

HALESWORTH TOWN COUNCIL FINANCIAL TERMS OF REFERENCE

Amendments in accordance with SALC guidelines – Approved 5th February 2018 – p37, minute ref No23 /15c

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1.0 GENERAL

- 1.1. These financial regulations govern the conduct of the financial transactions of the Council and may only be amended or varied by resolution of the Council. Financial regulations are one of the council's governing policy documents providing procedural guidance for members and officers. Financial regulations must be observed in conjunction with the council's standing orders¹ and any individual financial regulations relating to contracts.
- 1.1 The Responsible Financial Officer (RFO), under the policy direction of the Council, shall be responsible for the proper administration of the Council's affairs;
- 1.2 The RFO shall be responsible for the production of financial management information and to meet the requirements of the Audit Commission.
- 1.3 A sub-committee, known as the **Finance & Personnel Committee** shall be appointed to advise the Council in accordance with the agreed terms of reference on the following:-
- a) Budget proposals and the level of precept to be levied each year
 - b) To be responsible for all aspects of financial administration of the Council, including arrangements for preparation of the accounts, audit of accounts and for ensuring preparation of and compliance with, the Council's financial regulations.
 - c) Community Awards
 - d) Determination of applications for grant aid submitted to the Council
 - e) Determination of fees and charges for services provided by the Council
 - f) Determination of subscriptions to be paid by the council
 - g) Maintenance and development of I.T. facilities for the Council including development of Council's website
 - h) Management and development of markets
 - i) Management and development of allotments
 - j) To exercise all the powers, duties and functions of the Council where in the interest of the Town, it is essential for decisions to be taken notwithstanding the fact that ordinarily the matter would have been referred to the Council for determination

2.0 ANNUAL ESTIMATES

- 2.1 Each Committee (if any) shall formulate and submit proposals to the Council in respect of revenue and capital costs for the following financial year, not later than the end of October each year.
- 2.2 Detailed estimates of all receipts and payments for the year, shall be prepared each year by the RFO.
- 2.3 The Council shall review the estimates not later than the end of December following the October (see 2.1) and shall fix the precept to be levied for the ensuing financial year. The RFO shall supply each member with a copy of the approved estimates (budgets).

¹ Model standing orders for councils are available in Local Councils Explained © 2013 National Association of Local Councils

2.4 The annual budgets shall form the basis of financial control for the ensuing year.

3.0 BUDGETARY CONTROL

3.1 Expenditure on revenue items may be incurred up to the amounts included in the approved budget.

3.2 No expenditure may be incurred which exceeds the amount provided in the revenue budget.

3.3 The RFO shall regularly provide the Council with a statement of receipts and payments to date under each head of the budgets, comparing actual expenditure against that planned.

3.4 The Clerk may incur expenditure on behalf of the Council, which is necessary to carry out any repair, replacement, or other work, which is of such extreme urgency that it must be done at once, whether or not there is any budgetary provision for the expenditure, subject to a limit of £1000. The Clerk shall report the action to the Finance Committee as soon as practicable thereafter.

3.5 Unspent provisions in the revenue budget shall not be carried forward to a subsequent year unless approved by the Council.

3.6 No expenditure shall be incurred in relation to any capital project and no contract entered into, or tender accepted involving capital expenditure, unless the Council is satisfied that the necessary funds are available, or the requisite borrowing approval has been obtained.

3.7 All capital works shall be administered in accordance with the Council's standing orders and financial regulations relating to contracts.

4.0 ACCOUNTING AND AUDIT

4.1 All accounting procedures and financial records of the Council shall be determined by the RFO as required by the Accounts and Audit Regulations 1996 as amended.

4.2 The RFO shall be responsible for completing the annual financial statements of the Council as soon as practicable, after the year-end of the financial year and shall submit them and report thereon to the Council.

4.3 The RFO shall be responsible for completing the accounts of the Council contained in the Annual Return (as supplied by the Auditor appointed from time to time by the Audit Commission), and for submitting the Annual Return for approval and authorisation by the Council, within the timescale set by the Accounts and Audit Regulations 1996 as amended, or set by the Auditor.

4.4 The RFO shall be responsible for ensuring that there is adequate and effective system of internal audit of the Council's accounting, financial and other operations, in accordance with Regulation 5 of the Accounts and Audit Regulations 1996 as amended. Any officer or member of the Council shall, if the RFO or Internal Auditor requires, make available such documents of the purpose of the Council, which appear to the RFO or Internal Auditor to be necessary for the purpose of the internal audit and shall supply the RFO or Internal Auditor with such information and explanation as the RFO or Internal Auditor considers necessary for that purpose.

