Public Document Pack

AUDIT AND STANDARDS COMMITTEE

Wednesday, 16th November, 2022
6.30 pm

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AUDIT AND STANDARDS COMMITTEE

ROOMS 2 & 3, TOWN HALL

Wednesday, 16th November, 2022 at 6.30 pm

Members are reminded that if they have detailed questions on individual reports, they are advised to contact the report authors in advance of the meeting.

Members of the public may ask a question, make a statement, or present a petition relating to any agenda item or any matter falling within the remit of the committee.

Notice in writing of the subject matter must be given to the Head of Legal & Democracy by 5.00pm on the day before the meeting. Forms can be obtained for this purpose from the reception desk at Burnley Town Hall or the Contact Centre, Parker Lane, Burnley. Forms are also available on the Council's website https://bit.ly/2BWX7d2

Whilst we have returned to holding meetings in person we have limited space for members of the public to attend due to Public Health guidance. Should you wish to attend you are advised to contact democracy@burnley.gov.uk in advance of the meeting.

AGENDA

1) ***Apologies***

To receive any apologies for absence.

2) ***Minutes*** 5 - 8

To approve as a correct record the minutes of the previous meeting, held on 22nd September 2022.

3) ***Additional Items of Business***

To determine whether there are any additional items of business which, by reason of special circumstances, the Chair decides should be considered as a matter of urgency.

4) ***Declarations of Interest***

To receive any declarations of interest from Members relating to any item on the agenda, in accordance with the provisions of the Code of Conduct.

5) ***Exclusion of the Public***

To determine during which items, if any, the public are to be excluded from the meeting.

6) ***Public Question Time***

To consider questions, statements or petitions from Members of the Public.

PUBLIC ITEMS

7) ***Approval of Audited Accounts 2021/22*** 9 - 178

To consider and approve the audited Statement of Accounts 2021/22.

8) ***Work Programme*** 179 - 180

To consider the Work Programme for the current year.

MEMBERSHIP OF COMMITTEE

Councillors

Councillor Lord Wajid Khan of Burnley (Chair)
Councillor Howard Baker (Vice-Chair)
Councillor Charlie Briggs
Councillor Shah Hussain
Councillor Karen Ingham
Councillor Alun Lewis
Councillor Gordon Lishman
Councillor Mark Townsend
Councillor Andy Wight

Co-opted Members

Councillor Kathryn Haworth, Habergham Eaves Parish Council
Vacancy, Parish Council representative
David Swift, Independent Member
Stuart Arnfield, independent Member

External Auditor

Helen Stevenson, Grant Thornton-External Auditor
Georgia Jones, Grant Thornton-External Auditors

Published: Tuesday, 8 November 2022

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AUDIT AND STANDARDS COMMITTEE

BURNLEY TOWN HALL

Thursday, 22nd September, 2022 at 6.30 pm

PRESENT

MEMBERS

Councillor Lord Wajid Khan of Burnley, In the Chair.

Councillors C Briggs, S Hussain, A Lewis and M Townsend

OFFICERS

Howard Hamilton-Smith	–	Head of Finance and Property
Amy Johnson	–	Finance Manager
Ian Evenett	–	Internal Audit Manager
Suzanne Rawson	–	Auditor
Alison McEwan	–	Democracy Officer

CO-OPTED MEMBERS

David Swift
Stuart Arnfield

EXTERNAL AUDITORS

Helen Stevenson	–	Grant Thornton-External Auditor
Georgia Jones	–	Grant Thornton-External Auditors

7. Apologies

Apologies were received from Cllrs Baker and Wight.

8. Minutes

The minutes of the last meeting were approved as a correct record and signed by the Chair.

9. External Audit Progress Report and Sector Update

Helen Stevenson of Grant Thornton presented a brief progress update on the progress being made on the external audit of accounts for 2021/22.

Members discussed the following:

- When would the audited accounts be received? The final accounts would be a few weeks. An additional meeting would be arranged in November to allow them to be signed off.
- Is there a strategic Audit Plan? In line with CIPFA guidance there is a Strategy and Charter.
- Will the committee use the audit effectiveness tool? That was a decision for the committee. There was currently a peer review of the service ongoing. Officers and members had responded to a survey and follow up interviews were planned. A draft report was expected shortly after that, and would be brought to committee likely in January accompanied by management responses.

10. External Audit Plan 2021/22

Georgia Jones presented a report on the External Audit Plan and highlighted the following:

- The areas identified were standard areas of risk for Local Government.
- Members attention was drawn to p48 of the agenda – Audit Fees, where an additional fee was to be levied for 2020/21 due to an additional amount of work that was required. This additional fee had to be justified to and authorised by Public Sector Audit Appointments.

Members discussed the following:

- There seemed to be an amount of learning the Committee needed to undertake in order to be able to sign off the accounts? A training session would be organised before the committee meeting.
- With regard to the additional fees charged, would it not also be fair to recognise the additional pressures on the team due to COVID and other issues. This had been stated in the Management response.

11. Auditor's Annual Report

Georgia Jones introduced the report explaining that this was a much deeper dive since the introduction of the new code, but that it was a positive report.

Members considered the following:

- Whether a number of reviews and strategies hadn't been updated due to additional pressures due to COVID. This was the case and reviews that would lead to the strategies being updated had been planned. This had formed part of the management response which recognised some of the recommendations and had actioned others.
- The Strategic Plan is owned by the Executive, so whilst the document is shared and reported on to Council, it may not be appropriate to share some information.
- In respect of Charter Walk this was also on the internal audit plan for 2022/23.

12. Internal Audit Progress Report 2022/23 Q1

In presenting his report, Ian Evenett highlighted the following:

- Both posts had been filled from July. Suzanne Rawson had joined on a full-time permanent basis, and the other post on a temporary part-time basis.

