

# **2020-21 Local Financial Returns (LFRs)**

## **Guidance Notes**

**March 2022**

# 2020-21 Local Financial Returns (LFRs) Guidance Notes

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## 1. General Notes

The following points should be applied throughout the return:

- Figures representing **expenditure** (debit amounts) should be entered as **positive** values and figures representing **income** (credit amounts) should be entered as **negative** values. For example, a surplus on the Income and Expenditure Account will be a negative value, whereas a deficit will be recorded as a positive value. All useable reserves balances (opening and closing) will be negative values.
- All figures should be **entered in £ thousands**, unless otherwise specified, and **rounded to the nearest whole number**.
- Figures should be based on authorities' **audited accounts**.
- The **additional information** sections of individual returns should be completed on a funding basis unless otherwise stated.

This return is closely aligned with SeRCOP - Recommended Standard Subjective Analysis and the Code of Practice on Local Authority Accounting. To avoid duplication, this guidance often refers directly to the SeRCOP guidance. Local authorities should refer to both sets of guidance when completing the return to ensure that the returns are completed consistently, so that valid and reliable figures for Scotland can be obtained.

### 1.1 Completing the Return

All of the LFRs, with the exception of LFR 24, are completed in a single workbook. Please note that this workbook now also includes the CR Final return (see tab 'LFR CR'). The forms are linked together allowing easy navigation between forms that ask for related information. The front page collects contact details for each LFR and the certification from the Director of Finance.

As in past years, not all LFRs are required from all authorities. Once you select your local authority from the drop-down list on the front page, the tabs you are required to fill in are then highlighted. To ensure the LFR figures reconcile to the local authorities' accounts, authorities are advised to **complete LFR A0 first, followed by LFR 23**. LFR 00 should also be completed **before** service-level LFRs to ensure control totals have been populated.






Cell H3 in each return is a drop-down box allowing respondents to mark individual returns as complete. This can be used to aid authorities when LFRs are being completed by a number of different staff members. Their use is entirely optional.

**Completed returns** should be emailed to [lgfstats@gov.scot](mailto:lgfstats@gov.scot) **by no later than the 10 November 2021**. Where possible, copies of local authorities' audited annual accounts will be sourced from local authorities' websites. However, you may be required to provide a copy of your accounts where it has not been possible for a copy to be downloaded.

Should you have **any queries** on the LFRs, please email [lgfstats@gov.scot](mailto:lgfstats@gov.scot).

## 1.2 Colour Coding and Automatic Validation Checks

The following colour coding has been applied to the return:

	<b>Plain white cells:</b> data is to be entered
	<b>Light grey cells:</b> data has been automatically populated, either from another cell in the return or from prior years' data. If the cause of an error is not clear, it may be that a different part of the return needs to be completed first.
	<b>Light blue cells:</b> subtotals
	<b>Dark blue cells:</b> totals
	<b>Red cells:</b> an automatic validation check has been flagged. Details of the broad types of validation checks are given below:

**1. Control Totals** compare totals in service-level LFRs against corresponding cells in LFRs A0, CR and 00. These checks are flagged when a figure does not match its control total, i.e. the difference column does not equal zero.

**2. Pass / Fail validation checks** test the figure entered against a specific set of validation criteria, for example ensuring figures sum to the appropriate total or the correct signage has been used.

**3. Comparisons to prior years' data** are applied to gross expenditure and income on a funding basis, and net revenue expenditure in Rows 28 to 31 of the service-level LFRs. Significant changes (those over £500k **and** 10%) will be flagged red and explanations for these changes should be provided in the relevant comments box.

**'Failed Validation Check' Count:** This is shown in cell E3 of each LFR, and in Column F on the front page, to assist tracking of checks across the workbook. The count reflects the total number of validation checks of type 1 and 2, as set out above, that have failed within each LFR. Ensure all data has been entered in LFR A0, CR, 00 and the relevant service-level LFR before attempting to address these errors.

Returns containing failed validation checks on the Front Page tab will **not** be accepted and will be returned to the local authority for review.

This return also contains cell specific validation to ensure figures are entered as whole numbers and with the correct signage.

## 1.3 General Subjective Analysis Guidance

The Subjective Analysis used throughout the LFRs is based upon CIPFA's SeRCOP – Recommended Standard Subjective Analysis. This document only provides guidance where the LFRs deviate from SeRCOP. Local authorities should refer to CIPFA's SeRCOP Service Expenditure Analysis for Scotland for more detailed guidance on the service expenditure analysis required in the LFRs.

**Revenue Contributions to Capital (RCC):** RCC reflects capital expenditure on capital assets which was met directly from the service revenue within the current year. It equates to capital funded from current revenue. Include any capital expenditure charged to revenue for PPP / PFI schemes.

RCC is no longer included in the LFR gross expenditure calculation, but is accounted for in the statutory adjustments in LFR A0. However, RCC is still used in some measures of gross expenditure, such as for the Local Government Benchmarking Framework (LGBF). Therefore, RCC is still required at service level (Row 77 of LFR 00) and for specified subservices (Row 36 of LFRs 01, 02, 03, 05, 06 and 07).

**Third Party Capital Projects funded from Capital Grant:** Subject to the conditions set out in any capital grant, a local authority may be able to fund third party capital expenditure, either through direct expenditure or the provision of a grant. Third party capital expenditure includes that of other local authorities.

The element of capital grant which was paid out to fund third party capital projects should be recorded as service income (specifically in Rows 49 and 50 in LFR 00). The corresponding grant or direct payment should then be treated as service expenditure, and these figures are pre-populated in Row 32 in LFR 00, based on figures recorded in Rows 49 and 50.

Further guidance on the accounting treatment of capital grants and contributions can be found in [Local Government Finance Circular 3/2018](#).

#### 1.4 Scottish Welfare Fund

There are two types of grants in the Scottish Welfare Fund (SWF):

- **Crisis Grants:** provide a safety net when someone experiences a disaster or emergency situation, such as a fire or flood and there is an immediate threat to health and safety.
- **Community Care Grants (CCG):** to enable people to live independently or continue to live independently, preventing the need for institutional care. A CCG may also be able to help a family facing exceptional pressure.

Grants should be recorded against the service area that best describes its purpose according to SeRCOP guidelines. LAAP Bulletin 98 in 2013-14 (paragraph 53 onwards) provides additional guidance and recommends the following initial treatment of SWF grants:

- Crisis grants should be recorded in LFR 07 under economic development;
- CCGs should be recorded in LFR 03 against the relevant client group and community-based service.

As the SWF grant can be used for a wide range of services, authorities are free to record grants under other service headings if they believe that it better fits the purpose of the grant.

## 2. LFR A0: Statutory Accounts and Funding

Local authorities should **complete LFR A0 first** to allow pre-population of other LFRs and to ensure that the return reconciles to the authorities accounts.

**Statutory Annual Accounts (Cols C to F):** Captures information from local authorities' audited annual accounts, in particular the Comprehensive Income and Expenditure Statement (CIES) and the Movement in Reserves Statements (MiRS). Local authorities are asked to break this information down between the General Fund, HRA and the statutory Harbour Account (Orkney and Shetland only).

Where treatment of specific transactions within annual accounts may not be consistent across all local authorities, this guidance provides advice on how these transactions should be recorded for LFR purposes to ensure consistency. In all cases, the closing balances for the General Fund, HRA and Harbour Account **must** match those stated in the local authorities' audited, annual accounts.

**Please note** that a copy of the local authority's audited accounts will be used during initial validation of the LFRs at the time of submission. Any discrepancies between the accounts and the LFR **must be explained** in the relevant comments boxes. Returns containing unexplained discrepancies will be returned for review and the discrepancies must be resolved before an initial return can be filed for full validation.

**Funding Basis (Cols H to K):** Automatically calculates the funding basis figures based on figures entered in Columns C to F:

- Gross Expenditure (Row 10) is calculated as the sum of the corresponding annual accounts and statutory adjustment figures;
- where income or expenditure is the same on an accounting and funding basis, values have been pre-populated based on the corresponding row of the CIES section in Columns C to F, for example interest paid on borrowing;
- where income or expenditure is the subject of a statutory adjustment, the cell is greyed out, for example pension interest costs;
- where statutory adjustments are not included in the CIES but are required to be charged to the General Fund, HRA or Harbour Account, these have been pre-populated based on the corresponding row of the MiRS section in Columns C to F, for example statutory repayment of debt.

**Please note**, for LFR purposes, requisition expenditure and income between councils and VJBs / RTPs **must** be recorded as service expenditure / income. As this treatment is not consistent across local authorities accounts, the LFR A0 has been designed to allow for this variation with appropriate adjustments made in the funding basis calculations to eliminate any requisition expenditure / income recorded outwith the net cost of services figure in the statutory annual accounts figures.

**Statutory Adjustments (Cols M to P):** Automatically calculates the statutory adjustments for LFR purposes against the relevant CIES line. These figures are provided for reference only.

## **2.1 Comprehensive Income and Expenditure Statement (CIES) (Rows 8 to 81)**

### **Gross Expenditure, Gross Income and Net Cost of Services (Rows 10 to 12):**

These should match the figures set out in local authorities' audited, annual accounts.

**Other Operating Expenditure (Rows 14 to 19):** This includes lines for 'Gain (-) / loss (+) on derecognition or disposal of assets', 'Assets held for sale - costs to sell / impairment loss / revaluation loss', 'Requisition expenditure to joint boards' and 'Other operating expenditure'.

**Requisition expenditure to VJBs / RTPs (Row 17)** should **only** be completed by councils who do **not** include this expenditure in their net cost of services. This row should reflect the amount of requisition expenditure paid to VJBs and RTPs during the year **as stated in the CIES of the local authorities' audited, annual accounts.** For LFR purposes, councils are required to record requisition expenditure as service expenditure (LFR 00, Row 21). An appropriate adjustment has therefore been made to the funding basis calculations in LFR A0 to eliminate double counting of requisition expenditure in the control totals for LFR 00.

**Other operating expenditure (Row 18)** should only be used to record values that are a charge to the General Fund (i.e. not statutory adjustments or charges to an unusable reserve). If figures are entered in this line, an explanation **must** be provided on what these figures are in the comments box. This line should **not** be used to record surplus or deficit of trading operations which are not allocated back to services – this should be recorded in Row 43 of LFR A0.

**Financing and Investment Income and Expenditure (Rows 21 to 44):** Local authorities are required to provide a breakdown of interest payable (Rows 22 to 26) and interest received (Rows 29 to 34). Investment property income should be split between net income (Row 31) and movement in fair value (Row 32) to ensure the statutory adjustment made only relates to movement in fair value.

The Accounting Code of Practice states that surplus or deficit of trading operations which are not allocated back to services should be included in 'Financing and Investment Income and Expenditure' and so this should be recorded in Row 43.

Presentation of a surplus or deficit on internal trading arrangements, for example from the use of an insurance account, is no longer permitted in the CIES. All transfers to and from the statutory Insurance Fund should be recorded as a movement in usable reserves.

**Taxation and Non-Specific Grant Income (Rows 46 to 65):** Local authorities are required to provide a breakdown of Taxation and Non-Specific Grant Income as stated in their annual accounts.

**General Revenue Grant (GRG) income (Rows 47 & 48)** has been pre-populated based on [Finance Circular 5/2021](#). To ensure additional Covid-19 funding paid via GRG can be easily identified, pre-populated GRG income is split across two rows, with Row 48 reflecting the Covid-19 specific element.

The pre-populated **GRG – Additional Covid-19 Funding** figures in Row 48 **exclude** amounts relating to Winter and Spring Hardship Payments only. This is in line with the [LASAAC guidance on the accounting treatment for COVID grants](#) – as the local authority is considered to be acting as agent for these grants, they are omitted from the main accounts data. Information on these grants is captured separately in LFR AG. The data used to calculate the pre-populated **GRG – Additional Covid-19 Funding** figures are provided in the ‘GRG – Covid-19’ tab of the return.

Any adjustments required to the pre-populated GRG income figures should be entered in Row 49, with an explanation for the adjustment provided in the comments box at the bottom of LFR A0. This will ensure that **Total GRG** (Row 50) matches the amount of GRG stated in the annual accounts.

As this income is designated as GRG, the expectation is that this will be recognised immediately as income with no adjustment made for any prepayments for the double allocation of Free School Meals or for the Easter Free School Meals falling across two financial years.

The **Non-Domestic Rates Income (NDRI) Distributable Amount** is pre-populated based on [Finance Circular 5/2021](#) in Row 51. Local authorities can make any adjustments required to this figure in Row 52, however any adjustments should be explained in the comments box at the bottom of LFR A0. Please note that this figure should **not** be adjusted for TIF or BRIS income – this should be recorded in Rows 56 & 57 respectively.

**Council Tax (Row 54)** should be the amount of Council Tax income recognised in the Annual Accounts, including any adjustments for previous local taxes.

**Accrual for Discretionary Housing Payments (Row 55)** should capture any accruals made by local authorities relating to Discretionary Housing Payments.

**Requisition Income (Row 58)** should be completed by VJBs and RTPs **only** and should reflect the amount of requisition income received from the constituent councils during the year as stated in their audited annual accounts. For LFR purposes, requisition income must be recorded as service income for the VJB / RTP (Row 56 in LFR 00). An appropriate adjustment has therefore been made to the funding basis calculations in LFR A0 to eliminate double counting of requisition expenditure in the control totals for LFR 00.

**Capital Grants and Contributions (Row 60)** should reflect all capital grants and contribution income which will be subject to a statutory adjustment. Further guidance on the accounting treatment of capital grants and contributions can be found in [Local Government Finance Circular 3/2018](#).

**City Deal Grant to be used to fund capital expenditure incurred in a prior financial year (Row 61)** should be used to record the amount of Glasgow City Region Deal grant received in 2020-21 that has been used to fund capital expenditure incurred in a prior financial year, in line with the letter from Scottish Government on 26 March 2021. Local authorities who are **not** a member authority in the Glasgow City Region Deal should either leave these cells blank or enter zeroes.

**Other (Row 64)** should be used to record any taxation and non-specific grant income that **cannot** be recorded against Rows 47 to 63. **It is anticipated that this line will be zero.** Any non-zero figures should be explained in the comments box at the bottom of LFR A0 and these will be reviewed during validation.



**Other Comprehensive Income and Expenditure (Rows 71 to 79):** All values recorded here are transferred to unusable reserves in LFR 23. **Do not** record here anything that flows to the General Fund or is the subject of a statutory adjustment.

## **2.2 Movement in Reserves Statement (MiRS) (Rows 83 to 145)**

**Balance at 1 April (Row 85):** Record here the balance on the General Fund, HRA and Harbour Accounts at 1 April **as stated in the annual accounts**.

