



Bromyard & Winslow Town Council

Financial Reserves Policy

The Governance & Accountability for Local Councils Practitioners Guide

“Councils have no legal powers to hold revenue reserves other than for reasonable working capital needs or for specifically earmarked purposes, whenever a council’s year end general reserve is significantly higher than the annual precept, an explanation should be provided to the auditor. Earmarked reserves, which are set aside for specific purposes and for savings for future projects, should be realistic and approved by the Council. However, the amount of general reserve should annually be risk assessed and approved by the Council”

1. Purpose

1.1

Bromyard & Winslow Town Council is required to maintain adequate financial reserves to meet the needs of the organisation. The purpose of this policy is to set out how the Council will determine and review the level of General Reserves. The Council’s General Reserves is where all the revenue income and expenditure of the Council is accounted for. It does not include specific funds earmarked for long term projects.

1.2

Sections 32 and 43 of the Local Government Finance Act 1992 require local authorities to have regard to the level of reserves needed in order to meet estimated future expenditure when calculating the annual budget requirement. However, there is no specified minimum or maximum level of reserves that an authority should hold and it is the responsibility of the Responsible Financial Officer to advise the Council about the level of reserves and to ensure that there are key protocols for their establishment and use.

2. Types of Reserves

2.1

Reserves can be categorised as Earmarked, General or Restricted.

2.2

Earmarked reserves as the name suggests represent amounts of money which are set aside for specific items of expenditure to meet known or predicted liabilities or projects. These reserves are a mechanism to smooth expenditure so that a sensible replacement programme can be achieved without the need to vary budgets and are held for five main reasons:

- 1) Renewals –to enable Council to plan and finance an effective programme of equipment replacement and planned property maintenance.
- 2) Carry forward of underspend -some services commit expenditure to projects, but cannot spend the budget in year. Reserves are used as a mechanism to carry forward these resources.
- 3) Trading accounts –In some instances surpluses are retained for future investment.
- 4) Insurance reserve –to meet the estimate of future claims to enable the Council to meet the excesses not covered by insurance.

- 5) Other earmarked reserves may be set up from time to time to meet known or predicted liabilities.

2.3

General reserves or working balances are funds which do not have any restrictions as to their use. These reserves can be used to smooth the impact of significant pressures, offset the budget requirement if necessary or can be held in case of unexpected events or emergencies.

2.4

Restricted reserves are as the name suggested restricted in their use. For example S106 receipts, unspent loans or grants and capital receipts

3. Earmarked reserves

3.1

The Governance and Accountability Practitioners' Guide 2010 set out guidance and audit considerations for Town & Parish Councils. The Council pays due attention to this guidance.

3.2

Earmarked reserves will be established on a "needs" basis, in line with planned or anticipated requirements.

3.3

As outlined in the regulations, any decision to set up a Reserve must be made by the Council.

3.4

Expenditure from Reserves can only be authorised by full Council and supported by a minute.

3.5

Reserves can only be used once and so should not be held to fund on-going expenditure. This would be unsustainable as, at some point, the reserves would be exhausted. To the extent that reserves are used to meet short term funding gaps, they must be replenished in the following year. However, earmarked reserves that have been used to meet a specific liability would not need to be replenished, having served the purpose for which they were originally established.

3.6

All earmarked reserves are recorded on a central schedule held by the Responsible Financial Officer which lists the various earmarked reserves and the purpose for which they are held.

3.7

Reviewing the Council's Financial Risk Assessment is part of the budgeting and year end accounting procedures and identifies planned and unplanned expenditure items and thereby indicates an appropriate level of Reserves.

4. General Reserves (Working balances)

4.1

General Reserves typically is comprised of three elements. The first is a sum of money which is not earmarked for specific purposes but rather set aside to deal with unexpected events or emergencies. This 'minimum working balance' needs regular review using a risk based assessment. The second is money held in anticipation of uneven cash flow (for example, the precept is received 6 monthly in advance and VAT reclaimed quarterly in retrospect), any

amount held in excess of these makes up the third element which is created as a result of surpluses due to activities or services being postponed or cancelled.

4.2

The level of general reserves or working balances is a matter of judgement and so this policy does not attempt to prescribe a blanket level. The primary means of building working balances will be through an allocation from the annual budget. This will be in addition to any amounts needed to replenish reserves that have been consumed in the previous year.

4.3

Setting the level of working balances is one of several related decisions in the formulation of the annual budget. The Council must build and maintain sufficient working balances to cover the key risks it faces, as expressed in its financial risk assessment.

4.4

If in extreme circumstances general reserves were exhausted due to unforeseen spending pressures within a particular financial year, the Council would be able to draw down from its earmarked reserves to provide short term resources.

4.5

The General Reserve funds held by the Town Council will be to the value of a minimum of 3 months expenditure of that financial year.

5. Restricted Reserves

5.1

A Capital Receipts reserve is created when money is received from the sale of capital items.

Restriction: The money cannot be used to support precept in funding running costs

Uses: For the purchase of new assets or for the repayment of loans

5.2

Section 106 monies are often given to a local council to support a new development in their area.

Restriction: The money received must only be used for the specified purposes.

Uses: To fund the purposes specified in the contract. An example would be for the maintenance of an open space for a number of years or for the replacement of play equipment.

This is usually a specific agreement with guarantees and could be repayable.

5.3

Unspent Loans/Grants for specific purposes

Unspent Grants for defined projects and Unspent Loans are, again, restricted to their specified purpose and should not be used for other expenditure. They should be returned to the donor.

6. Principles to assess the adequacy of Balances and Reserves

6.1

A considerable degree of professional judgement is required in making any financial assessment and the Responsible Financial Officer can only be expected to provide advice with the help and possible guidance from the Members and other advisory sources.

6.2

The budget setting process is the responsibility of the individual committees in collaboration with the Responsible Financial Officer, reviewed by the Finance & Properties Committee with

a recommendation to Full Council for ratification and formal approval. This forms the foundation of setting the precept.

6.3

In order to assess the adequacy of the reserves when setting the budget, both the Responsible Financial Officer and the committees should take account of the strategic, operational and financial risks facing the Council. The financial risks should be assessed in the context of the Council's overall approach to risk management. The Responsible Financial Officer should ensure the Council has in place effective audit arrangements and systems of internal control.

6.4

Setting the level of reserves is just one of several related decisions in the formulation of medium and long term financial strategies as well as budgeting for a particular year. Account should be taken of key financial assumptions underpinning the budget alongside a consideration of the Council's financial management arrangements.

7. Governance concerning Balances and Reserves

7.1

The Policy on Financial Reserves will be reviewed annually as part of the budget setting process.

7.2

The review will include a report from the Responsible Financial Officer on the adequacy of the General Reserves and Earmarked Reserves in respect of the forthcoming financial year.

7.3

The Council will have the opportunity to review the levels of reserves and make recommendations for the creation of additional Earmark Reserves or a recommendation for redundant Earmark Reserves as part of the annual budgeting process.

7.4

The Council will be required to identify the following when making recommendations for each reserve

- 1) The reason for/purpose of the reserve
- 2) How and when the reserve can be used
- 3) Procedures for the control and management of the reserve
- 4) The process and timescale for review of the reserve to ensure continuing relevance and adequacy

7.5

General Reserves must be viewed as a short term resolution towards unexpected costs and not used to finance recurring expenditure or to finance foreseeable or anticipated projects.

7.6

Foreseeable or anticipated project costs should be properly budgeted for and included in the Earmarked Reserves.

7.7

Additional responsibilities lie with the Internal and External Auditors to review and comment on the Council's financial standing.