Members considered the following:

- Whether the team was confident that the full plan would be achieved? Best efforts are guaranteed, but the team is also required to respond to issues as they arise, therefore may have to divert attention. In this scenario there is a clear priority established, and audits would be tackled in priority order. Currently not anticipating full completion, but if there is significant deviation the plan will be brought back to Committee.
- How do related party interests affect Liberata? There is no impact, as they have no influence. Liberata hold their own register on interests held by their own staff handling the Burnley contract to ensure no conflicts of interest.
- With regards to phishing etc, the Council is assumed to have sufficient security in place (firewalls etc?). Yes the Council does have suitable measures in place, however nothing is perfect and the way that criminals target information is constantly evolving, and the target is any weak spot which is often the human operator, especially given the sheer number of transactions involved. Regular phishing tests are carried out.
- It is noted in the minutes regarding the new plan that payroll audit was missed last year, and it is also not included in this years plan. That is because the risk assessment has been updated, and the risk has reduced. It is however a routine system that is regularly audited. Prioritising this would mean that another large element of the audit – the creditor system would have to be missed.

13. Strategic Risk Register

Ian Evenett introduced the report and highlighted that in response to comments from the external auditor new risks had been included , for example cost of living which was a high risk.

The risk of an ‘environmental event’ occurring had been increased due to the extreme weather patterns experienced.

The risk of widespread illness had been reduced.

Members considered the following:

- Six of the strategic commitments are managed by Liberata. How does the Council gain assurance that the risks are being appropriately managed? Their systems are audited by the Council; assurances are sought from them re. systems and compliance in the Annual Governance Statement and also their performance against measures set out in the contract. There are also regular performance management reports to Scrutiny Committee.

- What if the pandemic returns? This would still sit as a risk in the register, and there would be an effect in terms of service delivery, but the Council learned lessons from the pandemic, and had increased experience of operating during a pandemic therefore the impact is less.

It was RESOLVED that the Strategic Risk Register be recommended for approval by the Executive.

14. Annual Governance Statement 2021/22

It was RESOLVED that the Annual Governance Statement be approved.

15. Work Programme

The workplan would be updated to reflect the additional meeting on 16th November.

It was also noted that a recruitment process would be carried out for an additional Parish representative to replace Gill Smith. A report would be brought to Committee, then taken to Council for approval.

It was also RESOLVED that the Chair would write to Mrs Smith to thank her for her hard work and commitment to the Committee over a good number of years.

Annual Accounts 2021/22

REPORT TO AUDIT AND STANDARDS COMMITTEE

Burnley .gov.uk

DATE	**16 November 2022**
PORTFOLIO	**Resources & Performance Management**
REPORT AUTHOR	**Amy Johnson**
TEL NO	**01282 425011**
EMAIL	**ajohnson@burnley.gov.uk**

PURPOSE

1. To present the Council's audited Statement of Accounts for 2021/22, to obtain the formal approval of the Committee to the audited accounts, and to ask that they be signed by the chair of the Committee.

2. To ask the Audit and Standards Committee to approve the Letter of Representation from the Head of Finance & Property to Grant Thornton (the external auditors) and to ask that it be signed by the chair of the Committee.

3. To inform the Audit and Standards Committee of the audit findings.

4. To ask the Audit and Standards Committee to approve the signed 2021/22 Annual Governance Statement.

RECOMMENDATION

5. Members are asked to:
   a) Approve and sign the Statement of Accounts
   b) Approve and sign the Letter of Representation
   c) Note the audit findings
   d) Approve the Annual Governance Statement signed as at November 2022.

REASONS FOR RECOMMENDATION

6. The deadline for publication of the draft Statement of Accounts was 31 July 2021 with the audited Statement of Accounts to be published by 30 November 2022. The draft Statement of Accounts was published within accordance with the required deadline. Approval of the audited Statement of Accounts will ensure publication in accordance with the required deadline of 30th November 2022.

SUMMARY OF KEY POINTS

7. The 2021/22 Statement of Accounts have been produced under the Code of Practice on Local Authority Accounting in the UK to 2021/22 standards.

8. The deadline for publication of the draft Statement of Accounts was 31st July and the audited Statement of Accounts 30th November.

9. The Council was able to comply with its statutory duty to publish an unaudited Statement of Accounts by the 31 July 2022.

10. The external audit of the Statement of Accounts has now been concluded by Grant Thornton and I am pleased to report that the Councils auditors are satisfied that the accounts present a true and fair view of the Councils financial position. The audited Statement of Accounts is attached for information and final approval as Appendix 1.

11. There have been three recommendations for the Council, which are detailed below along with our proposed actions to mitigate the recommendation:

    - The Council should ensure its heritage assets are revalued at sufficient intervals, no longer than 10 years, for future financial periods in line with good practice. *Management Response: The large elements of the heritage assets valuation have been completed and will be complete this financial year. This will be included in the 2022/23 Statement of Accounts.*
    - We repeat our recommendation from 2020/21 that management complete their own detailed assessment to confirm the value of assets not covered within the revaluation programme are fairly stated.
    - *Management Response: The Council values it's investment and surplus properties on an annual basis. For the remainder of its land and buildings it has a 5-year rolling programme of asset valuation. This complies with CiPFA's Code of Practice. Where assets are included within the 5-year rolling programme, the Council's valuer undertakes a desktop exercise to review each asset that is not included within that year's valuation. If any issues are found, then the valuer undertakes a full valuation of that asset. Similarly, if any issues are identified in assets that have been valued that year, other assets in that class of asset will be valued. The Council's valuer will investigate the benefit of and consider the use of indices as part of the desktop exercise in future years.*
    - We recommend the Council make an assessment for the 2022/23 financial statements of the value of unlodged appeals following the 2023 valuation. The NDR provision should include an appropriate value for these claims. *Management Response: The Council is intending to make an assessment of unlodged appeals following the impact of 2023 valuation. This had been done for the 2010 and 2017 valuations as the level of appeals is unknown. The government assume a national percentage for future appeals in its business rate distribution methodology which the Council usually follows.*

12. The wording of the external auditor's opinion on the Statement of Accounts is contained within the auditor's Audit Findings Report (Appendix 3). Once the opinion and conclusion have been formally disclosed to the Committee they will form part of the published Statement of Accounts on the Council's website. The chair of the Audit and Standards Committee is required to sign the Statement of Accounts prior to the publication.