**Adjustments to Usable Reserves permitted by accounting standards (Rows 87 to 89):** Where assets are revalued, IAS 16 'Property, Plant and Equipment' allows some of the revaluation surplus to be transferred to retained earnings as the asset is used by the authority. The surplus transferred is the difference between depreciation based on the revalued carrying amount of the asset, and depreciation based on the asset's historical cost.

The revised [LASAAC Statutory Basis for Reserves – Mandatory Guidance](#) mandates that the IAS 16 revaluation adjustment should be treated as an accounting adjustment, rather than a statutory adjustment. To reflect this latest guidance, a new 'Adjustments to Usable Reserves permitted by accounting standards' section has been added to LFR A0 and 23.

Record here the accounting adjustment against the General Fund, HRA and Harbour Account (Columns C to E) as required. The corresponding adjustment to the Revaluation Reserve is automatically pre-populated in LFR 23, Cell Q23.

Given this guidance was only recently issued, **if your authority's annual accounts for 2020-21 do not reflect the LASAAC guidance** you will need to amend the statutory adjustment for depreciation value recorded in LFR A0, Row 97. It is noted that this will mean some figures within the LFR will not match to your annual accounts, however this adjustment is required to ensure the LFR is completed on a consistent basis in line with the LASAAC guidance across all local authorities. Where this adjustment has had to be made, please note this in the comments box at the bottom of LFRs A0 and 23.

**Statutory Adjustments (Rows 91 to 122):** Statutory adjustments have been grouped to match the statutory adjustment accounts into which the adjustments are transferred, with a sub-total provided for each. Where possible, statutory adjustments have been pre-populated based on the CIES section of LFR A0.

[The Local Authority \(Capital Finance and Accounting\) \(Scotland\) \(Coronavirus\) Amendment Regulations 2021](#) gives local authorities the flexibility to reduce the amount of statutory repayments they make to the Loans Fund in 2020-21. In order to collect data on the use of this flexibility, LFR A0 has been amended as follows:

- **Statutory repayment of debt - Loans Fund: Amount due to be repaid before applying flexibility (Row 102):** This is in line with the Loans Fund repayment line in prior LFRs and should capture the total amount of Loans Fund that was due to be paid in 2020-21 **before the flexibility is applied**.

- **Statutory repayment of debt - Loans Fund: Reduction (-) permitted by statute (Row 103):** Record here the reduction in Loans Fund repayments being applied in 2020-21. The sum of this figure and that in Row 102 should reflect the **actual** Loans Fund repayment made in year. The validation check in Cell M103 ensures that figures in Row 103 are entered as negatives; and Row 102 + Row 103 is greater than or equal to zero.

**Statutory repayment of debt - Additional repayment for City Deal (Row 104)** is pre-populated based on LFR A0, Row 61 to reflect the fact that this grant income has been used to repay the Loans Fund. This repayment amount should also be included in the Loans Fund repayment figures recorded in LFR CR, Row 206.

The pre-populated statutory repayment of debt lines in LFR A0, Row 39 and LFR 23, Row 30; and the validation check in LFR CR, Cell Q206 have been updated to reflect these additional statutory repayment of debt lines.

**Capital expenditure funded from GF / HRA / Harbour (Row 106)** should be used to record capital expenditure funded directly from the General Fund, HRA or Harbour Account **only**. Capital expenditure funded from other Usable Reserves should be recorded in LFR 23, Row 31.

The statutory adjustment for any **gain or loss on derecognition or disposal of assets** (Row 107) is equal and opposite to that recorded in Row 15. Recording of the capital receipt, the adjustment to the Revaluation reserve and the Capital Adjustment Account is done in LFR 23.

The statutory adjustment made for **capital grants and contributions** (Row 110) is equal and opposite to that recorded in Row 60. Any capital grant recorded in the cost of services to fund capital grants to third parties is treated as revenue grant and is **not** subject to a statutory adjustment.

**Capital Grants unapplied (Row 111)** subsequently used to fund capital grants to third parties (i.e. revenue expenditure) is to be treated as a capital adjustment (i.e. a reverse of a statutory adjustment made in a prior year). This is because the original grant was recognised as capital and a statutory adjustment made to transfer the grant from the General Fund. Where the unapplied grant is applied to capital expenditure of the local authority this is recorded in LFR 23.

Statutory adjustments allow the cost of **deferral of premiums / discounts from refinancing of debt** (Row 117) to be set aside and charged to the GF / HRA over the life of the new debt taken out. This links to **Interest paid - Premiums / discounts from the refinancing of debt** (Row 25), such that the value in Row 117 should **not** exceed that in Row 25. Whilst both lines are for premiums and discounts, it is expected that Row 117 would have a negative value, as it credits the GF / HRA and transfers the debit from Row 25 to the statutory adjustment account. These expectations of value and signage are reflected in the validation check at Cell M117.

**Annual recharge of deferred premiums / discounts from refinancing of debt (Row 118)** should reflect the recharge of amounts of deferred premiums / discounts previously set aside and, as such, is expected to be a positive value. The validation check at Cell M118 ensures all values in Row 118 are entered as positives.

**Transfers from other Statutory Usable Reserves (Rows 126 to 141):** Record here transfers between usable reserves **only**. Transfers between usable reserves and statutory adjustment accounts should be recorded as statutory adjustments.

**Covid-19 - use of capital receipts (Row 132)** should be used to record any use of capital receipts to fund the financial impact of Covid-19 in line with the guidance on accounting practices for this flexibility set out in [Finance Circular 2/2021](#).

The Local Government (Scotland) Act 1975 permits local authorities to establish a Capital Fund and places restrictions on the use of these resources. Transfers from the Capital Fund / Capital Receipts to the General Fund / HRA / Harbour Account must be in accordance with the legislation and should be recorded in the appropriate row, rather than as a general transfer. In particular, **transfers relating to repayment of debt** should be recorded in LFR A0, Row 127.

The **Transfers to Capital Fund** (Row 134) should therefore only reflect transfers **from** the General Fund / HRA / Harbour Account **to** the Capital Fund and so must be positive. Validation has been included to flag where a negative has been entered.

Authorities that hold any reserves other than General Fund, HRA, Harbour Accounts, Renewal and Repairs or the Insurance Fund should record any transfers to or from these reserve(s) against **Transfers to / from: Other Statutory Funds** (Row 138).

Interest may **not** be credited directly to any reserve. Any share of interest received which a local authority wishes to apply to any reserve should be transferred to that reserve as a movement from the General Fund.

The following should be recorded in LFR 23:

- use of Capital Fund / Capital Receipts to fund capital expenditure (Cell I31);
- the movement between Capital Grants and Contributions Unapplied and the Capital Adjustment Account to reflect the grant or contribution being used to fund capital expenditure (Cell J31).

### 3. LFR 23: Reserves

LFR 23 collects information on all reserves (usable reserves, statutory adjustment accounts and unusable reserves) and must be completed by all local authorities.

**Please note**, Common Good funds and trust or charitable funds are **excluded**. Common Good funds should be recorded in Column U of LFR 00.

The term reserve and fund are both used within legislation. In practice they are treated as synonymous and use of the word reserve should be treated as referring to both funds and reserves. Annex A provides background information on the usable reserves detailed in LFR 23.

The majority of LFR 23 is pre-populated based on other LFRs, particularly LFR A0, and will be automatically updated as the return is completed. This section focuses on the cells which are not pre-populated and will need completed.

#### 3.1 Statutory Adjustments and Movement in Reserves (Rows 26 to 64)

**Capital expenditure funded from Usable Reserves (Row 31):** This row combines the following lines from prior years: Capital expenditure funded from revenue; Capital Grants and Contributions unapplied now applied to capital expenditure ([Circular 3/2018](#)); and Capital expenditure funded from Capital Fund / Capital Receipts. It also has been extended to allow recording of capital expenditure funded from other usable revenue reserves (Columns F to H).

Record here any capital expenditure funded from a Usable Reserve against the relevant column as positive values. Figures for General Fund, HRA and Harbour Accounts (Columns C to E) are pre-populated based on LFR A0, Row 106. Column J should reflect amounts of capital grants / contributions unapplied that have now been applied to capital expenditure **only**, in accordance with [Finance Circular 3/2018](#).

**Gain / loss on derecognition or disposal of assets (Row 32):** Gains and losses are not proper charges to the General Fund / HRA / Harbour Account. The statutory adjustment requires a credit to Capital Fund / Capital Receipts equal to the disposal proceeds – this value should be recorded in Column I. Gains should be entered as a negative value; losses as a positive value.

Scottish Ministers have permitted some capital receipts to be used to fund specific revenue costs (LFR A0, Rows 128 to 132). These capital receipts must be transferred from Capital Grants and Receipts Unapplied and so are recorded in Column J.

If an asset is derecognised and was carried at a revalued amount, the Accounting Code requires that the balance on the Revaluation Reserve for that asset be transferred to the Capital Adjustment Account. Record this adjustment in Column Q.

**Capital Grants and Contributions (Row 35):** Record here the amount of capital grants / contributions recognised in LFR A0, Row 60 where the expenditure to be financed **has not yet been incurred**, in accordance with [Finance Circular 3/2018](#). This figure should be entered as a negative value.

**Transfer excess capital receipts (Row 62):** Record here the value of excess capital receipts transferred between the Capital Fund / Capital Receipts and Capital

Grants and Receipts Unapplied, in accordance with [Finance Circular 1/2019](#) and [Finance Circular 4/2019](#). The Capital Grants and Receipts Unapplied figure (Column J) will be automatically calculated as the equal and opposite of the Capital Fund / Capital Receipts figure entered (Column I).

### 3.2 Balances (Rows 66 to 76)

**Balance at 1 April (Row 67):** This is pre-populated with the closing balance as reported in the previous years' LFR 23 based on the local authority name selected on the Front Page tab.

**Adjustments to balance at 1 April (Row 68):** Record here any adjustments required to ensure the calculated balance at 31 March in Row 71 matches to that stated in the accounts exactly. Where an adjustment is significant, an explanation should be provided in the comments box at the bottom of LFR 23.

Adjustments for the General Fund, HRA and Harbour Account are automatically calculated based on the 'Balance at 1 April' figures entered in LFR A0 (Row 85).

**Adjusted balance at 1 April (Row 69):** This line calculates the balance brought forward following any adjustments required to the pre-populated balance as recorded in Row 68.

This line **should equal** the opening balance for the year as stated in the local authorities' audited, annual accounts. The **only** exception is where a rounding adjustment has been required to ensure the closing balance matches exactly.

**Balance at 31 March (Row 71):** This line **must exactly equal** the closing balance for the year as stated in the local authorities' audited, annual accounts – this will be checked as part of the accounts validation checks carried out at the point of submission. If there is a specific reason that this figures does not match the accounts, this should be detailed in the comments box at the bottom of LFR 23.

**Balance at 31 March excluding IFRS 9 unrealised gains (Row 76):** This line automatically calculates reserves balances at 31 March excluding IFRS 9 unrealised gains – the usable reserves balance that will be reported in SLGFS. IFRS 9 unrealised gains are excluded from the reported usable reserves balances as these gains will only materialise if the investment is sold and so cannot be considered to be available to fund services.

### 3.3 Earmarked Reserves (Rows 78 to 83)

A local authority cannot create earmarked reserves, however they can earmark the General Fund for specific purposes. Any earmarked amounts should be recorded in this section of LFR 23. These figures should be consistent with the amounts disclosed as earmarked in the local authorities' audited, annual accounts.

**Council Tax Income to be used for Affordable Housing (Row 79):** Local authorities have the discretion to reduce Council Tax discount on second homes and long-term empty properties. Additional income from reducing these discounts from 50% to a minimum of 10% must be used to support affordable housing – either by the local authority itself, paid to Registered Social Landlords (RSLs) or disbursed by local authorities to organisations or individuals.

Record here the amount of additional income from reducing Council Tax discounts on second homes / long-term empty properties that is earmarked for affordable housing at 31 March. The validation check in Cell M76 mirrors the validation check in Cell E38 of LFR 12 – see the LFR 12 guidance for information on this.

**Housing Revenue Account's share of other reserves (Row 80):** Where HRA reserves are held as part of other reserves, the amount attributable to the HRA should be recorded in this line.

**Earmarked Reserves (Row 82):** Any other amounts within the General Fund earmarked for a specific purpose, as identified in the local authorities' audited, annual accounts, should be recorded in this line.

### **3.4 Earmarked Elements in Statutory Adjustment Accounts (Rows 85 to 95)**

This section requires balances held in Capital Grants and Receipts Unapplied, the Financial Instruments Adjustment Account and the Employee Adjustment Account to be analysed into component parts. This analysis is a requirement of the statutory guidance and must be completed. Validation checks have been included to flag returns where this has not been done.

**Equal pay - capital receipts held (Row 90):** The last year of application for the capital receipts flexibilities relating to equal pay was 2019-20. This means **no new** receipts can be held for this purpose, however the receipts held at 31 March 2020 can continue to be held until the equal pay claims are settled. Validation has been added to LFR 23, Cell R90 to ensure the amount of capital receipts held for equal pay in the Capital Grants and Receipts Unapplied Account does not exceed the amount recorded in the 2019-20 LFR.

**Premiums on refinancing – capital receipts held (Row 93):** This line has been added to reflect the change in recording of Financial Instruments - Use of Capital Receipts (Rows 52 & 53) to be recorded against Capital Grants & Receipts Unapplied, rather than Capital Fund / Capital Receipts as in prior years.

**Covid-19 – capital receipts held (Row 94):** This line has been added to reflect the statutory guidance set out in [Finance Circular 2/2021](#) which allows capital receipts to be used to fund the financial impact of Covid-19.

The statutory guidance allows capital receipts from 2020-21 to be used in 2021-22 – where this occurs, the local authority **must** hold the capital receipts from 2020-21 in the Capital Grants & Receipts Unapplied Account. Row 94 captures the value of capital receipts held for the purpose of Covid-19, in line with the statutory guidance.

## 4. LFR CR: Capital Return

Capital expenditure is defined in Section 39 of the Local Government (Scotland) Act 2003 as expenditure of the authority which falls to be capitalised in accordance with proper accounting practice. The Code of Practice on Local Authority Accounting in the United Kingdom (the Code) constitutes proper accounting practice in accordance with section 12 of the 2003 Act. All expenditure which falls to be capitalised in accordance with the Code should be included in LFR CR.

Capital expenditure covers both tangible and intangible non-current assets. Assets acquired on terms meeting the definition of a credit arrangement (e.g. finance lease or similar) are required by the Code to be capitalised and should be included in the return. This includes assets recognised by local authorities under PPP, PFI, NPD or similar credit arrangements. A lease meeting the definition of an operating lease will be a revenue transaction and should not be recorded in LFR CR.