- 4.5 An Internal Auditor shall be appointed by the Council to carry out the work required by the RFO, or by the Council, with a view to satisfactory completion of the Auditor's Report section of the Annual Return, as compiled annually by the Audit Commission. The Internal Auditor, who shall be competent and independent of the operations of the Council, shall report to the Council in writing on a regular basis with a minimum of one annual report in respect of each financial year.
- 4.6 The RFO shall make arrangement for the opportunity for inspection of the accounts, books and vouchers required by the Audit Commission Act 1998 section 15 and the Accounts and Audit Regulations 1996 as amended.
- 4.7 The RFO shall, as soon as practicable, bring to the attention of all Councillors, any correspondence or report from the Internal or External Auditor, unless the correspondence is of a purely administrative matter.

5.0 BANKING ARRANGEMENTS AND CHEQUES

- 5.1 The Council's banking arrangements shall be made by the RFO and approved by the Council. They shall be regularly reviewed for efficiency.
- 5.2 A schedule of payments required, forming part of the Agenda for the Meeting, shall be prepared by the RFO and, together with the relevant invoices, be presented to the Council and shall be initialled by the Chairman of the Meeting. If more appropriate, the details may be shown in the Minutes of the Meeting.
- 5.3 Cheques drawn on the bank account in accordance with the schedule referred to in paragraph 5.2, or in accordance with paragraph 6.4, shall be signed by two members of Council.
- 5.4 To indicate agreement of the details shown on the cheque or order for payment with the counterfoil and the invoice, or similar documentation, the signatories shall each also initial the cheque counterfoil.

6.0 PAYMENT OF ACCOUNTS

- 6.1 All payments (other than petty cash [6.5]) shall be effected by cheque or other order drawn on the Council's bankers including BACS payments [6.6].
- 6.2 All invoices for payment shall be examined, verified and certified by the Clerk. The Clerk shall satisfy him/herself that the work, goods or services to which the invoice relates, shall have been received, carried out, examined and approved.
- 6.3 The RFO shall examine invoices in relation to arithmetic accuracy and shall analyse them to the appropriate expenditure heading. The Clerk shall take all steps to settle all invoices submitted, and which are in order, at the next available Council Meeting or Finance Committee Meeting.
- 6.4 If a payment is necessary to avoid a charge to interest under the Late Payment of Commercial Debts (Interest) Act 1998, and the due date for the payment is before the next scheduled Meeting of Council, where the Clerk and the RFO certify that there is no dispute or other reason to delay payment, the Clerk may (not withstanding paragraph 6.3), take all steps necessary to settle such invoices, provided that a list of such payments shall be submitted to

the next appropriate Meeting of Council or at the next Finance Committee Meeting whichever is the sooner.

6.5 The RFO may provide petty cash to officers for purpose of defraying operational and other expenses. Vouchers for payments made shall be forwarded to the RFO with a claim for reimbursement:

- a) The RFO shall maintain a petty cash float of up to £100 for the purpose of defraying operational and other expenses. Vouchers for payments made from petty cash shall be kept to substantiate the payment.
- b) Income received must not be paid into the petty cash float, but must be separately banked on the next available working day, as provided elsewhere in these regulations.
- c) Payments to maintain the petty cash float shall be shown separately on the schedule of payments presented to the Council under 5.2 above.

6.6 Subject to 6.1 wherever possible payments to staff and service providers will be made by the Banking Automated Credit System (BACS).

7.0 PAYMENT OF SALARIES

- 7.1 The payment of all salaries shall be made in accordance with payroll records and the rules of PAYE and National Insurance currently operating. Salaries shall be agreed by the Council.
- 7.2 The payslips and payroll records are to be produced by an independently appointed accountant or other approved body and not by the Clerk or other employee unless otherwise agreed by the Council.
- 7.3 Payment of salaries and payment of deductions from salary such as may be made for tax, national insurance and pension contributions, may be made in accordance with the payroll records and on the appropriate dates, provided that each payment is reported to, and ratified by, the next available Council Meeting.

8.0 LOANS AND INVESTMENTS

8.1 All loans and investments shall be negotiated in the name of the Council and shall be for a set period in accordance with Council policy.

8.2 All investments of money under the control of the Council shall be in the name of the Council.

8.3 All borrowings shall be effected in the name of the Council, after obtaining any necessary borrowing approval. Any applicant for borrowing approval shall be approved by Council as to terms and purpose.