13. A separate VFM review is also carried out by Grant Thornton. It is anticipated that this review will be concluded by February 2023 and the findings reported to committee at a meeting to be confirmed.

14. Part of the process of obtaining a favourable opinion from the external auditor is that representations are required to be made by the Chief Financial Officer about a range of issues upon which confidence is placed during the course of the audit. These representations are contained in the Letter of Representation which is attached as Appendix 2. The Head of Finance and Property, as the Council's statutory Chief Finance Officer (Section 151 Officer), will sign this letter at your meeting after discussion with the Audit and Standards Committee. In accordance with external audit requirements the Chair is also asked to sign the letter of representation.

15. The production of an Annual Governance Statement is a statutory requirement of the Council, and is to be produced in accordance with proper practice, using guidance from CIPFA, (Chartered Institute of Public Finance and Accountancy) and SOLACE (Society of Local Authority Chief Executives). The 2021/22 Annual Governance Statement was originally reported to and approved by Committee in September 2022. A copy of the AGS is included in Appendix 4 for information. A copy signed as at November 2022 will be circulated to Members at their meeting.

FINANCIAL IMPLICATIONS AND BUDGET PROVISION

16. Audited Statement of Accounts as Appendix 1

POLICY IMPLICATIONS

17. None

DETAILS OF CONSULTATION

18. None

BACKGROUND PAPERS

19. None

FURTHER INFORMATION	
PLEASE CONTACT:	**Howard Hamilton-Smith – Head of Finance and Property**
ALSO:	**Amy Johnson – Finance Manager**

STATEMENT OF ACCOUNTS 2021/2022

Contents

1. Narrative Reports & Written Statements

NARRATIVE REPORT

This booklet presents the Council's accounts for the year ended 31 March 2022. The accounts conform to the Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 (the Code), which is based on International Financial Reporting Standards (IFRSs).

The layout and purpose of each statement is as follows:-

EXPLANATORY STATEMENTS

- **Narrative Report** - provides an easily understandable guide to the most significant matters reported in the accounts, including a summary of operating activity during the year.
- **Statement of Responsibilities** - explains the responsibilities of the Council and its Chief Financial Officer in relation to the Council's financial affairs and the Statement of Accounts.

CORE STATEMENTS

- **Comprehensive Income and Expenditure Statement** – this shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. Authorities raise taxation to cover expenditure in accordance with statutory requirements; this may be different from the accounting cost. The taxation position is shown in both the Expenditure and Funding Analysis and the Movement in Reserves Statement. The top half of the statement provides an analysis by service area whilst the bottom half deals with corporate transactions and funding. The Code requires the Council to analyse the cost of service in the same format reported during the year.
- **Movement in Reserves Statement** – this statement shows the movement from the start of the year to the end on the different reserves held by the Council, analysed into 'usable' reserves (i.e. those that can be applied to fund expenditure or reduce local taxation) and other 'unusable' reserves (i.e. those that cannot be applied to fund expenditure or reduce local taxation e.g. pensions reserve). The statement shows how the movements in year of the Council's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return to the amounts chargeable to Council Tax for the year. The Net Increase/Decrease line shows the statutory General Fund Balance movements in the year following those adjustments.
- **Balance Sheet** - this shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Council. The net assets of the authority (assets less liabilities) are matched by the reserves held. Reserves are reported in two categories, usable and unusable. Usable reserves are those that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt). Unusable reserves are those that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement of Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.
- **Cash Flow Statement** – this statement shows the changes in cash and cash equivalents during the reporting period. The statement shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of taxation and grant income or from the recipients

of services provided by the Council. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Council's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the Council.

NOTES TO THE CORE FINANCIAL STATEMENTS

All the notes to the core statements above are collected in one place. Later in this document there is an explanation of the policies used in the preparation of the figures in these accounts, especially changes made during the year.

OTHER STATEMENTS

The Collection Fund and notes – this statement reflects the Council's statutory obligation to maintain a separate Collection Fund for its transactions as a billing authority in relation to Council Tax and Non-Domestic Rates.

GLOSSARY

At the end of the booklet there is a glossary which explains some of the technical terms used in these accounts.

REVENUE INCOME AND EXPENDITURE

Revenue income and expenditure relates to the day-to-day running of all the services that the Council provides. Before the start of the financial year the Council prepares the annual revenue budget reflecting the estimated net expenditure to be incurred in the year on the provision of services. The budget is then regularly reviewed and revised during the year to incorporate known changes in planned and actual revenue income and expenditure.