Capital expenditure of a joint board should be recorded on its own LFR; constituent authorities should **not** include expenditure on behalf of such joint boards. The only exception is where a constituent authority has grant aided a joint board using the General Capital Grant (GCG), and these payments should be recorded in the constituent authorities LFR as required.

Capital works carried out by a local authority as an **agent** for someone else (i.e. another local authority, government department, private sector etc.) where that body reimburses the authority for the work undertaken will not result in a fixed asset on the balance sheet of the authority undertaking the capital work, and **should not** be reported in LFR CR.

Local authorities are permitted under the conditions of the GCG to grant aid third party capital projects, either directly or through the payment of grant. These grants may be made to other local authorities, other bodies or individuals. This expenditure is revenue expenditure under proper accounting practices, but as these grants are funded from capital resources these grants should be reported in LFR CR. Local authorities receiving grant from another local authority should record that grant as from another local authority, and record the capital expenditure made with the grant as capital expenditure.

Figures should be provided on an **accruals basis**. The returns require any outstanding amounts accrued in the previous financial year but not yet paid to be re-accrued when making the return. This means that there is an expectation that there will be no credit values recorded as actual expenditure for the year. The exception will be where a sum accrued will not now be paid.

### 4.1 Part A: Summary of Capital Expenditure and Financing (Rows 8 to 22)

Part A summarises the overall capital expenditure and financing of the local authority for the financial year. This section is entirely pre-populated based on data entered in Parts D and E of the return.

## 4.2 Part B: Prudential Information (Rows 24 to 52)

The Prudential Code requires local authorities to set and keep under review a number of prudential indicators for the forthcoming and following two financial years. Part B collects data on some of the prudential indicators that a local authority is required to use as set out in the CIPFA Prudential Code – the 2011 edition is referenced in this guidance. Local authorities are required to estimate the Capital Financing Requirement (CFR) of the authority (para 50 and Annex).

All local authorities are required to complete this section.

**Capital Financing Requirement (CFR) (Rows 25 to 37):** The Prudential Code requires the estimate for the CFR to be calculated by reference to estimates of capital expenditure, reductions for use of grant and capital receipts and for repayments of debt. There is not currently a consistent approach across local authorities on whether borrowing to lend to statutory bodies is included in the CFR so this section has been reviewed to improve consistency of recording and comparability to accounts.

**CFR at 1 April as per Statutory Annual Accounts (Row 27):** Record here the CFR at 1 April as stated in the statutory annual accounts.

**Value of loans to statutory bodies included in CFR at 1 April as per Statutory Annual Accounts (Row 28):** Record here the value of Police, Fire or any other loans to statutory bodies as set out in Part F **that is included** in the CFR at 1 April recorded in Row 27. A comment advising what this amount relates to should be provided in the comments box at the bottom of LFR CR. If no loans to statutory bodies are included in the CFR figures in the annual accounts, this row should be left blank or zeroes entered.

Rows 29 to 35 then show the in-year movement in the CFR value **excluding** loans to statutory bodies using figures recorded in LFRs A0 and CR.

**Value of loans to statutory bodies included in CFR at 31 March as per Statutory Annual Accounts (Row 36):** Record here the value of Police, Fire or any other loans to statutory bodies as set out in Part F **that is included** in the CFR at 31 March stated in the statutory annual accounts. A comment advising what this amount relates to should be provided in the comments box at the bottom of LFR CR. If no loans to statutory bodies are included in the CFR figures in the annual accounts, this row should be left blank or zeroes entered.

**Please note** that the CFR at 1 April in Row 27 and the CFR at 31 March in Row 37 **must** match the figures stated in the local authorities' annual accounts and this will be checked as part of validation against the accounts.

**Total External Debt at 31 March (Rows 39 to 47):** This section sets out the calculation of a local authority's total external debt at 31 March.

Rows 41 to 43 calculate Total External Debt in line with the balance sheet figures recorded in Part C. Row 41 is pre-populated as the sum of long-term, short-term and on demand borrowing. The total in Row 42 is pre-populated as the sum of long and short-term liabilities. However local authorities are required to split the total liabilities figure between the General Fund and HRA in Cells C42 and D42.



Rows 44 and 45 reflect the adjustment made to calculate actual external borrowing as per the Prudential Code. Local authorities should enter the adjustment required in Cell E44 – that is the amount of any accounting adjustments made, including premiums and discounts, transaction costs, accrued interest and effective interest rate adjustments which should be excluded. Row 45 calculates the Actual External Borrowing figure and this should be equal to actual outstanding external borrowing at the end of the financial year.

Rows 46 and 47 reflect that the CIPFA Prudential Code advises that loans to statutory bodies should be treated the same as transferred debt and so the debt of the local authority should be reduced by the value of these loans. Row 46 should be used to record the value of debt associated with lending to other statutory bodies that should be excluded for the purposes of the prudential indicator Gross Debt and the CFR. Row 47 then calculates the actual gross external debt for comparison to the CFR as advised in the Prudential Code.

#### **Operational Boundary and Authorised Limit at 31 March (Rows 49 to 52):**

Record here the operational boundary and authorised limit at 31 March as approved by the authority and as required by the Prudential Code.

#### **4.3 Part C: Balance Sheet at 31 March (Rows 54 to 100)**

The CIPFA Prudential Code requires the actual CFR of a local authority to be calculated from the authority's balance sheet (para 53). The Prudential Code also requires local authorities to identify the CFR for the General Fund and HRA separately (para 85). **All** authorities are required to complete this section.

**Statutory Balance Sheet (Column C):** Record here the figures as per the local authority's audited statutory Balance Sheet. Where a local authority has presented its Balance Sheet differently from that in the return, it is acceptable for the local authority to adjust its statutory data to allow completion of the return. Figures relating to reserves (Rows 91 to 97) have been pre-populated based on LFR 23.

**Prudential Balance Sheet (Columns E to G):** Actual figures for the CFR should be taken from the Balance Sheet by consolidating:

- tangible fixed and intangible assets;
- debtors relating to capital transactions;
- any amounts carried as investments that were treated as capital expenditure;
- the Capital Adjustment Account;
- the Revaluation and Financial Instruments Revaluation Reserves.

Local authorities are asked to record the prudential elements of their Balance Sheet, split between the General Fund (Column E) and HRA (Column F). Rows from the Balance Sheet that are **not** identified by the Prudential Code have been greyed out.

Rows which must be fully reflected on the Prudential Balance Sheet will have the total (Column G) pre-populated. For rows where the total has not been pre-populated, local authorities must record **only** the **prudential element** of the Balance Sheet figure. In particular, please note the following advice.

**Capital debtors:** This will relate to borrowing to on-lend, as the loan made is repayable. From 1 April 2003, when the capital framework changed, all borrowing to on-lend, other than to statutory bodies, requires the consent of Scottish Ministers. Some local authorities may have debtors which pre-date 1 April 2003 – any on-lending which has been funded from borrowing should have an associated loans fund advance.

In line with advice from the Prudential Code, debtors relating to lending to other statutory bodies should **not** be treated as prudential capital debtors. This means they should **not** be included as debtors in Part C, in particular in Rows 65 or 69.

Total capital debtors is expected to be equal to the Loans Fund outstanding amount at 31 March for Consents to Borrow – see validation check in Cell O217.

**Investments:** From 1 April 2003, when the capital framework changed, only investments on the Balance Sheet which are purchased by borrowing using a consent to borrow issued by the Scottish Ministers will be a prudential investment.

Some local authorities may have capital investments acquired prior to 1 April 2003, funded from borrowing under the old capital framework, and these should be included as a prudential investment. Only the original capital value of the investment is a prudential investment. Any subsequent revaluation of the investment is not included in the prudential amount recorded.

In Scotland, there is **no** legislative requirement for local authorities to treat the acquisition of **share capital** in a corporate body as capital expenditure.

#### **4.4 Part D: Service Breakdown (Rows 102 to 178)**

Part D collects data as it relates to the local authority service to benefit from the capital expenditure. The breakdown broadly follows the CIPFA's SeRCOP Service Expenditure Analysis. The service and subservices also align to those used throughout the LFRs.

Where expenditure is reported against Other Services (Row 162), local authorities should provide further detail on what the expenditure relates to in the comments box at the bottom of LFR CR.

HRA expenditure should be recorded in Rows 167 to 175 in line with [guidance on the definition and interpretation of the Scottish Housing Quality Standard \(SHQS\)](#).

Where a local authority acquires a fixed or intangible asset from another local authority, the acquiring authority should include the expenditure as capital expenditure on their return, and the selling local authority should record the sale proceeds as a capital receipt on their return.

Expenditure corresponding to Donated Asset Income (recorded in Part E, Row 189) must be included in the capital expenditure figures recorded in this section.

**Capital Expenditure (Columns C to G):** Record here capital expenditure as defined by the Local Authority Accounting Code and incurred by the local authority **only**. Do **not** include amounts relating to third party capital projects, this should be recorded in Columns I and M as appropriate.

**Revenue Expenditure Funded from Borrowing: Third Party Capital Projects (Column I):** The Local Authority (Capital Finance and Accounting) (Scotland) Regulations 2016 provides a local authority with the power to borrow to provide capital support, by grant or direct expenditure, to a third party's capital project. Record here expenditure on third party capital projects, including other local authorities, funded from borrowing.

**Revenue Expenditure Funded from Borrowing: Consented Borrowing (Column J):** Borrowing to on-lend requires Scottish Ministers consent. Record here any lending using a borrowing consent.

**Third Party Capital Projects funded from Capital Grant (Column M):** Subject to the conditions set out in any capital grant, a local authority may be able to fund a capital grant to a third party, or the direct expenditure on a third parties capital project, from the capital grant. Record here expenditure on third party capital projects, including other local authorities, funded from capital grants.

**Actual Capital Receipts (Columns Q to S):** Record here actual capital receipts received in the financial year. Receipts should be recorded against the service with which the asset was last in use, i.e. at the point that it was identified for disposal.

#### **4.5 Part E: Analysis of Financing of Expenditure (Rows 180 to 198)**

Part E collects data on how local authorities' capital expenditure and revenue funded from capital resources was financed. The total financing figures are validated against the relevant total expenditure figures calculated in Part D (see checks in Row 198).

**General Capital Grant from Scottish Government (Row 183):** Record here **only** the amount of Scottish Government GCG. The total amount of GCG recorded should match that stated in [Finance Circular 4/2020](#), shown in Cell Q183 for reference, and the validation check in Cell O183 will fail if the amounts are not equal.

**Capital grants from Scottish Government, excluding GCG (Row 184):** Record here any specific capital grants received from the Scottish Government **only** used to finance the capital programme.

**Grants from Scottish Government agencies and / or NDPBs (Row 186):** Record here any grants received from Scottish Government agencies or NDPBs used to finance the capital programme. The [National Public Bodies Directory](#) should be used to check the status of the body the grant was received from.

**Grants from other Scottish local authorities (Row 187):** Record here grants received from other local authorities, including VJBs, RTPs and Bridge Authorities, that have been used to finance the capital programme.

**Donated Asset Income (Row 189):** This line ensures that donated asset income is correctly recognised within LFR CR and is pre-populated based on LFR A0, Row 63. The corresponding expenditure should be included in the capital expenditure figures recorded in Part D.

**Other grants and contributions (Row 190):** Record here any grants / contributions received from third parties not already included in Rows 183 to 189 that were used to finance the capital programme. This should include grants from UK Government departments, UK NDPBs, the European Union and the lottery.

**Borrowing from Loans Fund (Row 191):** The Local Authority (Capital Finance and Accounting) (Scotland) Regulations 2016 requires a local authority to maintain a Loans Fund. Advances are made from the loans fund for capital expenditure, including that relating to the HRA.

Record here the advances made from the Loans Fund for capital expenditure of the local authority. Loans fund advances for capital support to third parties and consented borrowing figures have been pre-populated based on figures entered in Part D. Do **not** record the value of external borrowing.

**Capital receipts used from asset sales / disposals (Row 192):** Record here the value of capital receipts used to fund capital expenditure. This does **not** need to equal the actual capital receipts received in year, as recorded in Part D.

**Capital Fund applied (Row 193):** Record here the amount taken from the Capital Fund to finance the local authority's capital programme.

**Capital expenditure funded from revenue (Row 194):** Record here the amount of capital expenditure funded from revenue reserves, including the use of any earmarked reserves relating to Council Tax discounts. The total in Cell E194 **must** be equal and opposite to the sum of values recorded in LFR 23, Cells C31 to H31 as per the validation check in Cell O194.

**Assets acquired under PPP / PFI / NPD (Row 195):** The acquisition or purchase of an asset through an on-Balance Sheet PPP / PFI / NPD must be recorded as capital expenditure and so the value of any assets financed by PPP / PFI / NPD must be recorded here.

**Assets acquired under other credit arrangements (Row 196):** Under SSAP 21, assets acquired under a finance lease must be recognised on the lessee's Balance Sheet and the value of the assets recognised should then be treated as capital expenditure by the lessee. Therefore the value of any assets acquired and financed by a finance lease must be recorded here.

Any hire purchase contracts that have similar characteristics to a finance lease and are of a financing nature, should be accounted for as finance leases and recorded in LFR CR. A lease meeting the definition of an operating lease will be a revenue transaction and should not be recorded in LFR CR.

#### 4.6 Part F: Loans Fund (Rows 200 to 239)

The Local Authority (Capital Finance and accounting) (Scotland) Regulations 2016 requires a local authority to establish and operate a Loans Fund. Advances are made from the Loans Fund to finance a local authority's capital expenditure and any grant or loan made by a local authority for which Scottish Ministers have provided a consent to borrow. These advances, and associated repayments, should be recorded in Columns C & D for the General Fund and HRA respectively.

Local authorities are also able to make advances from the Loans Fund to other statutory bodies under statute, including Community Councils and Harbour Authorities. These advances, and associated repayments, should be recorded in Columns G to M. In particular, 'Other LAs' in Column G should include lending to the Tay Road Bridge; an IJB, if permitted to borrow; and / or an RTP.

The Loans Fund advances outstanding at 1 April (Row 203) is pre-populated as the Loans Fund advances outstanding at 31 March from the selected local authorities' return from the previous year. Any adjustments required to this figure should be entered in Row 204, with an explanation for the adjustment provided in the comments box at the bottom of LFR CR.

**Repayments in year (principal only; no interest) - As charged to annual accounts (Row 206):** Record here the value of the principal repayments made to the Loans Fund in year as charged to the annual accounts; do **not** include interest payments. These figures should match the sum of those recorded in LFR A0, Rows 102 to 104 as per the validation check in Cell Q206.