9.0 INCOME

9.1 The collection of all sums due to the Council shall be the responsibility of and under the supervision of the RFO.

- 9.2 The Council will review all fees and charges annually, following a report of the Clerk
- 9.3 All sums received on behalf of the Council shall be banked intact as directed by the RFO. In all cases, all receipts shall be deposited with the Council's bankers, with such frequency, as the RFO considers necessary.
- 9.4 The origin of each receipt shall be entered on the paying-in slip.
- 9.5 Personal cheques shall not be cashed out of money held on behalf of the Council.
- 9.6 The RFO shall promptly complete any VAT Return that is required. Any repayment claim due in accordance with VAT Act 1994 section 33, shall be made at least annually coinciding with the financial year-end.
- 9.7 Where any significant sums of cash are regularly received by the Council, the RFO shall take such steps as are agreed by the Council to ensure that there is a reconciliation to some form of control such as ticket issues and that appropriate care is taken in the security and safety of individuals banking such cash.
- 9.8 Income received must not be paid into the petty cash float but must be separately banked, as provided elsewhere within these regulations.

10.0 ORDERS

- 10.1 An official order or letter shall be issued for all work, goods and services, unless a formal contract is to be prepared, or an official order would be inappropriate. Copies of orders shall be retained.
- 10.2 Order books shall be controlled by the RFO.
- 10.3 All members and Officers are responsible for obtaining value for money at all times. An officer issuing an official order, is to ensure as far as reasonable and practicable, that the best available terms are obtained in respect of each transaction, usually by obtaining three or more quotations or estimates from appropriate suppliers, subject to any de minima provisions in Regulation 11 (1) below.

11.0 CONTRACTS

- 11.1 Procedures as to contract are laid down as follows:
- a) Every contract shall comply with these financial regulations, and no exceptions shall be made otherwise than in an emergency, provided that these regulations shall not apply to contracts which relate to items (i) to (vi) below:
- i. for the supply of gas, electricity, sewerage and telephone services;
 - ii. for specialist services such as are provided by solicitors, accountants, surveyors and planning consultants;
 - iii. for work to be executed or goods or materials to be supplied which consist of repairs to or for existing machinery or equipment or plant;
 - iv. for work to be executed or goods or materials to be supplied which constitute an extension of an existing contract by the Council;

- v. for additional audit work of the external Auditor up to an estimated value of £250 (in excess of this sum the Clerk and RFO shall act after consultation with the Chairman and Vice Chairman of Council);
 - vi. for goods or materials proposed to be purchased which are proprietary articles and/or are only sold at a fixed price.
- b) Where it is intended to enter into a contract exceeding £5,000 in value, for the supply of goods or materials, or for the execution of works or specialist services other than such goods, materials, works or specialist services as are excepted as set out in paragraph (a), the Clerk shall invite tenders from at least three firms to be taken from the appropriate approved list.
 - c) Where applications are made to waive financial regulations relating to contracts, to enable a price to be negotiated without competition, the reason shall be embodied in a recommendation to the Council.
 - d) If less than three tenders are received for contracts over £5000, or if all the tenders are identical, the Council may make such arrangements as it thinks fit for procuring the goods or materials, or executing the works.
 - e) When it is to enter into a contract less than £5,000 in value for the supply of goods or materials, or for the execution of works or specialist services, other than such goods, materials, works or specialist services as are expected as set out in paragraph (a) the Clerk or RFO shall strive to obtain three estimates. Otherwise, Regulation 10 (3) above shall apply.
 - f) The Council shall not be obliged to accept the lowest or any tender, quote or estimate.
 - g) For contracts over £25,000, the Council and Finance Committee will comply the 2015 Public Contracts regulations.

12.0 PAYMENTS UNDER CONTRACT FOR BUILDING OR OTHER CONSTRUCTION WORKS

- 12.1 Payments on account of the contract sum shall be made within the time specified in the contract by the RFO, upon authorised certificates of the architect, or other consultants engaged to supervise the contract (subject to any percentage withholdings as may be agreed in the particular contract).
- 12.2 Where contracts provide for payment by instalments, the RFO shall maintain a record of all such payments. In any case, where it is estimated that the total cost of work carried out under a contract, excluding agreed variations, will exceed the contract sum of 5% or more, a report shall be submitted to the Council.
- 12.3 Any variations to, addition to or omission from a contract, must be approved by the Council and the Clerk in writing to the Contractor, the Council being informed where the final cost is likely to exceed the financial provision.