REVENUE BUDGET

The revenue budget for 2021/22 was approved by Full Council on 24 February 2021 and amounted to a net figure of £15.416m. The revenue budget in 2021/22 delivered savings of £0.182m; this is on top of the £16.119m saved in the previous ten years. The approved net budget was approved as follows:

	Net Budget £000s
Economy and Growth	1,125
Policy and Engagement	543
Management Team	361
Sport and Culture Leisure Client	739
Green Spaces and Amenities	1,095
Streetscene	3,131
Housing and Development Control	462
Strategic Partnership	3,935
Finance and Property	538
Revenues and Benefits Client	(1,287)
Legal and Democratic Services	953
People and Development	235
Central Budgets	12
Corporate Items	3,576
NET BUDGET	15,416
Council Tax	(7,266)
Parish Precepts	(166)
Business Rates (Retained Income)	(4,513)
Business Rates S31 Grants	(1,219)
Prior Year Collection (Surplus)/Deficit	632
Revenue Support Grant	(1,649)
New Homes Bonus	(564)
Other Government Grants	(671)
	(15,416)

The Council received requests for Council Tax precepts of £0.166m to fund expenditure by Parish and Town Councils. In total this resulted in a Council Tax precept of £7.432m.

COVID-19

The 2021/22 budget was approved in the midst of the Covid-19 global pandemic. The Council, like all local authorities across the UK, have been at the forefront of the national effort to respond to Covid-19 and protect vital services and support local communities, whilst also ensuring front-line services continued wherever possible. The financial pressures faced by local authorities in providing a response to Covid-19 have been significant, and recognised by Government, who have provided additional unringfenced emergency grant funding of £0.719m during 2021/22 and compensation funding for elements of the Council's Covid-19 driven income losses from sales, fees and charges (£0.140m). Of the £0.719m emergency grant funding received £0.682m has been set aside in an earmarked reserve for future use.

During 2021/22 the Government also provided £4.8m in compensation funding to mitigate some of the losses in Business Rates income arising from the pandemic. A number of other Covid-19 related funding streams were made available during the year, directed at specific programmes of work, the most significant of which were:

- Test and Trace (£0.955m)
- Contain Outbreak Management Fund (£0.836m)

Individual grant conditions determined the extent to which the Council had, or has, discretion in applying the respective funding streams and the period in which funding must be used. Restrictions requiring expenditure to be incurred by 31 March 2022 existed for some (e.g. Test & Trace support Payments), with carry forward of funding into 2022/23 being permissible for others such as the Contain Outbreak Management Fund (COMF).

Government also provided funding for support to businesses during 2021/22, either by way of nationally set criteria or discretionary funds, where eligibility criteria was set at Local Authority level. The distribution of these grants to businesses has been administered by local authorities. The following table includes the major business support grant programmes administered by the Council during the financial year, detailing the value of support provided to businesses during 2021/22 and whether the Council was acting as principal (where the Council had discretion over the amount of funding to award or the criteria for who could be awarded funding) or agent (passing money to businesses on behalf of government).

Name of Grant	Principal or Agent	Grant Amount £'000
Omicron Hospitality & Leisure	Agent	558
Omicron ARG	Principal	112
Covid-19 Business Support Grant - ARG	Principal	496
Covid Additional Relief Fund (CARF)	Principal	2,043

* Any unspent balances on these grants have been carried forward to 2022/23 as a creditor.

ECONOMIC CONDITIONS

The current increases in inflation above the Bank of England's target of 2%, whilst has not had an impact on the 2021/22 financial position will have a future impact on the Council's budget position, both in respect of increased costs and potentially reduction in income as residents of the borough may have less available household spend. Of particular concern to the Council are increases to energy, fuel and external contract costs. To help mitigate the future impact the Council has set aside £197k in an earmarked reserve to help fund any future fluctuations in energy costs. The levels of inflation factored into future year's budgets will also be kept under regular review to ensure that they are reflective of the current economic climate.

REVENUE SURPLUS

In determining the budget for the year there was no planned transfer to or from accumulated general balances but there was a planned contribution of £0.683m to earmarked reserves. There were further planned contributions from earmarked reserves of £2.849m arising from decisions made during the financial year as part of the revenue budget monitoring process. This gave a revised net planned overall contribution from earmarked reserves of £2.166m. The Statement of Accounts shows that there was a revenue break-even position for the year after taking into account an actual net contribution to earmarked reserves of £1.349m.

The table below details where the break-even position is shown in these accounts:

	Net Surplus £000s
Comprehensive Income and Expenditure Statement - Surplus on provision of services	(3,878)
Adjustments between accounting basis and funding basis under regulations - General Fund balance (Note 7)	2,531
Net contribution from Earmarked Reserves in year (see note below)	1,349
Revenue surplus 2021/22	**0**

The revenue net contribution to earmarked reserves of £1.349m gives an increase in earmarked reserves for the year to £23.055m as detailed below:

	Under Spending £000s	Earmarked Reserves Utilised £000s	Earmarked Reserves Balance £000s	General Fund Balance £000s
Balances brought forward 1 April 2021			(21,706)	(1,379)
Position as per Budget Monitoring Report – end December 2021				
Earmarked Reserves decrease	0	2,166	2,166	0
Estimated deficit position at year end	0	12	12	0
Estimated year end Earmarked Reserves balance			**(19,528)**	**(1,379)**
Year-end position				
Change to deficit position at year end	0	(12)	(12)	0
Movement in transfer (to)/from Earmarked Reserves	0	(4,975)	(3,515)	0
	0	**(2,809)**	**(23,055)**	**(1,379)**
Net underspend 2021/22				
Balance carried forward 31 March 2022	0	0	(23,055)	(1,379)
Less: Opening balances	0	0	21,706	1,379
Balance transferred (to) / from Earmarked Reserves			**(1,349)**	**0**

Timing differences accounted for the majority of the £1.349m in the Carry Forward Reserve where the schemes went beyond the 31 March 2022. These are detailed further in Note 8 to the Core Financial Statements.