Any statutory repayment of debt for consented borrowing debtors included in the annual accounts should be included in Column C. Any repayments by statutory bodies included in the annual accounts should be included in Columns G to K and the corresponding capital receipt entries must also be made.

**Repayments in year (principal only; no interest) - Reduction in capital prudential debtors (Row 207):** There is a requirement in the legislation to make a loans fund advance for consented borrowing loans and these results in a prudential debtor. For some local authorities, this has led to a loans fund advance but no statutory repayment of debt made to the annual accounts; instead the loans fund is reduced by the same value as the reduction in debtor.

To resolve this difference, the reduction in capital prudential debtors relating to consented borrowing loans or statutory bodies where a local authority does **not** make a statutory repayment of debt but just reduces their CFR must also be recorded. Any reduction relating to consented borrowing debtors should be recorded in Columns C and D. Any reduction relating to repayments by statutory bodies should be recorded in Columns G to K.

**Transfer of assets between funds (Row 208):** Assets transferred between the General Fund and HRA must have a nil effect. The HRA figure will therefore be calculated automatically to be equal and opposite to the General Fund figure.

**Advances Outstanding for Consent to Borrow (Rows 210 to 217):** Record here the value of the Loans Fund advances outstanding at 31 March for each of the types of debtor listed. The sum of advances outstanding for all consented borrowing as calculated in Cell E217 should be equal to the value recorded as prudential debtors in Part C as per validation check in Cell O217.

**Advances Outstanding for Lending to Other LAs (Rows 218 to 224):** Record here the value of the Loans Fund advances outstanding at 31 March by type of authority. These figures should provide a breakdown of the value in Cell G209.

**Schedule of Future Repayments (Rows 225 to 239):** The decisions taken each year on new advances, such as the period and amount of each repayment, creates a liability to repay those advances from future years' budgets. A local authority is required to report on the commitment to repay Loans Fund advances, providing a breakdown of future repayments in five-year periods. Local authorities should record this breakdown of future repayments in this section.

#### **4.7 Part G: Housing (Scotland) Act 2010 (Rows 241 to 252)**

Part G collects information on Loans Fund advances outstanding relating to housing. The values in Rows 243 to 249 should be the housing element of the figures in Part F, Rows 203 to 209 and so the HRA figures for these rows have been pre-populated from Part F on this basis.

**Capital Receipts (Row 251):** Record here the amount of capital receipts acquired in the financial year under Right to Buy. The HRA figure has been pre-populated based on Part D.

**Number of houses sold under Right to Buy (Row 252):** Record here the actual, unrounded number of houses sold under Right to Buy.

#### **4.8 Part H: City Deal / Growth Deal (Rows 254 to 269)**

Part H extracts the value of expenditure and financing relating to City Deals and / or Growth Deals already included in Parts D and E.

**City Deal / Growth Deal Grant Received (Row 256):** Grants for City Deals and Growth Deals are required to be spent in the financial year it is received and so this line is pre-populated based on figures entered in Part E.

**Expenditure (Rows 257 to 260):** Record here the **total** expenditure on City Deal and / or Growth Deal projects. Do **not** just record the amount funded from City Deal / Growth Deal Grant.

**Financing (Rows 261 to 266):** Record here the financing of the **total** City Deal / Growth Deal expenditure as shown in Row 260. Please note the following guidance:

- **City Deal / Growth Deal Grant Used on City Deal Projects In Year (Row 262):** Record here the value of City Deal / Growth Deal Grant used on City Deal / Growth Deal projects in year **only**. Where, in exceptional

circumstances, local authorities have used City Deal / Growth Deal Grant on non-City Deal / Growth Deal projects, this should be recorded in Row 268.

- **City Deal Grant from Previous Years (Row 265):** City Deal Grant conditions require the grant be used in full in the year provided. In exceptional circumstances, local authorities may use City Deal Grant on non-City Deal projects if the amount of City Deal Grant received exceeds City Deal project expenditure in that year. This is on the condition that an amount equal to that of City Deal Grant used on non-City Deal projects is taken from the local authorities own resources in the next financial year to fund City Deal projects.

This figure has therefore been pre-populated with the amount of City Deal Grant used for non-City Deal projects in the previous years' return.

**City Deal / Growth Deal Grant applied to non-City Deal / Growth Deal projects (Row 268):** In exceptional circumstances, if the amount of City Deal / Growth Deal Grant received exceeds City Deal / Growth Deal project expenditure in that year, grant which has not been used on City Deal / Growth Deal projects may be used on non-City Deal / Growth Deal projects. Record here the value of City Deal / Growth Deal Grant used to finance non-City Deal / Growth Deal projects in the financial year.

**City Deal / Growth Deal Grant received for capital expenditure incurred in a prior financial year (Row 269):** This line is pre-populated from LFR A0, Row 61 to ensure that additional grant for the Glasgow City Region Deal used to fund capital expenditure that was incurred in a prior financial year and funded by a loans fund advance is reflected in this section of LFR CR.

#### **4.9 Part I: Value of Fixed Assets at 31 March (Rows 271 to 287)**

Part I collects data on the Net Book Value (NBV) of fixed assets held by local authorities at 31 March. The data requested should align to how local authorities present fixed assets in their accounts. Where possible, lines have been pre-populated based on Part C.

#### **4.10 Part J: Summary of Capital Receipts and Capital Fund (Rows 289 to 312)**

Capital receipts are income from the sale of fixed assets, or any income received which is in respect of an asset which was originally treated as capital expenditure.

Part J collects data on the movement of capital receipts in year, both in the Capital Fund / Capital Receipts and in Capital Grants and Receipts Unapplied. Most of this data is pre-populated based on figures provided elsewhere in the return.

Totals for Rows 291, 293 and 295 are provided in LFR 23, however local authorities are required to provide the appropriate split between the General Fund and the HRA. The totals in Column E are validated against the relevant figures in LFR 23 (Cells I69, J32 and I62 respectively) and will fail if they are not equal.

Local authorities are also required to provide the amount of capital receipts held in Capital Grants and Receipts Unapplied at 1 April in Row 302, as this information is not available elsewhere in the return.

## 5. LFR 00: Subjective Analysis by Service

LFR 00 requires local authorities to provide a detailed breakdown of gross expenditure and gross income by service. LFR 00 also collects data required for:

- Bridge Authorities (Column G);
- Housing Revenue Account (HRA) (Column N);
- Statutory Harbour Account, for Orkney and Shetland only (Column T);
- Common Good (Column U).

All figures in LFR 00 should be provided on a funding basis. Total Net Revenue Expenditure for both the General Fund and HRA (Row 72) are separately validated against the net cost of services on a funding basis calculated in LFR A0, Row 12.

LFR 00 provides the Control Total figures in all service-level LFRs and so should be completed **before** the service-level LFRs.

All local authorities are required to complete LFR 00, however they will not all have to complete every column. Table 1 sets out which columns should be completed for each type of local authority.

**Table 1: Which columns in LFR 00 should contain data by authority type**

Column in LFR 00	Councils	VJBs	Bridge Authority	RTPs
LFR 01: Education	X			
LFR 02: Culture and Related Services	X			
LFR 03: Social Work	X			
LFR 05: Roads and Transport	X			X
Road Bridges			X	
LFR 06: Environmental Services	X			
LFR 07: Building, Planning & Development	X			
LFR 09: Central Services	X	X		X
LFR 20: Non-HRA Housing	X			
Trading Services	X			
HRA (Housing Revenue Account)	X			

**Trading Services (Column L):** Record all expenditure and income relating to trading with the public and internal significant trading operations. This will include, but is not limited to, costs associated with fishery harbours and markets; statutory Harbour Accounts for Orkney and Shetland; other harbours; airports; tunnels; piers and slaughterhouses. The only **exception** is expenditure and income relating to local authority transport undertakings which should be recorded in LFR 05.

**Statutory Harbour Accounts (Column T):** Record expenditure and income relating to statutory harbour accounts – to be completed by Orkney and Shetland **only**.



## 5.1 Service Analysis

A detailed analysis of expenditure and income is required to be broken down by the services set out in CIPFA's SeRCoP guidance.

**Employee Pension Costs (Rows 11 & 13):** This should include the employer's pension contributions **only**. Do **not** include IAS 19 costs.

**Operating Costs (Rows 16 to 25):** Due to the change in accounting arrangements for **Public Private Partnerships (PPP)** and **Private Finance Initiatives (PFI) schemes**, as set out in [Finance Circular 4/2010](#), **only** the 'fair value of services' element of the total unitary payment to the operator in year should be recorded here.

Do **not** include any **capital charges** within operating costs; these are dealt with in the statutory adjustments part of LFR A0. Capital charges include:

- depreciation of assets;
- amortisation of intangible assets;
- loss on impairment of assets;
- amortisation of government and non-government grants deferred.

**Third party payments (Rows 21 to 24)** are payments to an external provider, or an internal service delivery unit, which is operating independently in return for the provision of a service. Where a service being paid relates to the type of expenditure (e.g. building repairs, cleaning, catering etc.) then the payment should be recorded under supplies and services. Third party payments will include those made to other local authorities, NHS Boards, government departments, voluntary associations, other establishments, private contractors and other agencies. In particular:

- **To RTPs and VJBs (Row 21):** All payments made to RTPs and VJBs must be recorded against this line.
- **To NHS Boards (Row 23):** Record here direct payments made to NHS Boards only. Do **not** include payments made to IJBs.

**Third party capital projects funded from revenue (Row 33):** Record here the value of grants paid to third parties, including other local authorities, to finance capital projects undertaken by these third parties which were **funded from revenue**.

This data is required by the Office of National Statistics (ONS) and HM Treasury for National Accounts purposes and was previously captured in CR Final (Part L).

**Other Transfer Payments (Row 34):** This should include debits resulting from soft loans to clients etc.

**Total Support Services on a Funding Basis (Row 37):** Record here expenditure on support services by service allocation. Section 15 provides detailed guidance on support services. In particular, any costs which do not come under the activities listed in Section 15.1 must **not** be included as support costs but must be recharged to the relevant service and included within the appropriate LFR.

**Recharge income from other services (Row 39):** Record here all recharge income received from other services. The expenditure side of the transaction must be recorded in the relevant expenditure line (Rows 9 to 35), local authorities should **only** enter zeroes in this line if there has been **no** recharge income. This line should also **not** be used to allocate shared services.

Recharges are included in the expenditure section to ensure double counting caused by internal charging is eliminated within the gross expenditure calculation.

**Gross Expenditure adjusted for LFR purposes (Row 43):** This line makes adjustments to the gross expenditure figure to eliminate double counting in aggregate figures caused by transfers between local authorities. This will be the basis of the Scotland gross expenditure figure reported by the Scottish Government in official statistics. It is calculated as:

Gross expenditure on a funding basis (Row 41)

**Plus** contributions from other local authorities (Row 55)

**Plus** requisitions from constituent councils (Row 56, LFR 05 and LFR 09 **only**)

**Ring-Fenced Revenue Grants (Row 47):** Ring-Fenced Revenue Grants (RFRG) received from Scottish Government should be recorded in this line against the relevant service area. In 2020-21, RFRGs that may be recorded are:

- **LFR 01:** Gaelic; Pupil Equity Fund; Early Learning and Child Care
- **LFR 03:** Criminal Justice Social Work
- **LFR 05:** Support for Ferries

Please note that, due to Covid-19, ring-fencing was lifted on ELC and PEF grants, but on the condition the money still be spent on Education. Row 47 should **only** reflect the amount of grant spent on the ring-fenced area. Any grant used more generally should be recorded as 'Other central government grants' in Cell C51. Validation of Education RFRG figures will be updated to reflect this guidance.

The remaining RFRGs listed above remained fully ring-fenced in 2020-21 and so the full value of RFRG received and applied should be recorded in Row 47.

**Covid-19 Specific Grants (Row 48):** Record here Covid-19 specific grants against the service they have been used to fund. A full list of Covid-19 specific grants is provided in Annex B of this guidance.

**Requisitions from constituent councils (Row 56):** VJBs and RTPs should record income received from their constituent councils in this line, against LFR 05 and LFR 09 as appropriate. An adjustment has been made to calculations in LFR A0 to eliminate double counting for VJBs and RTPs who treat requisition income as non-service income in their accounts.

**Income from fees or charges to service users (Row 63):** Record here all income received from fees & charges for services, use of facilities, admissions and lettings.

**Rent Income (Row 64):** Record here all income received from rents, tithes, acknowledgements, way leaves and other land and property-based charges of a non-casual user.

**Other customer and client receipts (Row 65):** Record here any income from customer and client receipts that has not already been recorded in Rows 63 and 64. This should include sales of products or materials, data technology, surplus products and credits resulting from soft loans.

**Gross Income adjusted for LFR Purposes (Row 70):** This line makes adjustments to the gross income figure to eliminate double counting in aggregate figures caused by transfers between local authorities. This will be the basis of the Scotland gross income figure reported by the Scottish Government in official statistics. It is calculated as:

Gross income on a funding basis (Row 68)

**Minus** contributions from other local authorities (Row 55)

**Minus** requisitions from constituent councils (Row 56, LFR 05 and LFR 09 only)

**Net Revenue Expenditure on a funding basis (Row 72):** This line calculates net revenue expenditure based on Rows 41 and 68. The validation check in Cell Q72 ensures the General Fund and HRA figures match those in LFR A0, Row 12.

## 5.2 Additional Information

**Total Revenue Contributions to Capital (RCC) (Row 77):** Record here all revenue contributions to capital (RCC) by General Fund service. RCC for the HRA is pre-populated based on LFR A0, Cell D106.

The validation check in Cell Q77 requires the total RCC recorded in this row to match capital expenditure funded from GF / HRA / Harbour Accounts as recorded in LFR A0, Cell F106.

**Integrated Joint Boards (Rows 79 to 83):** This section captures the required figures for transactions relating to Integration Joint Boards (IJBs). In particular:

**Transfer Payment to IJB (Row 80):** Record here the total amount transferred to the IJB in Column O. This should match the amount stated in your annual accounts. This figure is then used to pre-populate LFR 00, Cell E31 and LFR 03, Cell H12, replacing the 'Contributions to IJBs' row required in previous LFRs.

Where an element of the transfer payment to the IJB comes **directly from the HRA**, the following additional transactions must also be recorded:

- the transfer amount paid directly from the HRA should be recorded as expenditure in Cell N34 to ensure the amount of expenditure recorded against the HRA is correct and in line with figures entered in LFR A0;
- a recharge to LFR 03 (Cell E39) for the same value to ensure the double counting of this expenditure against both LFR 03 and HRA is eliminated.

If these additional transactions are not recorded, the net revenue expenditure split between General Fund and HRA in LFR 00 will not match to that in LFR A0 and the validation check at LFR 00, Cell Q72 will fail.