13.0 STORES AND EQUIPMENT

- 13.1 Delivery notes shall be obtained in respect of all goods received into store or otherwise delivered, and goods must be checked as to order and quantity at the time delivery is made.

- 13.2 Stocks shall be kept at the minimum levels consistent with operational requirements.
- 13.3 The RFO shall be responsible for periodic checks of stocks and stores at least annually.

14.0 PROPERTIES

- 14.1 The Clerk shall make appropriate arrangements for the custody of all title deeds of properties owned by the Council. The RFO shall ensure a record is maintained of all properties owned by the Council, recording the location, extent, plan, reference, purchase details, nature of the interest, tenancies granted, rents payable and purpose for which, held in accordance with Regulation 4 (3) b) of the Accounts and Audit Regulations 1996 as amended.
- 14.2 No property shall be sold, leased or otherwise disposed of without the authority of the Council, together with any other consents required by law, save where the estimated value of any one item of tangible, movable property, does not exceed £50.

15.0 INSURANCE

- 15.1 Following an annual risk assessment, the RFO shall effect all insurances and negotiate all claims on the Council's insurers [in consultation with the Clerk].
- 15.2 The Clerk shall give prompt notification to the RFO of all new risks, properties or vehicles, which require to be insured, and of any alterations affecting existing insurances.
- 15.3 The RFO shall keep a record of all insurances effected by the Council and the property and risks covered thereby, and annually review it.
- 15.4 The RFO shall be notified of any loss, liability or damage, or of any event likely to lead to a claim, and shall report these to the Council at the next available meeting.
- 15.5 All appropriate employees of the Council shall be included in a suitable fidelity guarantee insurance, which shall cover the maximum risk exposure as determined by the Council.

16.0 CHARITIES

- 16.1 Where the Council is sole trustee of a charitable body, the Clerk and RFO shall ensure that separate accounts are kept of the funds held on charitable trusts, and separate financial reports made in such form as shall be appropriate, in accordance with the Charity Law and legislation, or as determined by the Charity Commission...The Clerk and RFO shall arrange for any Audit, or Independent Examination, as may be required by Charity Law, or any Governing Document.

17.0 RISK MANAGEMENT

- 17.1 The Clerk, with the RFO, shall prepare and promote risk management policy statements in respect of all activities of the Council.
- 17.2 When considering any new activity, the Clerk and RFO shall prepare a draft Risk Management Policy for the activity, and shall bring a draft addressing the legal and financial

liabilities and Risk Management issues that arise to Council for consideration and, if thought appropriate, adoption.

18.0 REVISION OF FINANCIAL REGULATIONS

- 18.1 It shall be the duty of the Council to review the Financial Regulations of the Council from time to time and make such amendments to them as are appropriate.

This document should be read in conjunction with the attached Terms of Reference;

02.2 Definitive Finance and Personnel ToR 29-06-2015 [Page 10]

08.2 Criteria for Assessing Grant Applications revised [Page 12]

Halesworth Town Council - Finance & Personnel Committee Terms of Reference

Financial Responsibilities

1. The Finance and Personnel Committee is responsible for all financial aspects of the Town Councils activities.
2. To consider the draft budget and recommend the draft precept to full Council.
3. To monitor and authorise all income and expenditure and report findings to full Council on a quarterly basis in June, September, December and March of each year. However, any serious malfeasance must be reported to Chair of the Town Council and the Town Clerk immediately.
4. To vire funds between budget headings, except from staff costs and bring forward funds from reserves as necessary.
5. To consider contracts for work and advise on their acceptability.
6. To review the Council's Asset Register and insurance policies on an annual basis. Also to ensure that the Council's property is adequately insured and to recommend any desired changes.
7. To consider the Internal Audit report and report findings and recommendations to Full Council.
8. To develop a set of criteria against which all grant applications will be evaluated. These criteria will be based on the suitability and appropriateness of the grant application to Halesworth and its inhabitants.
9. The Finance and Personnel Committee has delegated authority to decide on the following;
 - invoices up to and including £2,000
 - donations of up to and including £2,000 per year to a single charity
 - grants up to and including £5,000 per year to a single organisation

All requests for sums greater than £5,000 will firstly be considered by the Finance and Personnel Committee and the decision referred to a full Town Council meeting for approval.
10. To ensure PAYE and NI payments are appropriately deducted from employee's salaries and paid to HMRC as required by law.
11. To monitor financial risk and ensure that adequate financial risk management is in place.
12. To oversee the management and maintenance of all of the Councils property assets and archives.
13. To delegate areas of responsibility to either a sub-committee, a working group or an officer of the Council when deemed to be necessary.