The level of the General Fund Balance has remained at the prescribed level of £1.379m under the Council’s Medium Term Financial Strategy. The main reasons for the net overall break-even position generated on the revenue account are shown in the table below:

	Major Variances £000s
Underspends / Increased Income	
Reduced cost in relation to the Market Hall	(96)
Increased Investment income and reduction in borrowing costs	(331)
Reduced capital financing costs	(213)
Increased cemetery & crematorium income	(98)
Increased Expenditure / Reduced Income	
Other minor net overspends/(underspends) under £20k	19
Transfer to Reserve	
Transfer to reserve – LA Support Grant	719
Total Break-Even	0

CAPITAL EXPENDITURE

Capital expenditure relates to the cost of the provision of, or enhancement of, assets or other expenditure where the benefits last beyond the financial year in question. The precise definition of capital expenditure is set out in the Capital Finance Regulations. Capital and revenue transactions must be accounted for separately.

In 2021/22 the Council spent £33.5m on capital projects compared with a revised capital budget of £36.7m. During the year £2.9m was invested on Pioneer Place, £22.1m on the acquisition of Charter Walk, £1.5m spent on NW Burnley Growth Corridor, £0.9m on the Empty Homes Programme and £1.8m on housing renovations for disabled facilities.

For 2022/23 the Council will invest £1.3m on the Empty Homes Programme, £6.2m on the Levelling Up Fund, £5.0m on Pioneer Place, and around £2.0m on Better Care grants. This will complement all four themes of our strategic objectives; people, places, prosperity and performance.

The differences on the various areas of the capital budget are summarised in the following table. The shortfall in spending compared to that allowed for in the budget for the services shown was largely due to schemes which did not progress as quickly as anticipated, mainly due to the Covid-19 pandemic, and will now be carried out in 2022/23.

Capital Expenditure	Approved Budget 2021/22 £M	Actual 2021/22 £M	Variance £M
Regeneration and Planning Policy			
Pioneer Place	3.8	2.9	(0.9)
NW Burnley Growth Corridor	1.9	1.5	(0.4)
Levelling Up Fund	1.5	0.7	(0.8)
Other	1.6	1.1	(0.5)
Housing			
Disabled Facilities Renovations	1.3	1.8	0.5
Empty Homes Programme	0.9	0.9	0
Other	0.2	0.2	0
Streetscene			
Safer Streets	0.4	0.4	0
Other	0.1	0.1	0
Facilities Management			
Building Infrastructure Works	2.0	1.4	(0.6)
Acquisition of Charter Walk	22.2	22.1	(0.1)
Green Spaces and Amenities			
Play Area Improvement Programme	0.1	0	(0.1)
Worsthorne Recreation Ground Improvements	0.1	0.1	0
Vehicle and Machinery Replacement	0.2	0.1	(0.1)
Other	0.2	0.1	(0.1)
Leisure Client			
Leisure Centre Improvements	0.1	0.1	0
Total Capital Expenditure	36.6	**33.5**	3.1

BORROWING

The total amount outstanding as at 31 March 2022 on long-term loans borrowed from the Public Works Loan Board (PWLB) to finance capital expenditure was £59.5m. In addition, there was at this date £1.6m of short-term borrowing. The sources of borrowing totalling £61.1m are identified in Note 12e, and an analysis of the periods to repayment shown in note 31e to the core financial statements. This borrowing should be seen in the context of the total value of the Council's long-term assets which is shown in the balance sheet at £128.8m. The Prudential Code for Capital Finance in Local Authorities regulates local authority borrowing and gives freedom to councils to borrow as long as the revenue costs are capable of being met in the opinion of the Chief Financial Officer and are in keeping with prudential indicators and guidelines.

PENSIONS COSTS

The requirements of international accounting regulations (IAS19) in relation to post-employment benefits, i.e. pensions, have been fully incorporated into the Comprehensive Income and Expenditure Statement with actuarial gains and losses being recognised in Other Comprehensive Income and Expenditure, as Note 29 explains in detail.

A pensions reserve and a pensions liability are incorporated within the Council's accounts reflecting the amount by which the Burnley element of the Lancashire County Council pension fund is under-funded compared with the assessed payment liabilities to pensioners now and in the future.

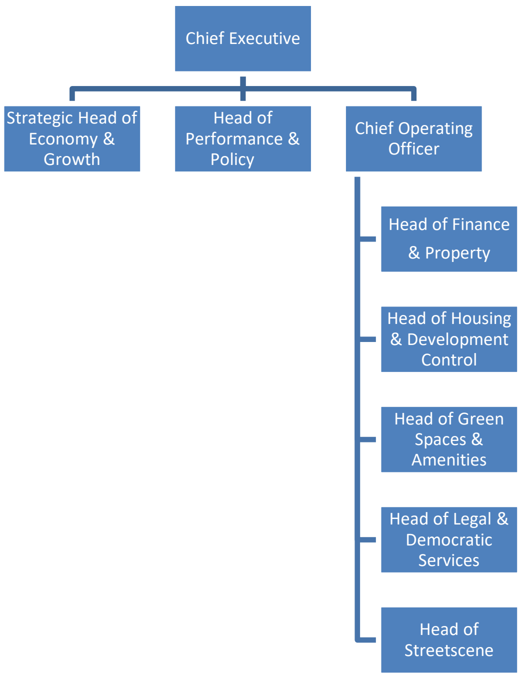
There are also entries in the Comprehensive Income and Expenditure Statement and the Movement in Reserves Statement to show the pensions benefits earned in the year. All of these pensions costs entries do not however affect the amount calculated as being due from taxpayers through Council Tax. The overall pensions liability of the Council as at 31 March 2022 was £43.706m (£61.204m as at 31 March 2021). More information on the assumptions used by the actuaries can be found at Note 29e.