**Income from IJB to commission services (Row 81):** Record here the total amount of income to commission services received from the IJB in Column O. This should match the amount stated in your annual accounts.

**Expenditure on services commissioned by IJB (Row 82):** Record here the expenditure commissioned using income received from the IJB split by service, as included in the expenditure figures recorded in Rows 8 to 43 of LFR 00.

Rows 81 and 82 are expected to be equal and opposite to each other, as per the validation check in Cell Q82. On this basis, Row 82 is used to pre-populate 'Income from IJB to commission services' (Row 58), replacing the 'Contributions from IJBs' row in previous LFRs.

**Grants and Payments to Third Sector Bodies (Rows 85 to 94):** Record here gross grants and payments to third sector bodies, and any grants used to fund these. This data was collected in LFR 10 in returns prior to 2019-20.

Third sector organisations are non-governmental, value-driven and principally reinvest any financial surpluses to further social, environmental or cultural objectives. They include voluntary and community organisations, charities, social enterprises, cooperatives, housing associations, credit unions, mutual and development trusts. Trade Unions and political parties should be **excluded**.

Payments for the provision of services by third sector bodies (Row 86) should include fees, charges and subsidies paid by the local authority to the third sector body for the provision of services.

These amounts should also be included in the expenditure and income sections of LFR 00, as well as the relevant service-level LFRs. **Grants paid** to third sector bodies will be included as a transfer payment. **Payments for the provision of services** by third sector bodies will be included within Operating Costs as a third party payment. **Grants received** by the local authority that are used to fund grants or payments to a third sector body should be recorded in the appropriate income line.

**Additional Gross Expenditure directly related to Covid-19 (Row 97):** Record here **new** gross expenditure that has been incurred **as a direct result of** the local authority response to the Covid-19 pandemic for each service. These figures will already be included in the Expenditure section of LFR 00 (Rows 9 to 37).

As a guide, figures should be in line with additional **expenditure** recorded in the Covid-19 Local Government Financial Pressures data collection run by CoSLA. The following should **not** be included as additional Covid-19 expenditure within LFR 00:

- redeployment of staff resources;
- continued payment of service providers to ensure future service provision;
- lost income, for example from sales, fees and charges, due to Covid-19.

## 6. LFR 01: Education

All expenditure and income relating to the education service, regardless of which department provides the service, should be recorded in LFR 01. Exceptions are:

- Social Work component of local authority residential schools – these should be recorded in LFR 03;
- School Crossing Patrols – these should be recorded in LFR 05.

### 6.1 Service Analysis

For Education, SeRCoP divisions of service are requested in two different formats:

1. by school type (Columns C to K) – see Table 2;
2. by devolved and centrally managed (Columns P to R) – see Table 3.

Tables 2 and 3 detail how the SeRCoP divisions of service relate to the subservices used within LFR 01.

**Pre-Primary Education (Column C):** In line with the SeRCoP guidance, this column should include all traditional education activity, including nursery schools, but should **not** include childcare services.

**Please note**, where pre-primary education settings fall under a budget devolved to a primary school head teacher, the amounts relating to the pre-primary setting should be allocated to Pre-Primary Education, rather than Primary Education. This is to ensure consistent recording of Pre-Primary Education expenditure and income across local authorities with different school set-ups and budgets.

**Special Education (Column F):** Please note that references within the SeRCoP guidance to Special Education Needs (SEN) should be considered to cover all Additional Support for Learning (ASL) needs. The latter term is concurrent with language used in the Additional Support for Learning (Scotland) Act 2009.

In line with the SeRCoP guidance, please ensure that all ASL provision funded from a centrally held education authority budget is included in the Special Education column, irrespective of where it is delivered. Any ASL provision that is funded by an individual schools' budget should be included under the relevant school type.

For example, an ASL unit attached to a primary school that is funded by the Education Authority would be included in the Special Education column. However, if the ASL unit was funded from the primary school's own budget it would be included within the Primary column.

**Table 2: SeRCoP Divisions of Service by school type**

Service	SeRCoP Divisions of Service	Pre-Primary Education	Primary Education	Secondary Education	Special Education	Community Learning	Other Non-school Funding
Individual School Budgets	Budgets devolved to the head teacher of pre-primary schools	X					
	Budgets devolved to the primary school head teacher		X				
	Budgets devolved to the secondary school head teacher			X			
	Budgets devolved to the special school head teacher				X		
	Schools without devolved budgets	Apportioned appropriately					
Education Authority Centrally Held School Budgets	Schools strategic management	Apportioned appropriately					
	Non-devolved school grants	Apportioned appropriately					
	Pre-primary education	X					
	Facilitating school improvement	Apportioned appropriately					
	Supporting Special Education Needs (SEN), irrespective of where delivered				X		
	School and pupil support	Apportioned appropriately					
Non-school Funding	Strategic management of non-school services						X
	Support for students						X
	Home to college transport (16-18 years)						X
	Community learning					X	

**Table 3: SeRCoP Divisions of Service by devolved and centrally managed**

Service	SeRCoP Divisions of Service	Devolved	Centrally Managed
Individual School Budgets	Budgets devolved to the head teacher of pre-primary schools	X	
	Budgets devolved to the primary school head teacher	X	
	Budgets devolved to the secondary school head teacher	X	
	Budgets devolved to the special school head teacher	X	
	Schools without devolved budgets		X
Education Authority Centrally Held School Budgets	Schools strategic management		X
	Non-devolved school grants		X
	Pre-primary education		X
	Facilitating school improvement		X
	Supporting Special Education Needs (SEN), irrespective of where delivered		X
	School and pupil support		X
Non-school Funding	Strategic management of non-school services	Not included	
	Support for students	Not included	
	Home to college transport (16-18 years)	Not included	
	Community learning	Not included	

## 6.2 Additional Information

Note that double counting between rows **is permitted** within the additional information for LFR 01. For example, Other Employee Costs associated with Additional Support for Learning should be counted in both the 'Employee Costs – All Other Employees' and 'Additional Support for Learning' lines. Double counting is **not** permitted between columns or in the core LFR 01 table.

**Revenue Contributions to Capital (RCC) (Row 36):** Record here any RCC relating to Pre-Primary Education (Column C); Primary Education (Column D); and Secondary Education (Column E) **only**. This information collected specifically for use in the Local Government Benchmarking Framework (LGBF) and so is only required for subservices which are reflected in LGBF finance indicators.

**Employee Costs - All other employees (Row 40):** Record here gross expenditure on employees other than teachers. This includes, but is not limited to, classroom auxiliaries, laboratory technicians, school librarians, school bursars, school welfare officers, receptionists, clerks, janitors, cleaners, welfare attendants, nurses, therapists, other medical staff and educational psychologists.

**School Transport incurred under Section 50-51 (Row 41):** Record here gross expenditure on taxis, buses and any other transport costs arising from the transport of children from home to school incurred under Section 50-51 of the Education (Scotland) Act 1980. Non-statutory transport costs, such as transport to sporting events, should **not** be included.

**School Meals Expenditure (Rows 42 to 44):** Data is now being collected on different categories of school meals to help improve understanding of the strengths and weaknesses of home delivery of meals, such as how this impacts the costs of delivery, and allowing further analysis of how take-up is affected. **Where an estimate has had to be provided** for any of these rows, please advise this in the comments box at the bottom of LFR 01, along with any comments on accuracy.

**School Meals – Schools open (Row 42):** Record here gross expenditure relating to the provision of school meals whilst schools were open and pupils were in attendance. This should include any **general fixed costs** associated with provision of school meals.

**School Meals – Remote learning (Row 43):** Record here gross expenditure relating to the provision of meal alternatives whilst schools were closed and pupils were studying remotely, including direct payments, vouchers, food parcels or food collection. Hardship grants paid to children in receipt of free school meals should **not** be included here, even if the grant may have been used to pay for meals.

**School Meals – During school holidays (Row 44):** Record here gross expenditure relating to the provision of meal alternatives to pupils living in low-income families during school holiday periods, including direct payments, vouchers, food parcels or food collection. Hardship grants paid to children in receipt of free school meals should **not** be included here, even if the grant may have been used to pay for meals.

School holiday meals are an ongoing commitment for the Scottish Government, and so it is important to understand the number and cost of holiday meals delivered separately from meals delivered to pupils learning remotely during term-time.



**Additional Support for Learning (ASL) (Row 45):** Following an amendment in 2009 to The Education (Additional Support for Learning) (Scotland) Act 2004, Scottish Ministers have a duty to collect and publish a range of information from Education Authorities on additional support needs, including cost of provision.

This line collects the cost of provision of additional support needs. These costs should be allocated to columns as per the relevant SeRCoP and LFR guidance, i.e. Pre-Primary, Primary and Secondary Education columns should only contain the costs for ASL provision that is funded by the schools' devolved budget and all centrally funded ASL provision should be included in the Special Education column.

Cost of provision of Additional Support Needs should include the following:

- **Establishments:** The cost of running ASL establishments, for example, special schools or units making provision for:
  - Moderate or complex learning difficulties;
  - Autism;
  - Physical impairment;
  - Emotional and behavioural needs;
  - Sensory impairments (Hearing and Visual Impairments);
  - Other additional support needs.
- **Services:** The cost of running centralised services which support the provision of additional support for learning but which may be local authority wide, such as:
  - Assessment centres;
  - Dyslexia services;
  - Bilingual services;
  - EAL services;
  - Sensory Impairment Teams;
  - Audiology services;
  - Any other services.
- **Psychological Services:** The cost of running a psychological service to support identification and provision for additional support for learning:
  - Educational psychologists – salary plus on costs;
  - Educational psychology service, including mainstream schools.
- **Transport:** The cost of providing transport for pupils with additional support needs. This includes buses and any associated contracts; taxis and any associated contracts; and any other costs of transport.
- **Placements:** The cost of purchased placements for pupils with additional support needs. This includes placements in another authority area that are wholly funded by education authorities, and placements where funding is shared by the education authorities and other services (whole costs where possible).
- **Staffing:** Cost of ASL teachers and support staff in both ASL and mainstream establishments, such as Pupil Support Assistants and Support for Learning teachers. This should include the cost of absence cover.

**Youth Work (Row 47) and Adult Learning (Row 48):** Data from these lines will be used by Scottish Government Community Learning & Development policy to:

- understand the investment being made in these areas at local authority level;
- support the commitment to deliver the [Community Learning & Development Regulations](#);
- feed in to the National Youth Work and National Adult Learning Strategy when these are published.

These lines should reflect youth work / community-based adult learning services and provision linked to the Community Learning and Development Plan. Further details of specific expenditure to be recorded against each row is provided below.

**Where an estimate has had to be provided** for any of these rows, please advise this in the comments box at the bottom of LFR 01, along with any comments on the accuracy of the estimates. Further, if elements of these services are provided by an ALEO, please also note this in the comments box for information.

**Please note** that these lines are distinct categories. The validation check at Cells M47:M48 will fail if the **sum** of Cells H47 & H48 is **greater than** the total gross expenditure for Community Learning shown in Cell H13.

**Youth Work (Row 47):** Record here gross expenditure relating to youth work. Specifically, expenditure relating to:

- measures to provide education for citizenship through youth work;
- youth information services;
- direct provision of youth activities and facilities; and
- educational support for individuals and groups by youth workers or youth work services.

**Adult Learning (Row 48):** Record here gross expenditure related to the delivery of community-based adult learning and adult literacy and numeracy. Specifically, expenditure relating to:

- provision of adult literacies services;
- provision of English to Speakers of Other Languages (ESOL) services;
- provision of generic community-based adult learning services.

**School Meals - Customer and Client Receipts only (Row 51):** Record here all customer and client receipt income generated from school meals. This should be in line with School Meals income provided in prior years.

**Covid-19 Specific Grants (Row 52):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.

**Number of Free School Meals - Schools open (Row 58):** Record here the actual, unrounded number of free school meals provided whilst schools were open and pupils were in attendance. Do **not** provide this figure in thousands.

**Number of paid for School Meals - Schools open (Row 59):** Record here the actual, unrounded number of paid for school meals provided whilst schools were open and pupils were in attendance. Do **not** provide this figure in thousands.

**Number of School Meals - Remote learning delivered (Row 62):** Record here the actual, unrounded unit number of meal alternatives provided whilst schools were closed and pupils were studying remotely, including direct payments, vouchers, food parcels or food collection. Where more than one days' meal alternatives was provided in a single package, for example a food parcel, payment or voucher to cover a week or more, please provide the number of days per individual pupil these packages were intended to cover.

**Number of School Meals - During school holidays delivered (Row 64):** Record here the actual, unrounded unit number of meal alternatives provided to pupils living in low-income families during school holiday periods, including direct payments, vouchers, food parcels or food collection. Where more than one days' meal alternatives was provided in a single package, for example a food parcel, payment or voucher to cover a week or more, please provide the number of days per individual pupil these packages were intended to cover.

## 7. LFR 02: Culture and Related Services

All expenditure and income relating to culture and related services, regardless of which department provides the service, should be recorded in LFR 02, with the following exceptions:

- School library service, which should be recorded in LFR 01;
- Community learning and development, which should be recorded in LFR 01;
- Business related area promotional events, which should be recorded in LFR 07 under economic development;
- Travellers' sites and sites for those occupying mobile homes as a main residence which should be recorded in LFR 20.

### 7.1 Service Analysis

Culture and Related Services data is required using the discretionary subdivisions of service set out in CIPFA's SeRCOP guidance. Data should be allocated to the subservices within the LFR as set out in Table 4.

### 7.2 Additional Information

**Revenue Contributions to Capital (RCC) (Row 36):** Record here any RCC relating to the following subservices **only**:

- Museums and Galleries (Column C);
- Library Service (Column F);
- Total Tourism (Column I);
- Sport Facilities (Column K);
- Community Parks & Open Spaces (Column J).

This information collected specifically for use in the Local Government Benchmarking Framework (LGBF) and so is only required for subservices which are reflected in LGBF finance indicators.

**Covid-19 Specific Grants (Row 39):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.

**Table 4: Allocation of SeRCoP Culture and Related Subdivisions of Service**

SeRCoP Division of Service	SeRCoP Subdivision of Service	Cultural and Heritage		Library Service	Tourism		Recreation and Sport			
		Museums & galleries	Other cultural & heritage		Promotional events	Other tourism	Countryside recreation & management	Sport facilities	Community parks & open spaces	Other recreation & sport
Culture and Heritage	Archives		X							
	Arts development & support		X							
	Heritage		X							
	Museums & galleries	X								
	Theatres & public entertainment		X							
Library Service	Permanent lending libraries			X						
	Mobile lending libraries			X						
	Reference & information services			X						
	Specific community library services			X						
Recreation and Sport	Allotments									X
	Community centres									X
	Countryside recreation & management						X			
	Foreshore									X
	Sports development & community recreation							X		
	Indoor sports & recreation facilities							X		
	Outdoor sports & recreation facilities							X		
	Golf courses							X		
Community parks & open spaces								X		
Tourism	Tourism policy, marketing & development					X				
	Promotional events				X					
	Camping & caravanning					X				

## 8. LFR 03: Social Work

All expenditure and income relating to Social Work services, regardless of which department provides the service, should be recorded in LFR 03, with the following exceptions:

- Community learning and development, which should be recorded in LFR 01.

