL)

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 measure at fair value. Fair value gains and losses are recognised as

they arise in the Surplus or Deficit on the Provision of Services.

## Fair Value measurements of financial assets

Fair value of an asset is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. The fair value measurements of the Council's financial assets are based on the following techniques:

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

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

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

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

The Council invests through three Fund Managers, Baillie Gifford, Blackrock and Insight. These Fund Managers all invest on behalf of the Council into unitised products. They record income and account for transactions relating to these units as follows:

- Both Insight and Baillie Gifford receive and record income during the year. The income is re-invested into their units.
- No income is generated by Blackrock outwith their units.

## I Foreign Currency Translation

Where the Council has entered into a transaction denominated in a foreign currency the transaction is converted into sterling at the exchange rate applicable on the date the transaction was effective. Where amounts in foreign currency are outstanding at the year-end, they are reconverted at the spot exchange rate at 31 March. Resulting gains or losses are

recognised in the Financing and Investment Income and Expenditure line in the CIES.

## J Government Grants and Contributions

Government grants, third party contributions and donations are recognised as due to the Council and credited to the CIES when there is reasonable assurance that the Council will comply with any conditions attached to payment of the grants and that the grants and contributions will be received.

Amounts recognised as due to the Council are not credited to the CIES until conditions attached to the grant or contribution have been satisfied.

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

Where capital grants are credited to the CIES 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.

## K Heritage Assets

Heritage assets are those assets that are intended to be preserved in trust for future generations because of their cultural, environmental or historical significance. Heritage assets include historical buildings and the museum collection.

Heritage assets are recognised on the Balance Sheet where the Council has information on the cost or value of the asset. Where information on cost or value is not available, and the cost of obtaining the information outweighs the benefits to the users of the financial statements, the asset is not recognised on the Balance Sheet.

The carrying amounts of heritage assets are reviewed where there is evidence of impairment, e.g. where an item has suffered physical deterioration or breakage or



where doubts arise as to authenticity. Any impairment is recognised and measured in accordance with the Council's general policies on impairment.

It is likely that disposals of heritage assets will be made only very occasionally. Where this does occur, the proceeds of such items will be accounted for in accordance with Council's provisions relating to the disposal of property, plant and equipment.

## Historical buildings

These are held on the Balance Sheet at fair value, determined as the amount that would be paid for the asset in its existing use value but, where there is no market-based evidence of fair value because of the specialist nature of an asset, depreciated replacement cost is used as an estimate of fair value. They are depreciated on a straight-line basis over their remaining useful life.

## Museum collection

The Council's museum collection is reported in the Balance Sheet at valuations based on specialist judgement. Assets are valued in the year of acquisition and reviewed periodically.

## L Intangible Assets

Expenditure on non-monetary assets that do not have physical substance, but are controlled by the Council as a result of past events (e.g. software licences) is capitalised when it is expected that future economic benefits or service potential will flow from the intangible asset to the Council.

Intangible assets are measured initially at cost. Amounts are revalued where the fair value of the assets held by the Council can be determined by reference to an active market. Fishing quota and fishing licences meets this criterion. The depreciable amount of an intangible asset is amortised over its useful life on a straight-line basis to the relevant service lines in the CIES.

An asset is tested for impairment whenever there is an indication that the asset might be impaired; any losses recognised are posted to the relevant service lines in the CIES. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the CIES.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and

losses are not permitted to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and the statutory Capital Fund or the Capital Grants and Receipts Unapplied Account.

## M Inventories and Long-term Contracts

Inventories are included in the Balance Sheet at the lower of cost and net realisable value. The cost of inventories is assigned using the weighted average costing formula, except for fuel which is calculated on a first in first out (FIFO) basis.

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

## N Investment Property

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

Investment properties are measured initially at cost and subsequently at fair value, being the price that would be received to sell such an asset in an orderly transaction between market participants at the measurement date. As a non-financial asset, investment properties are measured at highest and best use. Properties are not depreciated but are revalued annually according to market conditions at the year-end. Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The same treatment is applied to gains and losses on disposal.

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

statutory Capital Fund or Capital Grants and Receipts Unapplied Account.

## O Leases

### Operating leases

#### *The Council as lessee*

Rentals paid under operating leases are charged to the CIES as an expense to the services benefitting from use of the leased property, plant or equipment.

#### *The Council as lessor*

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the CIES. 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.

### Finance 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.

#### *The Council as lessee*

Property, plant and equipment held under finance leases is recognised on the Balance Sheet at the commencement of the lease at its fair value measured at the lease's inception (or the present value of the minimum lease payments, if lower).

The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the Council are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as an expense in the periods in which they are incurred.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the property, plant or equipment which is applied to write down the lease liability; and

- a finance charge (debited to the Financing and Investment Income and Expenditure line in the CIES).