Pension costs and liabilities for employees transferred to our strategic partner are now incurred by Liberata plc. Any liabilities accumulated prior to transfer will remain with the Council.

ORGANISATIONAL OVERVIEW

The organisation structure is headed by the Corporate Management Team which consists of the Chief Executive, Chief Operating Officer, Strategic Head of Economy & Growth and Head of Finance & Property.

The Council's organisational structure is as follows:



As at 31 March 2022 the council employed 242 members of staff. The overall establishment consists of 288 posts, of which 58 are vacant at 31 March 2022.

ELECTED MEMBERS

The councils elected members represent 15 wards and make decisions about local services in the borough. There are 45 Councillors, who represented the following parties as at 31 March 2022:

Political Party	Members
Labour Party	17
Liberal Democrat Party	8
Burnley & Padiham Independent Party	5
Green Party	5
Labour & Co-Operative Party	1
Conservative Party	9

The Council operates a Cabinet System, with six Executive Members:

- Leader of the Council
- Executive Member for Resources
- Executive Member Community and Environmental Services
- Executive Member for Housing
- Executive Member for Health & Wellbeing
- Executive Member for Economy & Growth

ORGANISATIONAL PERFORMANCE

The Council, each year, has proactively prepared a cost reduction programme to ensure a balanced budget. Nevertheless, the Council's performance scorecard data suggests that cost saving decisions have not significantly diminished performance in key service areas.

Listed below are Burnley Council's achievements in 2021/22:

- Strong progress against strategic objectives delivery, including the Town Centre and Canalside Master Plan, Covid Community Recovery Plan and housing growth.
- On average staff took 6.56 sickness absence days during 2021/22, against the target of 6. This is a good result given the covid pandemic.
- The average number of days to process benefit new claims and changes of circumstances in benefits improved.
    - Against a target of 9 days, the year end result was 3.88.
    - The latest available data for comparison with other areas is from Q3 21/22 (this measures housing benefit processing only) and shows that Burnley's housing benefit processing time overall was 4 days. This was the fastest in the Northwest, where the average time taken was 7 days.
- Reaching 93% by the end of Q4, the council tax collection rate was the same as the previous year, but below the result in 19/20 (95.69%), and below the target of 94.50%. A similar trend is seen across Lancashire. The latest available comparative data is from year end 20/21, when Burnley's collection rate was slightly lower than the average of statistical nearest neighbours.

- Reaching 96% by the end of Q4, the NNDR collection rate was higher than the result last year (94%), but lower than the 19/20 result (97.80%), and below the target of 97.50%. A similar trend is seen across Lancashire. The latest available comparative data is from year end 2020/21, when Burnley's collection rate was slightly lower than the average of statistical nearest neighbours.

- Supporting the local economy is a key strategic objective. The Business Support Team assisted with 12 business relocations, and 112 jobs were created and 430 safeguarded through business support programmes by the year end, against a target of 25 and 20 respectively. The team also helped lever in £7.6m in external investment into the borough, against a year-end target of £3.5m
- Regenerating neighbourhoods by bringing vacant properties brought back into use is another priority. Against a target of 80, 106 properties were bought back into use by year end, an increase of 10 compared to last year

STRATEGIC RISKS

The Council operates a risk management process at corporate and operational levels. The aim of this is to monitor and manage risk to attainment of corporate and operational objectives. Action is taken to manage these and a recursive process is undertaken to review the impact and deliberate on what if any further progress needs to be made.

The Council's risk management process has identified several strategic risks to the delivery of services by the Council. The highest risk concerns financial stability. Loss of funding from income or Central Government and external cost pressures combine to impact on the Council's finances. To manage this risk we have taken steps to change how services are delivered (such as partnership working) and keep these elements monitored to identify action at an early stage. Service levels are not intended to be lowered despite costing less to deliver. Close monitoring arrangements and client-contractor dialogue is maintained at various levels of the partnership i.e. corporate, operational and specific projects.

The Council's position is dependent on decisions taken in other organisations, such as Central Government or regional partnerships. The risk is that these decisions do not take Burnley into account and adversely impact on the Council's services and ability to deliver. The Council seeks to be involved in partnerships to further encourage educational attainment, economic development and built environment of the borough. Furthermore, the Council engages with Central Government decision makers to raise awareness of the impact of Government policies and where appropriate seek to lobby decisions for the benefit of residents and businesses.

CURRENT ECONOMIC CONDITIONS (PROVIDED BY LINK ASSET SERVICES)

Over the last two years, the coronavirus outbreak has done huge economic damage to the UK and to economies around the world. After the Bank of England took emergency action in March 2020 to cut Bank Rate to 0.10%, it left Bank Rate unchanged at its subsequent meetings until raising it to 0.25% at its meeting on 16th December 2021, 0.50% at its meeting of 4th February 2022 and then to 0.75% in March 2022.

The UK economy has endured several false dawns through 2021/22, but with most of the economy now opened up and nearly back to business-as-usual, the GDP numbers have been robust (9% y/y Q1 2022) and sufficient for the MPC to focus on tackling the second-round effects of inflation, now that the CPI measure has already risen to 6.2% and is likely to exceed 8% in April.

Gilt yields fell towards the back end of 2021, but despite the war in Ukraine gilt yields have shot higher in early 2022. At 1.38%, 2-year yields remain close to their recent 11-year high and 10-year yields of 1.65% are close to their recent six-year high. These rises have been part of a global trend as central banks have suggested they will continue to raise interest rates to contain inflation.