14. The Chair or Vice Chair of the Finance and Personnel Committee will present a financial report on the said Committee's meetings at full Town Council meetings.

Personnel Responsibilities

1. The Finance and Personnel Committee is responsible for all employee issues, including all aspects of recruiting, training and evaluating an employee's performance against agreed objectives.
2. As and when required, to appoint staff to carry out the decisions of the Town Council.
3. To investigate complaints against Council employees and the Council's administration and procedures.
4. To conduct the Town Clerk's Performance Review in which the performance is evaluated against previously agreed objectives.
5. To be responsible for all employees Contracts of Employment so that they meet all legal requirements and the objectives of the Town Council.
6. To periodically review employment policies, job specifications and rates of pay to ensure that they meet current legal and employment conditions pertaining at that time.
7. To review overtime payments and holiday entitlement issues in accordance with the Town Council's Employee Management Policy.
8. To monitor risk management and ensure that health and safety requirements are met.
9. To delegate areas of responsibility to either a sub-committee, working group or an officer of the Council when deemed necessary.
10. To vire funds within the approved budget.
11. The Chair or Vice Chair of the Finance and Personnel Committee will present a personnel report on the said Committee's meetings at full Town Council meeting

Activities Outside the Finance and Personnel Committee's Responsibility

The Finance and Personnel Committee **may not** consider:

1. Complaints by one Council employee against another Council employee or between a Council employee and the council as employer. The former is dealt with under the Council's disciplinary procedure and in the case of the later should be investigated by a group independent of the Town Council.
2. Complaints against councillors are covered by the Code of Conduct for members adopted by Halesworth Town Council in July 2012 and if a complaint against a Councillor is received by the Council, it will be referred to the Waveney District Council Standards Officer. The Town Council has the authority to suspend from any Council meeting any and all Town Councillors who fail to abide by the standard of common decency reflected in the Code of Conduct adopted by Halesworth Town Council.

Criteria for Assessing Grant and Donation Applications

Definitions

Grant

1. A grant is a lump sum which the Finance and Personnel Committee has agreed to grant on an annual basis. The size of the sum granted may change from year to year.
2. A grant should be reviewed by the Finance and Personnel Committee on an annual basis to determine if the situation or conditions have changed.

Donation

1. A donation is a one off sum of money donated to a charity or a non-profit making organisation whose application for money has been agreed by the Finance and Personnel Committee because it a worthy cause and satisfies the criteria listed below.
2. A donation will not normally exceed 50% of the cost of the project or activity.
3. The giving of a donation does not guarantee further donations. Each application will be assessed on its own merits.

Criteria

1. Priority must be given to those activities which will enhance the wellbeing of Halesworth and its parishioners.
2. Grants will only be given to non-profit making organisations and charities and not to individuals or businesses.
3. If a charity is active over a wider area than Halesworth, then the bulk of the activity must be for the benefit of Halesworth and its residents.
4. All Applicants must be a properly constituted organisation with a standard committee structure, Terms of Reference, a bank account in the name of the charity and with at least two authorised representatives required to sign each cheque.
5. Applicants must provide details of the project for which the application has been submitted..
6. All applications for money must be made on the official Halesworth Town Council's Application Form and submitted to the Finance and Personnel Committee for consideration. All sections of the Application Form to be completed otherwise the application will not be accepted.
7. The Finance Committee expects to be informed by the end of November each year of all requests for more than £500 for disbursement the following financial year. This requirement is for budgetary purposes only.
8. With requests for significant sums of money, agreement will not be given to a sum of money greater than the amount the Applicant has itself raised and then only to a maximum sum of £5,000. Sums in excess of £5,000 must be referred to the full Council for approval and then only if the application is considered by the Finance and Personnel Committee to be worth

supporting. The sum requested will only be transferred once evidence has been received that the Applicant has raised their half of the total sum required.

9. The Applicant must provide evidence of how the grant was spent and be agreeable to inspection by a Council representative.
10. Grants and donations cannot be given retrospectively.
11. In principle, only one application will be accepted from an organisation in any one financial year but this can be reviewed in exceptional circumstances.
12. All applicants will be contacted with an explanation of the reasons of the Finance and Personnel Committee's decision. The decision of this Committee is final.