**Please note**, gross expenditure figures should include expenditure funded by contributions from clients, with the associated income recorded as income from charges to service users. Any money clients receive from the Independent Living Fund should **not** be recorded in LFR 03.

SDS 2, or Managed Personalised Budgets, expenditure should be treated as principal transaction by the local authority. That is, where the budget is used to purchase known services from either the council or another provider, the money should be recorded as expenditure against that service. Any residual expenditure from the budget, where it is entirely unknown what support was purchased, should be included in 'All other community-based services' expenditure.

### 8.1 Service Analysis

The subservices within LFR 03 are based on the mandatory divisions of service set out in CIPFA's SeRCoP guidance. In particular, please note the following:

**Children's Hearings (Column D):** Include here any costs associated with services supplied through service level agreements made with the National Convener of Children's Hearings Scotland.

**Adult Social Care (Column F):** Record here all expenditure and income relating to the provision of social care to individuals aged over 18. This should include all expenditure and income relating to:

- older persons aged over 65;
- adults with physical or sensory disabilities;
- adults with learning disabilities;
- adults with mental health needs;
- adults with addictions / substance misuse;
- adults with HIV / AIDS;
- asylum seekers and refugees.

**Integration Joint Boards (IJBs) (Column H):** This subservice reflects the amount transferred **to IJBs only**. This figure is pre-populated in Cell H12 from the figure in LFR 00, Cell E31. This approach ensures a consistent recording of transfers to IJBs across all local authorities.

## 8.2 Additional Information

**Please note** that where a row description starts ‘**Of which relates to:**’, the figures should reflect the element of the preceding core row that relates to the particular requirements set out and so these rows **will include double counting**.

For example, Row 57 captures gross expenditure on Care Homes. Row 58 asks for ‘**Of which relates to: Care Homes for adults aged 65+**’ and so this line should reflect the element of Row 57 that relates to adults aged 65+ only. Row 58 will therefore contain expenditure that has already been recorded in Row 57.

All total and subtotal calculations **exclude** these lines to ensure no double counting is included in the total / subtotal figures.

**Revenue Contributions to Capital (RCC) (Row 36):** Record here any RCC relating to Adult Social Care (Column F) **only**. This information collected specifically for use in the Local Government Benchmarking Framework (LGBF) and so is only required for subservices which are reflected in LGBF finance indicators.

**Third party payments to private companies (Row 39):** Gross payments to businesses providing care services on a commercial, for-profit basis. For example, private care homes or domiciliary care services. Please exclude the following:

- direct payments, which should be recorded as transfer payments;
- payments to companies for goods and non-care services, e.g. supplies.

This data is required by analysts in Scottish Government and the Office for National Statistics to support the production of economic statistics in compliance with the international standard set out in the UN System of National Accounts 2008.

**Of which relates to: Third party payments to private companies for accommodation-based services (Row 40):** Record here the amount of third party payments to private companies as recorded in Row 39 that relates to the provision of accommodation-based services **only**. If this information is not available directly from the ledger, please provide an appropriate estimate in this row. If there is not sufficient data to provide an estimate of this figure, please email [lqfstats@gov.scot](mailto:lqfstats@gov.scot).

**Gross Expenditure by Type of Self-Directed Support (SDS) (Row 42 to 44):** This section captures gross expenditure on SDS 1 and 2. Please **include** contributions received from other local authorities in these figures to eliminate expenditure on clients in other local authorities. Costs for support services and recharge income should be **excluded** from these figures.

**Gross Expenditure by Adult Social Care Subservices (Rows 46 to 52):** This section splits gross expenditure on adult social care services by the detailed subservices collected in prior LFRs. Please **include** contributions received from other local authorities in these figures to eliminate expenditure on clients in other local authorities.

Detailed guidance on the apportionment of generic services to client groups is contained in ‘Guidance on Implementing the BVACOP Social Work Service Expenditure Analysis’ issued in March 2002 by CIPFA (Scotland), ADSW, and the Social Care Data Standards Project.

**Expenditure on Services purchased or provided directly by the Council (Rows 54 to 99):** For the services specified, record expenditure incurred by the council for the purchase or direct provision of Children & Families (Column E) and / or Adult Social Care (Column F), including services provided through SDS. Purchase of services may be from another local authority or a private or voluntary sector provider.

**Validation checks in Rows 69 & 99** ensure that the **sum** of expenditure across 'Assessment, Casework, Care Management & Occupational Therapy', 'Total Accommodation-based Services' and 'Total Community-based Services' does not exceed the relevant total expenditure figures for the subservice.

**Validation checks in Column K** ensure that expenditure recorded for specific subsets of services does not exceed the expenditure for the service as a whole. These checks also ensure that corresponding net revenue expenditure figures do not exceed the gross expenditure figures recorded.

Due to the changes in how transfer payments to IJBs are recorded that were introduced in the 2019-20 LFR, expenditure figures will **not** be directly comparable to those from LFRs prior to 2019-20, however it is expected that they will be in line with figures from local authorities' 2019-20 LFRs.

In particular, please note the following:

- **Gross Expenditure (Rows 54 to 69):** Please **include** contributions received from other local authorities in these figures to eliminate expenditure on clients in other local authorities. Costs for support services and recharge income should be **excluded** from these figures.
- **Net Revenue Expenditure (Rows 71 to 99):** Costs for support services and income from IJBs should be **excluded** from these figures.

**Income from Charges to Service Users for Services purchased or provided directly by the Council (Rows 101 to 107):** For the services specified, this section captures income from charges to service users, received by the council in relation to the purchase or direct provision of Children & Families (Column E) and / or Adult Social Care (Column F). This should include any contributions from SDS clients used to fund services purchased or provided directly by the council.

**Validation checks in Row 107** ensures that the **sum** of income from charges to services users across 'Assessment, Casework, Care Management & Occupational Therapy', 'Total Accommodation-based Services' and 'Total Community-based Services' does not exceed the 'All Other Income' figure for the subservice (Row 21).

**Validation checks in Column K** ensures that income from charges to service users recorded does not exceed the **difference** between gross and net expenditure recorded for that service.

**Covid-19 Specific Grants (Row 110):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.



### 8.3 Additional Information: Guidance on Services

**Assessment, Casework, Care Management, Occupational Therapy and Criminal Justice Fieldwork (Rows 55, 72 and 102):** This covers assessment and casework for children and families, including child protection; assessment and care management for community care client-groups; and occupational therapy. It includes the process of receiving referrals, assessing need, undertaking reviews, arranging packages of care, providing assistance in cash or kind, and all fieldwork costs, including hospital social workers and Out of Hours services.

The following costs should **not** be included in this service:

- occupational therapy aids and adaptations, these should be recorded against 'Equipment and Adaptations' within Community-Based Services;
- foster care recruitment, training and support which should be recorded under 'Fostering / Family Placement' within Community-Based Services;
- assessment and support of adoptive parents which should be recorded under 'Adoption Services' within Community-Based Services.

**Accommodation-Based Services:** These lines should reflect **all** accommodation-based Children and Families and Adult Social Care services. Totals for gross and net revenue expenditure are automatically calculated in Rows 56 & 73. Total income from charges to service users must be entered directly in Row 103.

In addition to the specific services detailed below, accommodation-based services may also include costs for sheltered housing, care housing, hostels and supported accommodation. These costs should be recorded under '**All other accommodation-based services**' in Rows 61 & 85.

Costs applicable to housing should **not** be included and should be recorded against non-HRA Housing (LFR 20) or the HRA (LFR 00) as appropriate.

**Care Homes (Rows 57 & 76):** Record **total** figures for Care Homes in these lines. This should include provision and placement costs for residential care homes for children and young people; care homes for community care client-groups; and costs associated with provision of free personal and nursing care.

**Of which relates to: Care Homes for adults aged 65+ (Rows 58 & 77):** Record here the element of expenditure recorded in Rows 57 & 76 respectively that relates to care homes for adults aged 65+ **only**.

**Of which relates to: Free Personal and Nursing Care (FPNC) (Rows 78 to 82):** Record here the element of expenditure recorded in Row 76 that relates to FPNC payments. Payments should be recorded against the relevant line based on the recipient's age and element of FPNC received. These figures should include all full payments of £177 per week for Free Personal Care and / or £80 per week for Free Nursing Care made under the Community Care and Health (Scotland) Act 2002 as appropriate. These rows are all distinct and so there should be no double counting **between** Rows 78 to 82.

**Secure Accommodation (Rows 59 & 83):** Include all provision and placement costs in accommodation approved by the First Minister for the purpose of restricting the liberty of children.

**Residential Schools (Rows 60 & 84):** Include provision and placement costs for residential schools. Do **not** include:

- expenditure on children who have been placed temporarily to provide respite for their carers’;
- education contributions which should be recorded in LFR 01.

**Community-Based Services:** These lines should capture expenditure relating to all community-based Children and Families and Adult Social Care services. Totals for gross and net revenue expenditure are automatically calculated in Rows 62 & 86. Total income from charges to service users must be entered directly in Row 104.

In addition to the specific services detailed below, this may also include costs for meals, advocacy, children’s rights, community service, court services, prison social work, support to formerly looked after children, youth crime and youth work services.

Any expenditure which does not fall into one of the specific service lines should be recorded as ‘**All other community-based services**’ in Rows 68 & 98. Please note, **gross** ‘All other community-based services’ figures must **include** Equipment and Adaptations, Services to Support Carers, and Supported Employment, whereas **net** figures for these services must be provided explicitly (see Rows 93, 94 & 95).

**Home Care (Rows 63 & 87):** Record **total** figures for home care in these lines. Home care is delivered in the client’s own home, including sheltered housing, and may include personal care, domestic help, laundry services, shopping services and care attendant schemes. Some or all of these services may be provided by different staff-groups or purchased from different agencies.

**Of which relates to: Home Care for adults aged 65+ (Rows 64 & 91):** Record here the element of expenditure recorded in Rows 63 & 87 respectively relating to home care for adults aged 65+ **only**.

**Personal Care (Rows 88 & 89):** Record here the element of expenditure recorded in Row 87 relating to personal care services provided at home. Expenditure should be recorded against the relevant line based on the recipient’s age. The following tasks are defined as personal care:

- personal hygiene, including bathing, showering, hair washing, shaving, oral hygiene and nail care;
- continence management, including toileting, catheter / stoma care, skin care, incontinence laundry, bed changing;
- food and diet, including assistance with the preparation of food and assistance with the fulfilment of special dietary needs;
- problems with immobility, including dealing with the consequences of being immobile or substantially immobile;
- counselling and support, including behaviour management, psychological support and reminding devices;
- simple treatments, including assistance with medication (inc. eye drops), application of creams and lotions, simple dressings and oxygen therapy;
- personal assistance, including assistance with dressing, surgical appliances, prostheses, mechanical and manual aids; getting up and going to bed; and transfers including the use of a hoist.

Where expenditure on personal care at home must be estimated, then this should be done by multiplying the number of personal care hours given during the year (as provided to SG in the Quarterly Key Monitoring Return – Quarters 1 to 3) by the unit cost per hour for home care. This calculation may have to be done separately for personal care provided in-house and purchased from the independent sector.

**Of which relates to: Home Care for adults aged 18-64 with physical or sensory disabilities (Row 90):** Record here the element of expenditure recorded in Row 87 relating to home care for adults aged 18-64 with physical or sensory disabilities **only**.

**Day Care (Rows 65 & 92):** Day care covers attendance at a location other than the client's own home for personal, social, therapeutic, training or leisure purposes, including any meals provided and transport to and from the location. Expenditure on luncheon clubs should be included.

**Equipment and Adaptations (Rows 93 & 105):** Includes adaptations to homes; disability equipment and aids to daily living; telephones; alarm equipment, including purchase and running costs; other communications equipment; and equipment stores, delivery and other associated costs. Do **not** include equipment funded by the council's housing service, this should be recorded in LFR 20.

**Services to Support Carers (Row 94):** Include all expenditure on services to support the carers of people with community care needs, carers of children with or affected by disabilities, and young carers, including grants to voluntary bodies, special projects, etc. Do **not** include expenditure on respite in care homes, home care provided on a respite basis, respite placement in day care facilities or respite fostering / family placement – this should be recorded under the relevant service.

**Supported Employment (Rows 95 & 106):** Includes supported workshops, meals provided at workshops, transport to the workshop and the blind home workers' scheme.

**Adoption Services (Rows 66 & 96):** Include all fees and allowances paid to adoptive parents under the Adoption Allowance (Scotland) Regulations 1996, and staff and any other costs for assessing and supporting adoptive parents.

**Fostering / Family Placement (Rows 67 & 97):** Include all foster carers fees, expenses and allowances; staff and any other costs for foster carer recruitment, training and support; and costs for any family placement schemes.

## 9. LFR 05: Roads and Transport

All expenditure and income relating to roads and transport, regardless of which department provides the service, should be recorded in LFR 05. In particular, Local Authority Transport Undertakings, which is a subdivision of Trading Services within SeRCOP, should be recorded here. Exceptions to this are:

- normal street sweeping or cleansing which should be recorded in LFR 06;
- school transport costs which should be recorded in LFR 01.

### 9.1 Service Analysis

Roads and Transport data is required using the discretionary subdivisions of service set out in CIPFA's SeRCOP guidance. Data should be allocated to the subservices within the LFR as set out in Table 5.

RTPs must complete LFR 05 and it is expected that this expenditure will be recorded against Non-LA Public Transport, with the majority being recorded against 'Co-ordination' (Column O). RTPs should record income received from their constituent councils against 'Requisitions from Constituent Councils' (Row 19).

All payments councils make to RTPs **must** be recorded against 'Third Party Payments: To RTPs and VJBs – Councils only' (Row 10) against the relevant Non-LA Public Transport subservices (Columns M to P) in line with RTP expenditure.

### 9.2 Additional Information

**Revenue Contributions to Capital (RCC) (Row 36):** Record any RCC relating to Total Maintenance in Column F **only**. This information collected specifically for use in the Local Government Benchmarking Framework (LGBF) and so is only required for subservices which are reflected in LGBF finance indicators.