Historically, a further rise in US Treasury yields will probably drag UK gilt yields higher. There is a strong correlation between the two factors. However, the squeeze on real household disposable incomes arising from the 54% leap in April utilities prices as well as rises in council tax, water prices and many phone contract prices, are strong headwinds for any economy to deal with. In addition, from 1st April 2022, employees also pay 1.25% more in National Insurance tax. Consequently, inflation will be a bigger drag on real incomes in 2022 than in any year since records began in 1955.

Average inflation targeting was the major change in 2020/21 adopted by the Bank of England in terms of implementing its inflation target of 2%. The key addition to the Bank's forward guidance in August 2020 was a new phrase in the policy statement, namely that "it does not intend to tighten monetary policy until there is clear evidence that significant progress is being made in eliminating spare capacity and achieving the 2% target sustainably". That mantra now seems very dated. Inflation is the "genie" that has escaped the bottle, and a perfect storm of supply side shortages, labour shortages, commodity price inflation, the impact of Russia's invasion of Ukraine and subsequent Western sanctions all point to inflation being at elevated levels until well into 2023.

During the pandemic, the governments of western countries have provided massive fiscal support to their economies which has resulted in a big increase in total government debt in each country. It is therefore very important that bond yields stay low while debt to GDP ratios slowly subside under the impact of economic growth. This provides governments with a good reason to amend the mandates given to central banks to allow higher average levels of inflation than we have generally seen over the last couple of decades. Both the Fed and Bank of England have already changed their policy towards implementing their existing mandates on inflation, (and full employment), to hitting an average level of inflation. Greater emphasis could also be placed on hitting subsidiary targets e.g. full employment before raising rates. Higher average rates of inflation would also help to erode the real value of government debt more quickly.

The Council's Medium Term Financial Strategy 2023/27 takes all known factors which affect the finances of the Council, including those set out above, into account but there are also significant uncertainties, not least of which are the current coronavirus outbreak, the ongoing impact of the UK leaving the European Union and the forthcoming Local Government Funding Reform and Spending Review which will affect funding available to the sector. The strategy highlights a continuation of financial pressures with the Council having to find further significant savings for the foreseeable future. Savings will be delivered through strategic prioritisation to protect key services, service transformation, continuous improvement and an increasingly commercial approach.

Against this background the Council has approved a balanced budget for 2022/23 and is pro-actively considering measures to address forecast budget gaps in future years.

Despite these considerable financial challenges, the Council continues to take forward initiatives designed to revitalise the local economy and promote growth and prosperity. Complementing a range of high-profile regeneration initiatives in recent years, the Council has started work on the development of a leisure and retail scheme in the town centre on the former Pioneer site in Curzon Street, which will include a cinema, restaurants, a public plaza and car park. Preliminary work has commenced on the Levelling Up Fund which consists of 3 regeneration schemes: Turf Public Realm Transformation, Burnley Campus Expansion and Railway Station Accessibility Improvements. The three schemes total £19.9m and will span the 2021/22 – 2023/24 financial years.

A key focus for the authority is to grow the local economy and attract investment into the borough. The creation of 'Vision Park' incorporating modern units for hi-tech digital and manufacturing businesses provides an opportunity to bring high quality jobs into Burnley. The Council works closely with private sector partners, including local businesses through the Burnley Bondholders Scheme, to promote growth and create jobs in the borough in a challenging economic climate.

The Council is also working with key strategic partners, including the University of Central Lancashire (UCLan) and East Lancashire NHS trusts, to support expansion plans and facilitate their ambitions for Burnley to be a 'University Town'. A project to deliver student accommodation of 136 en suite rooms within 29 flats units was completed in August 2020. The previously mentioned Burnley Campus Expansion scheme as part of the Levelling Up Fund will further support these ambitions.

ACCOUNTING POLICIES

The accounting policies adopted by the Council are explained later in the Statement of Accounts and follow the Code of Practice on Local Authority Accounting in the United Kingdom 2021/22. There has been no major impact to finances as a result of any change to accounting policy.

FURTHER INFORMATION

Further information about the Statement of Accounts is available from the Head of Finance and Property, Town Hall, Manchester Road, Burnley, BB11 9SA. In addition, members of the public have the statutory right to inspect the Statement of Accounts and supporting documents at certain times prior to the audit being completed. For 2021/22 this right is to be exercised for 30 working days beginning 5 July 2022. Residents of the Borough who are Council Tax payers may register any objection to the accounts in writing to the External Auditor. The Council also presents a number of other key documents throughout the year which would complement the Statement of Accounts. Some of these are listed below:

Key documents (All of the documents listed below can be accessed searching www.burnley.gov.uk)	
Medium Term Financial Strategy (MTFS) and Strategic Risk Register	Considers the medium term financial outlook, highlighting uncertainties, and underlying risk and makes recommendations to mitigate any risks.
Capital Budget (establishing and monitoring)	Sets out the capital budget for the new year and monitoring reports review the progress on the current year budget.
Revenue Budget (establishing and monitoring)	Sets out the revenue budget for the new year and monitoring reports review the progress on the current year budget.
Annual Governance Statement	Statutory document produced annually after reviewing governance and internal control aspects of the Council.
Code of Corporate Governance	Explains how the Council will carry out its functions in a way that demonstrates accountability, effectiveness, integrity and inclusivity.
Strategic Plan	Describes the Council's priorities and vision for the future.

EXTERNAL AUDIT

Grant Thornton have been appointed with the responsibility for the external audit of the Council's accounts. The Auditor's Report & Opinion is contained within the Statement of Accounts. The name and address of the Council's External Auditor is:

Georgia S Jones
Director, Audit
Grant Thornton UK LLP
Royal Liver Building
Liverpool
L3 1PS

STATEMENT OF RESPONSIBILITIES

THE AUTHORITY'S RESPONSIBILITIES

The Authority is required:

- To make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs – the statutory Chief Financial Officer. In this Authority that officer is the Head of Finance and Property.
- To manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- To approve the Statement of Accounts.