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

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

#### *The Council as lessor*

Where the Council grants a finance lease over a property or an item of plant or equipment, the relevant asset is written out of the Balance Sheet as a disposal. At the commencement of the lease the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale) is written off to the Other Operating Expenditure line in the CIES as part of the gain or loss on disposal. A gain, representing the Council's net investment in the lease, is credited to the same line in the CIES also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal), matched by a lease (long-term debtor) asset in the Balance Sheet.

Lease rentals receivable are apportioned between:

- a charge for the acquisition of the interest in the property which is applied to write down the lease debtor (together with any premiums received); and
- finance income (credited to the Financing and Investment Income and Expenditure line in the CIES).

The gain credited to the CIES on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is

posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years, this is posted out of the General Fund Balance to the Capital Receipts Reserve 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 therefore appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

## P Property, Plant and Equipment

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

### Recognition

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

### Measurement

Assets are initially measured at cost, comprising:

- the purchase price;
- 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; and
- the initial estimate of the costs of dismantling and removing the item and restoring the site on which it is located.

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

- infrastructure assets are held at depreciated historical cost;

- community assets and assets under construction are held at historical cost;
- surplus assets are held at fair value, estimated at highest and best use from a market participant's perspective;
- council dwellings are held at current value, determined using the basis of existing use value for social housing; and
- all other assets are held at current value, determined as the amount that would be paid for the asset in its existing use value.

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

Where non-property assets 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 revalued every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Unrealised gains arise from notional changes in value that have not been converted into cash.

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); and
- 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 lines in the CIES.

The Revaluation Reserve contains revaluation gains recognised since 1 April 2007, the date of its formal implementation. Gains arising before this 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 they may be impaired. Where indications exist and any possible differences are estimated to be material, the recoverable amount of the asset is estimated and, where this is less than

the carrying amount of the asset, an impairment loss is recognised for the shortfall.

Where impairment losses are identified, they are accounted for 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 lines in the CIES; and
- where an impairment loss is reversed subsequently, the reversal is credited to the relevant service lines in the CIES, 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 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 and certain community and heritage assets) and assets that are under construction.

The following useful lives and depreciation rates have been used in the calculation of depreciation (straight-line method):

- council dwellings: 30 years
- other land and buildings: 1 - 105 years
- vehicles, plant, furniture and equipment: 1 - 40 years
- infrastructure: 5 - 60 years

Surplus assets are depreciated on a straight-line basis over their useful economic life. The relevant economic life for surplus assets is in line with those stated above for each category of asset.

Where an item of property, plant and equipment has major components whose costs are significant in relation to the total cost of the item, the components are depreciated separately.

Revaluation gains are also depreciated, with an amount equal to the difference between current value depreciation charged on assets and the depreciation

that would have been chargeable based on their historical cost being transferred each year from the Revaluation Reserve to the Capital Adjustment Account.

## Disposals and non-current assets held for sale

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

If an asset no longer meets the criteria to be classified as an asset held for sale, it is reclassified back to a non-current asset. It is valued at the lower of its carrying amount before the asset was classified as held for sale, adjusted for depreciation, amortisations or revaluations that would have been recognised if the asset had not been classified as an asset held for sale, and its 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 written off to the Other Operating Expenditure line in the CIES as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the CIES, also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal are categorised as capital receipts. The balance of receipts is required to be 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.

## Q 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 in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset 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.

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

When measuring fair value, 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.

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. Inputs to the valuation techniques in respect of assets for which fair value is measured or disclosed in the Council's accounts are categorised within the fair value hierarchy, as follows:

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

## R Private Finance Initiatives (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) was balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment. For the Anderson High School contract, there was no initial capital contribution by Shetland Islands Council.

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

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

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

## S Provisions, Contingent Assets and Contingent Liabilities

### Provisions

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation that will likely require settlement by a transfer of economic benefits and a reliable estimate can be made of the obligation's value.

Provisions are charged as an expense to the appropriate service lines in the CIES when the

obligation arises 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 values are reviewed at the end of each financial year. Where it becomes less likely that a transfer of economic benefits will 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 only recognised as income for the relevant service if it is virtually certain that reimbursement will be received if the Council settles the obligation.

## Contingent Assets

A contingent asset is disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential not recognised in the Balance Sheet when an event has taken place that gives the Council a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Council.

## Contingent Liabilities

Contingent liabilities are disclosed in the accounts but not recognised in the Balance Sheet, in circumstances 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; or
- 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.

## T Reserves

Reserves are created by transferring amounts from the General Fund Balance. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service in that year in the CIES. The value is then transferred to the General Fund so that there is no net charge against Council Tax.

The Council also operates a Harbour Reserve Fund, as permitted under statute by the Zetland County Council Act 1974. Only surpluses from the Harbour Account can be credited to this reserve.

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.

## U Value Added Tax

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.