**Buses including annual bus subsidy for tendered mileage (Row 39):** Record here gross expenditure on buses relating to:

- Non-LA Public Transport, Cell N39;
- Local Authority Transport Undertakings, Cell Q39.

The figure entered in cell N39 should include any annual bus subsidy for tendered mileage.

**Ferries including loans and leasing charges (Row 40):** Record here gross expenditure on non-LA public transport relating to ferries, **including** any loan and leasing charges.

**Ferries excluding loans and leasing charges (Row 41):** Record here gross expenditure on local authority transport undertakings relating to ferries, **excluding** any loan and leasing charges.

**Covid-19 Specific Grants (Row 45):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex .

**Table 5: Allocation of SeRCoP Roads and Transport Subdivisions of Service**

SeRCoP Service	SeRCoP Division of Service	SeRCoP Subdivision of Service	Roads				Network & Traffic Management		Parking Services	Non-LA Public Transport			LA Transport Undertakings
			Const.	Maintenance		Lighting	School crossing patrols	Other		Conc. Fares	Support to operators & voluntary groups	Co-ord.	
				Winter maint.	Other								
Roads & Transport	Roads	Construction	X										
		Structural maintenance			X								
		Environmental maint.			X								
		Winter maintenance		X									
		Lighting				X							
		Safety maintenance			X								
		Routine repairs			X								
	Network & Traffic Management	Traffic management						X					
		Network management						X					
		Road safety education						X					
		School crossing patrols					X						
		Data collection						X					
		Accident investigations						X					
		Network, planning, policy and strategy						X					
	Parking Services	On-street parking							X				
Off-street parking								X					
Public Transport	Concessionary fares								X				
	Support to operators & voluntary groups									X			
	Co-ordination										X		
Trading Services	LA Transport Undertakings	Buses										X	
		Ferries										X	
		Other										X	

## 10. LFR 06: Environmental Services

All expenditure and income relating to environmental services, regardless of which department provides the service, should be recorded in LFR 06. Exceptions are:

- cleansing that relates to keeping carriageways free of litter for road safety purposes which should be recorded in LFR 05;
- Social Protection Teams / Wardens which should be recorded in LFR 20.

### 10.1 Service Analysis

Environmental services data should be recorded as per the mandatory divisions of service set out in CIPFA's SeRCoP guidance.

### 10.2 Additional Information

**Revenue Contributions to Capital (RCC) (Row 36):** Record here any RCC relating to the following subservices **only**:

- Environmental Health (Column F);
- Trading Standards (Column G);
- Waste Collection (Column H);
- Waste Disposal (Column I).

This information collected specifically for use in the Local Government Benchmarking Framework (LGBF) and so is only required for subservices which are reflected in LGBF finance indicators.

**Support Costs (Rows 38 to 40):** Record here expenditure on support costs **only** for Trading Standards (Cell G39) and Street Cleaning (Cell J40). Street cleaning should relate to expenditure on sweeping (manual or mechanical), street washing and emptying of litter receptacles.

**Net Revenue Expenditure (Rows 42 to 46):** Record here net revenue expenditure for the following:

- Public Conveniences (Cell F43);
- Trading Standards **excluding** expenditure relating to Citizens Advice Bureau (CAB) / Money Advice (Cell G44);
- Trading Standards **excluding** expenditure relating to **both** CAB / Money Advice **and** Animal Health (Cell G45);
- Street Cleaning, as defined above (Cell J46).

**Covid-19 Specific Grants (Row 49):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.

## 11. LFR 07: Building, Planning and Development

All expenditure and income relating to building, planning and economic development, regardless of which department provides the service, should be recorded in LFR 07. Exceptions to this are:

- expenditure on tourism that is used to promote economic development should be included under tourism expenditure in LFR 02.

Please note that changes have been made to the subservice names in the 2020-21 LFR 07 to bring them in line with current policy terminology. It is not anticipated that these changes will require any changes to the recording of data within these subservices. A note of the changes is provided here for reference:

- 'Building Control' has been updated to 'Building Standards';
- 'Development Control' has been updated to 'Development Management';
- 'Total Planning' is now calculated as the sum of 'Development Management', 'Planning Policy' and 'Environmental Initiatives' with 'Building Standards' removed and treated as a standalone subservice.

### 11.1 Service Analysis

Building, planning and development data should be recorded as per the mandatory divisions of service set out in CIPFA's SeRCOP guidance, noting the changes to subservice names as stated above.

### 11.2 Additional Information

**Revenue Contributions to Capital (RCC) (Row 36):** Record here any RCC relating to the following subservices **only**:

- Building Standards (Column C);
- Development Management (Column D);
- Planning Policy (Column E);
- Economic Development (Column H).

This information collected specifically for use in the Local Government Benchmarking Framework (LGBF) and so is only required for subservices which are reflected in LGBF finance indicators.

**Income from planning fees for applications and deemed applications (Row 39):** Record here income received from fees for planning applications and deemed applications. Please **exclude** income from property and planning searches.

**Covid-19 Specific Grants (Row 42):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.

## 12. LFR 09: Central Services

All expenditure and income relating to central services, regardless of which department provides the service, should be recorded in LFR 09. This should include penalties for the late payment of Council Tax or other services.

### 12.1 Service Analysis

Central Services data is required using the discretionary subdivisions of service set out in CIPFA's SeRCoP guidance. In addition, expenditure / income is requested for:

- Housing Benefit Administration (Column G);
- Council Tax Valuation (Column M);
- Non-Domestic Lands Valuation (Column N);
- Non-Road Lighting (Column P).

**VJBs** are expected to provide figures for the following subservices:

- Registration of Electors (Column L);
- Council Tax Valuation (Column M);
- Non-Domestic Lands Valuation (Column N);
- Corporate and Democratic Core Costs (Column R);
- Non-Distributed Costs (Column S).

VJBs should record income received from their constituent councils against the relevant subservices in Row 19. **Councils in areas served by VJBs** should split the requisition paid to VJBs against the relevant subservices in Row 10.

**RTPs** are expected to provide figures for the following subservices:

- Corporate and Democratic Core Costs (Column R);
- Non-Distributed Costs (Column S).

RTPs should record income received from their constituent councils against the relevant subservices in Row 19. **Councils in areas served by RTPs** should record any element of the payment to the RTP against the relevant subservices in Row 10.

**Council Tax Reduction Administration (Column D):** Councils are required to provide figures for the administration for Council Tax Reduction. Where it is not possible to provide exact figures, councils are required to provide an estimate using an appropriate apportionment methodology. Any returns where this figure is zero will be queried and a figure required to be provided.

**Other (Column T):** It is expected that all rows in this column will be zero or near to zero as all expenditure and income should be recorded in the appropriate subservices within the LFRs. The exception is costs incurred relating to equal pay for **previous years only** which should be recorded here.

Where a local authority feels there is no appropriate subservice to record specific expenditure / income, this should be recorded here and an explanation of what the figures relate to should be provided in the Comments box at the bottom of LFR 09.



## 12.2 Additional Information

**Covid-19 Specific Grants (Row 36):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.

## 13. LFR 20: Non-HRA Housing

All General Fund expenditure and income relating to housing, regardless of which department provides the service, should be recorded in LFR 20. Exceptions are:

- Non-Road Lighting which should be recorded in LFR 09;
- Housing Benefit Administration which should be recorded in LFR 09;
- expenditure / income relating to the HRA which should be recorded in LFR 00.

### 13.1 Service Expenditure Analysis

Non-HRA Housing data should be recorded as per the mandatory divisions of the General Fund Housing service set out in CIPFA's SeRCoP guidance, excluding the mandatory division for Housing Benefit Administration which is recorded in LFR 09.

**Please note**, Social Protection Teams / Wardens should be recorded in LFR 20 to ensure consistency between local authorities.

## 13.2 Additional Information

**Covid-19 Specific Grants (Row 36):** Record here the amount of Covid-19 specific grants that have been applied to each subservice. A full list of Covid-19 Specific grants is provided in Annex B.

## 14. LFR 12: Council Tax Income Account

Information relating to local authorities' Council Tax Income Account should be recorded in LFR 12. **All figures** should be presented on a levied basis, unless otherwise specified. The following costs should **not** be included here, and should instead be recorded in LFR 09:

- collection of Council Tax;
- administration of rebates;
- discounts for prompt payment, where offered;
- late payments or other penalties.

**Gross Council Tax (Row 7):** Record here the gross Council Tax levied before any discounts, reliefs, exemptions and provisions against doubtful debts / non-payment. This figure should include any arrears of local tax collection.

**Additional Council Tax income (Row 8):** Record here the additional income in relation to the following:

- reducing the discount on second homes from 50% to 0%;
- reducing the discount on long-term empty properties from 50% to 0% or applying an increase.

**Income arising from penalties (Row 9):** For example for non-disclosure of the person liable to pay tax or penalties arising from a summary warrant being approved.

**Contributions in respect of Class 17 and 24 dwellings (Row 10):** Include armed forces accommodation and dwellings where crown immunity applies.

**Council Tax Reduction (Row 13):** Record here the total value of Council Tax Reduction (CTR) awarded under the CTR scheme (Council Tax Reduction (Scotland) Regulations 2012, Council Tax Reduction (State Pension Credit) (Scotland) Regulations 2012).

**Discounts (Row 14):** Record here the total value of discounts given as covered by The Local Government Finance Act 1992, Section 79(1) and 79(2). This includes the 25% Single Person Discount and 50% discount for second homes and long-term empty properties.

**Exemptions (Row 15):** Record here the total reduction relating to exempt properties, in accordance with The Council Tax (Exempt Dwellings) (Scotland) Order 1997 (SSI 1997/728). This includes halls of residences; dwellings occupied by students; dwellings awaiting demolition; repossessed dwellings and empty dwellings.

**Disabled Relief (Rows 16):** Record here the total reduction relating to disabled relief given by the authority, in accordance with The Council Tax (Reductions for Disabilities) (Scotland) Regulations 1992 (SSI 1992/1335).

**Provisions Against Doubtful Debts (Row 17):** Record here the local authority's provision for property tax doubtful debts.

**Net residual adjustments to Council Tax income during the year (Row 18):** This will include arrears of Council Tax recovered; arrears of community charge recovered; and redetermination of prior years.

#### **14.1 Memorandum Account (Rows 28 to 42)**

Local authorities have discretion to reduce the Council Tax discount on second homes and long-term empty properties to between 10% and 50% as per The Council Tax (Variation for Unoccupied Dwellings) (Scotland) Regulations 2013 (SSI 2013/45 as amended). The additional income generated from this reduction in discount is retained locally and must be used for the provision of new-build affordable social housing to meet locally determined priorities. The additional income can be used on the council's own social housing stock, or paid as grant to Registered Social Landlords (RSLs).

This section collects all income recognised in the Council Tax income account arising from the reduction in discounts to a minimum of 10%, and all expenditure recognised as being funded from this income. The [2013 guidance on Council Tax on second homes and long-term empty properties](#) advises proper accounting practices, i.e. on a levied basis, but also references actual amounts collected.

This has led to local authorities taking different approaches in how this income and expenditure is recorded. Given the discrepancies in approach, the 2013 guidance will be reviewed with a view to updating it to clarify the accounting treatment.

For the 2019-20 LFRs, local authorities are asked to complete this section **on the same basis as their annual accounts**. Where the figures are provided on a levied basis, local authorities are asked to split the balance held on this account between cash held and amounts not yet collected in Rows 41 and 42 respectively. Where the figures provided are on a cash basis, the split will just show the full balance as cash held and Row 42 will be zero.

Please note, these figures should be independent of billing years and so will not match the information provided on the Council Tax Revenue Return, which collects data on a billing year basis.

**Balance brought forward 1 April (Row 29):** Record here the balance of income set aside for affordable housing that has been brought forward at the start of the financial year.

**Additional Council Tax income from reducing discount on second homes to between 50% and 10% (Row 30):** Record here additional income relating to reducing the discount on second homes from 50% to a minimum of 10%.

**Additional Council Tax income from reducing discount on long-term empty properties to between 50% and 10% (Row 31):** Record here additional income relating to reducing the discount on long-term empty properties from 50% to a minimum of 10%.

**Interest on unspent monies (Row 32):** Record here interest allocated to this Memorandum Account (earmarked reserve) based on the balance held in this account.

**Expenditure on Affordable Housing - HRA Capital Expenditure (Row 34):** Record here expenditure on affordable housing recorded as HRA capital expenditure that has been funded by the additional Council Tax income.

**Expenditure on Affordable Housing - HRA Revenue Expenditure (Row 35):** Record here expenditure on affordable housing recorded as HRA revenue expenditure that has been funded by the additional Council Tax income.

**Expenditure on Affordable Housing - Registered Social Landlords (RSLs), other organisations or individuals (Row 36):** Record here amounts paid to RSLs, other organisations or individuals for affordable housing that has been funded by the additional Council Tax income.

**Amount carried forward for affordable housing (Row 38):** Automatically calculates the amount carried forward for affordable housing, i.e. the amount earmarked in reserves. The amount calculated here **must** be equal to the earmarked reserve amount as per the accounts and recorded in LFR 23, Row 79. This condition is validated in Cell E38 and LFR 23, Cell L79.

**The amount that has been collected (Row 41):** Record here the amount of additional Council Tax Income to be carried forward and earmarked in reserves that has been collected, i.e. cash received.

**The amount not yet collected (Row 42):** This figure is automatically calculated based on Row 41. It reflects the remaining amount to be carried forward as amounts not yet collected, i.e. still recognised as a Council Tax debtor. Where a local authority has completed the Memorandum Account on a cash basis, this balance should be zero.

#### **14.2 Other Additional Council Tax Income (Rows 44 to 46)**

These lines capture information on additional Council Tax income relating to second homes / long-term empty properties which is general in nature (i.e. not ring-fenced) and may be spent as local authorities determine. Figures should be provided on the same basis as those in the memorandum account section.

**Additional Council Tax income from reducing discount on second homes from 10% to 0% (Row 45):** Record here additional income relating to reducing the discount on second home from 10% to 0%.

**Additional Council Tax income from reducing discount on long-term empty properties below 10% (including 0%) or applying an increase (Row 46):** Record here additional income relating to reducing the discount on long-term empty properties below 10% (including to 0%) or applying an increase in amount charged.

## 15. LFR SS: Support Services

This return should provide a detailed breakdown of General Fund and HRA support services on a funding basis. That is, it provides a detailed expenditure and income split for the support services figures recorded in LFR 00, Row 37.

Local authorities should adhere to the following guidance when completing LFR SS. This guidance is in line with SeRCOP and the definitions used for the SOLACE benchmarking exercise.

Section 15.1 sets out on what activity costs should be included within each support service. All costs associated with these activities should be regarded as support costs, regardless of where in the local authority the activities are undertaken. In particular, please note the following:

- All payroll costs must be included under Finance.
- Any departmental staff undertaking support service work should be included as a cost for the relevant support service. For example, costs associated with finance staff employed by Education should be included in the Finance column of LFR SS, rather than in LFR 01.
- If the activity is procured by a **third party** then the costs to the local authority in procuring these activities should still be regarded as support costs, and as such, should be included as a cost for the relevant support service. For example, costs of an outsourced IT function should be included within the IT column of LFR SS.
- **Shared administration support costs must be recharged** to front line services and individual support services. Only the proportion relating to support services should be included within LFR SS, and should be allocated to each of the relevant columns as determined by the activity undertaken.
- **Corporate and Democratic Core (CDC) costs** should be recorded in LFR 09, Column R. Any support services element of CDC costs (as recorded in LFR 09, Cell R8) should be included in LFR SS in the relevant column.

Any costs which do **not** come under the activities listed in Section 15.1 **must not** be included as support costs but **must be recharged to the relevant service** and included within the appropriate LFR.

Local authorities are advised to examine the costs they currently class as support costs and assess whether they adhere to this guidance. If they do not, appropriate recalculations should be made and the adjusted figures provided in the final LFR. Local authorities should also consider whether there are any other types of support costs established as a result of local decisions or structures, for example a contact centre that provides functions on behalf of a range of departments, and seek clarification on how to treat these if required.

**Apportionment methodologies** is a matter for each local authority and should be reviewed and agreed with their external auditor.

## **15.1 Activity costs by support service**

### **Corporate Services**

- Review teams, for example policy, performance, Best Value, change management, service reform etc.
- Customer care and service centres
- Press, publicity and public relations
- Internal mail, print facilities and post rooms
- Any general administrative services
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

### **Finance**

- Accountancy
- Payroll
- Administration of pension funds
- Insurance (excluding premiums) and risk management
- Internal audit
- Financial management systems – provision and development
- Financial advice
- Treasury functions
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

### **Human Resources (HR)**

- Employee relations
- Equal opportunities
- Health and safety
- Industrial relations
- Occupational health
- Retirement
- Administration of redundancy and retirements
- Staff resource planning
- Terms and conditions and welfare
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

### **Information Technology (IT)**

- ICT strategy, policy and service development
- ICT support, including software support
- Network management

- Systems procurement
- Development and operations, including project and change resources
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

### **Legal**

- Advocacy and litigation
- Commercial work
- Contract negotiation
- Conveyance
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

### **Procurement**

- Preparation of procurement strategy
- Negotiation and arrangement for contracts
- Procurement administration
- EU procurement procedures
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

### **Property Management / Office Accommodation**

- Administration of acquisitions and disposals
- Property asset management policies and plans
- Energy management
- Property register maintenance
- Surveying
- Valuation and review
- Departmental directorate costs and associated administrative support
- Client management of any outsourced activities noted above

## **16. LFR AG: Covid-19 Grants where LA acts as Agent**

This LFR has been added to the 2020-21 LFR to capture high level data on Covid-19 grants where the local authority has acted as agent. This will provide a single, central source for this information across all local authorities and Covid-19 grants.

For each grant listed in Rows 10 to 28, record the total amount of grant **paid out** by the local authority. These grant amounts should **not** be included in any other LFRs.

Validation requires that all council authorities record a value in each line, or else the checks in Column E will fail. If no grant has been paid out, please record a zero value to ensure the validation check passes.

## 17. LFR 24: Pension Funds

Please note the following:

- The references in these notes are to the Local Government Pension Scheme (Scotland) Regulations 2018 (SI 2018 No. 141), unless otherwise specified.
- The form should be completed by every administering authority, completing one form per pension fund. Entries should include all pension benefits expressly authorised to be charged to pension funds, whether or not rechargeable to services. Any other expenditure not authorised to be charged to the fund should be excluded.
- The data supplied should only relate to employees and pensioners who are covered by the Local Government Pension Scheme and **not** teachers who have their own schemes. For the avoidance of doubt, AVC contributions received from and transferred to AVC providers should be excluded.
- UK investments comprise UK public sector securities, securities of UK registered companies, property investments in the UK and unit trusts etc. where the management is based in the UK. UK should be taken to include the Channel Islands and Isle of Man, and to exclude the Republic of Ireland.
- Income should be entered as a negative and expenditure as a positive throughout the return.

### 17.1 Fund Account (Rows 7 to 18)

This section provides a summary of the net opening and closing position of the fund. Most rows are pre-populated with information from sections 2, 3 and 4.

**Opening net assets of the fund (Row 9):** Include the opening net assets of the fund at 1 April as stated in the Pension Fund accounts.

**Revaluation of insurance buy-in contract (Row 16):** This line should reflect the revaluation value of the Insurance Buy-In Contract for the Aberdeen City Council Transport Fund (ACCTF) **only**. This figure should be zero for all other pension funds.

### 17.2 Scheme Administration (Rows 20 to 48)

**Contributions Receivable – Employees and Employers (Rows 25 & 26):** Record here payments for pensionable service accrued during the year, from employees and employers respectively.

**Pension – Retired and Dependents (Rows 30 & 31):** Record here pension payments to retirees and dependents respectively, paid within the year.

**Lump sum on retirement (Row 33):** Include all lump sum payments on retirement, including those members whose pension was deferred.

**Lump sums on death (Row 34):** Include death gratuities and lump sum payments on death on a deferred pensioner.



**Other benefits (Row 36):** Include injury allowances including any payments to widows or dependants.

**Elements of 'Total Pensions' relating to payments under the Pensions (Increase) Act (Row 39):** Record here the element of total pensions paid, as recorded in Row 32, that relates to the Pensions (Increase) Act. This row is collected as additional information **only** and **will contain double counting**. It is therefore **not** included in any total or subtotal calculations. The validation check in Cell H39 ensures that the value recorded here does not exceed the total pensions paid.

**Elements of 'Total Pensions' relating to payments made overseas (Row 40):** Include payments to persons resident or to bank accounts outside the UK. Record here the element of total pensions paid, as recorded in Row 32, that relates to payments made overseas. This row is collected as additional information **only** and **will contain double counting**. It is therefore **not** included in any total or subtotal calculations. The validation check in Cell H40 ensures that the value recorded here does not exceed the total pensions paid.

**Refunds to members leaving service (Row 43):** Include the amount of contributions returned to employees plus interest thereon (if any); any recovery by employing authority from the funds in respect of the employee's share of payment in lieu of contributions and any recovery from the fund of Contributions Equivalent Premium (CEP) paid (Regulation 18); and the amount of charge to tax on repayment (Regulation 18). This line was called 'Refund of Contributions' in prior years' returns.

**Contributions equivalent premiums (Row 44):** Regulation 18 provides that transfer premiums and limited revaluation premiums to the premiums payable under the Pensions Act may be met from the pension fund. Record this value here, less any recoveries from employees that have been included above.

**Transfers in (Row 45) and Transfers out (Row 46):** Record here the amount received from (Transfers in, Row 45) or paid to (Transfers out, Row 46) other pension funds for members who have either joined or left the fund during the financial year. These values should include all transfer payments and apportionments. Where apportionments have not been completed, this line should include their book value. Please note transfers **in** should be entered as a negative number, while transfers **out** should be entered as a positive number.

**Other (Row 47):** Record here any other amounts relating to the administration of the scheme that has not been included in the above rows. Please provide a note of what this figure relates to in the comments box at the bottom of LFR 24.

### **17.3 Investments (Rows 50 to 56)**

This section should **not** include management expenses, which are to be reported in section 4 below.

**Rows 52 to 54** should include the same information as is reported in Pension Fund accounts.

**Increase (-) / decrease (+) in market value of investments (Row 53):** Please record increases as a negative figure and decreases as a positive figure. This is in line with income being recorded as negative and expenditure as positive.

**Other (Row 55):** Record here any other expenditure relating to investments that has not been included in the above rows, and which does not relate to management expenses. Please provide a note of what this expenditure relates to in the comments box at the bottom of the return.

#### **17.4 Management Expenses (Rows 58 to 65)**

This data was previously recorded under Additional Information 5. The row descriptions have been updated to better reflect the terms commonly used in the Pension Fund accounts. The total expenditure figure calculated in Cell D64 is used to pre-populate Cell C14 in Section 1. Please note the following:

- the number of FTE staff should be recorded as at 31 March;
- administration and management staff of the fund includes only the number of FTE staff involved in pension fund duties as an administering authority of a Local Government Pension Scheme (LGPS);
- administration costs should only be those for the local authority acting in the role of the LGPS administering authority;
- the costs to the administering authority of acting as an employing authority should **not** be included;
- costs of administering the Teacher Schemes should be excluded.

**Administration costs (Row 61):** This was previously called 'Benefits Administration Expenditure' and should include:

- Staff costs – including employees' salary costs; NI costs; admin staff pension costs; other benefit costs such as cars, bonuses etc.; travel and subsistence; any other costs, such as relocation, recruitment, training etc. – for staff employed in pensions, personnel, accounting functions etc. for time on pension admin duties. Please **exclude** all costs for staff involved in fund management.
- System costs, including systems processing, development, maintenance, lease costs / depreciation, and disaster recovery insurance.
- General costs, including rent and rates charges for office and storage space, repairs and maintenance, depreciation, postage, telephone and fax costs, insurances, preparation of scheme accounts (excluding audit), PLSA membership fees and other subscriptions, general management and time spent on pension issues, legal costs, stationery, printing and office supplies (including benefits statements and scheme booklets), outside administration consultancy (e.g. actuaries, external auditors, other management and administration consultancies) and other general costs.

Please **exclude** all costs associated with investment administration and management – these should be recorded under 'Investment management expenses' in Row 62.

**Investment management expenses (Row 62):** Previously referred to as Investment Management Expenditure and should include:

- both internal fund management costs (such as staff, system and general costs), and external fund management costs (such as fund managers, consultancy and other external management costs including Unit Trust fees, custody fees, corporate governance fees etc.)
- internal monitoring costs, investment accounting, performance measurement, external investment consultancy and advisory fees etc.

**Oversight and governance costs (Row 63):** Record here any management expenses relating to the oversight and governance of the scheme, including staff costs and appropriate apportionments of management and other overhead costs. This should include costs of Council committees that are charged to the fund.

### **17.5 Membership details at 31 March (Rows 67 to 82)**

Record in this section the membership details of the scheme as at 31 March. This data was previously recorded under Additional Information 2, 3 and 4.

Please note, the columns for Admitted Bodies are only for employees admitted or deemed to be admitted under Regulation 4. It is **not** for employees of other Scheduled Bodies who participate in the fund.

**Number of employees who have opted out (Row 79):** Record here the number of employees who have chosen to opt out of the pension scheme after joining. Do **not** include employees who chose to opt out prior to joining. This information has been requested by the Scottish Public Pensions Agency (SPPA) and will be used to analyse the membership trends of Local Government Pension Fund Schemes.

**Number of scheduled bodies (Row 81) and Number of admitted bodies (Row 82):** Record here the number of Scheduled Bodies (Row 81) and Admitted Bodies (Row 82) potentially covered by the scheme, including those that don't have active members.

### **17.6 Retirements in year (Rows 84 to 92)**

All information in this section should relate only to employees who retired during the year. The number of retirements should represent those to whom the payments in pension payments are made. Those retiring on 31 March and whose payments are recorded in the next financial year should be included in the LFR 24 period in which the payments are recorded. This data was previously recorded under Additional Information 6.

**Scottish Government**

**Local Government Finance Statistics**

**August 2021 (updated October 2021)**

## **Annex A: Usable Reserves as in LFR 23**

**General Fund (Column C):** Local Authorities are required under section 93(1) of the Local Government (Scotland) Act 1973 to have a General Fund. The LFR follows the Code requirement to calculate the total Surplus or Deficit on the provision of services and make statutory adjustments to adjust from an accounting basis to funding basis.

**Housing Revenue Account (HRA) (Column D):** The legislative framework does not allow for a specific housing reserve. This however is contrary in spirit to the ring-fenced nature of the HRA under the Housing (Scotland) Act 1987 which ring fences HRA monies. As such it is recognised that local authorities can separately identify a housing balance and the form therefore recognises this practice.

**Harbour Account (Column E):** The Orkney County Council Act 1974 and the Zetland County Council Act 1974 require Orkney and Shetland to keep separate accounts for their harbour undertaking, and provides the power for them to hold a reserve fund for the same undertaking.

**Renewal and Repair Fund (Column F):** Local Authorities are permitted under Section 16 (Schedule 3 paragraph 22 (1)) of the Local Government (Scotland) Act 1975, to establish a Renewal and Repair Fund. This fund may be used for repairing, maintaining, replacing and renewing the authority's buildings, plant and equipment.

**Insurance Fund (Column G):** Local Authorities are permitted under Section 16 (Schedule 3 paragraph 22 (1)) of the Local Government (Scotland) Act 1975 (as amended by schedule 13 of the Local Government etc. (Scotland) Act 1994) to establish an Insurance Fund.

**Other Statutory Funds (Column H):** In addition to the funds listed above, some local authorities may have specific statutory authority to hold other reserves. Such reserves are recorded under this heading.

**Capital Fund / Capital Receipts (Column I):** Local Authorities are permitted under section 16 (Schedule 3, Para 22 (1)) of the Local Government (Scotland) Act 1975 Act to establish a Capital Fund. Useable capital receipts reserves are also considered allowable under these powers.

This reserve may be used for the purpose of meeting the cost of capital expenditure and for the repayment of principal on loans, but **not** any interest on loans.

**Capital Grants and Receipts Unapplied (Column J):** This reserve holds capital grant and capital receipts that have been received but not yet used to fund capital expenditure.

## Annex B: List of Covid-19 Specific Grants

For LFR purposes, the following grants should be treated as service income and should be recorded as Covid-19 Specific Grants (Row 48 in LFR 00 and various additional information rows in other service-level LFRs):

- Discretionary Housing Payments
- Free School Meals and Community Food
- Vulnerable children and young people
- Additional Teachers and Support Staff (Ring-fenced)
- Digital Inclusion
- Additional Teachers 2<sup>nd</sup> tranche
- Administration for £500 self-isolation grants
- Young Persons Guarantee
- Partnership Action for Continuous Employment (PACE)
- Community Justice
- Parental Employability Support Fund
- Administration of ELC Transitional Support Fund
- Administration of Temporary Restrictions Fund for Childcare Providers
- Discretionary Fund (initial £30m allocation)

This list is based on grants detailed in the [LASAAC Guidance on Accounting for Coronavirus Grants](#).



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