THE CHIEF FINANCIAL OFFICER'S RESPONSIBILITIES

As Chief Financial Officer, I am responsible for the preparation of the Authority's Statement of Accounts in accordance with proper practices as set out in CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 ("the Code").

In preparing this Statement of Accounts I have:

- Selected suitable accounting policies and then applied them consistently;
- Made judgements and estimates that were reasonable and prudent;
- Complied with the Code;

I have also:

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

CERTIFICATE OF CHIEF FINANCIAL OFFICER

I certify that the Statement of Accounts presents a true and fair view of the financial position of Burnley Borough Council at 31 March 2022 and its income and expenditure for the year then ended, including any known post balance sheet events at 1 July 2022.

Howard Hamilton-Smith

Head of Finance and Property
Chief Financial Officer (Section 151 Officer)

16 November 2022

INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF BURNLEY BOROUGH COUNCIL

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2. Core Financial Statements

Core Financial Statements

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT	Note	31 March 2021 Gross Expend £000s	31 March 2021 Income £000s	31 March 2021 Net Expend £000s	31 March 2022 Gross Expend £000s	31 March 2022 Income £000s	31 March 2022 Net Expend £000s
Continuing Services							
Economy and Growth		5,593	(3,889)	1,704	5,355	(4,850)	505
Policy and Engagement		801	(554)	247	1,953	(1,467)	486
Management Team		359	-	359	382	-	382
Sport and Culture Leisure Client		1,831	(172)	1,659	1,782	(193)	1,589
Green Spaces and Amenities		3,684	(2,602)	1,082	4,208	(2,382)	1,826
Street Scene		5,468	(1,860)	3,608	6,618	(2,313)	4,305
Housing and Development Control		3,646	(1,784)	1,862	4,657	(1,912)	2,745
Strategic Partnership		4,540	(640)	3,900	4,563	(625)	3,938
Finance and Property		2,121	(276)	1,845	5,219	(521)	4,698
Revenues and Benefits		24,992	(25,526)	(534)	23,229	(24,170)	(941)
Legal and Democratic Services		1,295	(474)	821	1,505	(623)	882
People and Development		195	-	195	207	-	207
Central Budgets		3,793	(5,004)	(1,211)	4,424	(2,979)	1,445
Corporate Items		838	(35)	803	-	-	-
Cost of Services		59,156	(42,816)	16,340	64,102	(42,035)	22,067
Other Operating Expenditure & Income							
Parish Council Precepts		166	-	166	168	-	168
Pension Fund Administration Costs		37	-	37	38	-	38
(Gains)/Losses on the Disposal of Non-Current Assets		(228)	-	(228)	-	(730)	(730)
Other Income		-	-	-	-	-	-
		(25)	-	(25)	206	(730)	(524)
Financing and Investment Income & Expenditure							
Net Interest on the Net Defined Benefit Liability		1,158	-	1,158	1,266	-	1,266
Interest Payable and Similar Charges		1,158	-	1,158	1,281	-	1,281
Interest Receivable and Similar Income		-	(96)	(96)	-	(213)	(213)
Impairment Losses		11	-	11	7	-	7
Other Investment Income and Expenses		-	(42)	(42)	-	(381)	(381)
Income and Expenditure in Relation to Investment Properties and Changes in their Fair Value	11	1,065	(808)	257	739	(2,926)	(2,187)
		3,392	(946)	2,446	3,293	(3,520)	(227)
Taxation and Non-Specific Grants							
Council Tax Income		-	(7,215)	(7,215)	-	(7,388)	(7,388)
Non-Domestic Rates Income and Expenditure		-	(1,302)	(1,302)	-	(7,835)	(7,835)
Non-Ringfenced Government Grants	25	-	(12,361)	(12,361)	-	(3,656)	(3,656)
Capital Grants and Contributions	25	-	(3,154)	(3,154)	-	(6,013)	(6,013)
		-	(24,032)	(24,032)	-	(24,892)	(24,892)
(Surplus) / Deficit on Provision of Services		62,523	(67,794)	(5,272)	67,601	(71,177)	(3,576)
(Surplus) or Deficit on Revaluation of Property, Plant and Equipment Assets	9			(2,410)			(330)
Remeasurement of the Net Defined Benefit Liability / (Asset)	29			10,766			(19,433)
Other Comprehensive (Income) / Expenditure				8,356			(19,763)
Total Comprehensive (Income) / Expenditure				3,084			(23,339)

MOVEMENT IN RESERVES STATEMENT

MOVEMENT IN RESERVES STATEMENT	Revenue Reserves: General Fund £000s	Revenue Reserves: Earmarked Reserves £000s	Revenue Reserves: Total General Fund Balance £000s	Capital Reserves: Capital Receipts Reserve £000s	Capital Reserves: Capital Grants Unapplied £000s	Capital Reserves: Total Usable Reserves £000s	Revaluation Reserve £000s	Capital Adjustment Account £000s	Deferred Capital Receipts £000s	Pooled Investment Funds Adjustment Account £000s	Pensions Reserve £000s	Collection Fund Adjustment Account £000s	Accumulated Absences Account £000s	Total Unusable Reserves £000s	Total Authority Reserves £000s
Balance at 31 March 2020	1,379	9,532	10,911	1,709	2,924	15,543	52,321	8,411	-	(44)	(49,147)	(412)	(80)	11,049	26,592
Movement in Reserves during 2020/21															
Total Comprehensive Income & Expenditure	5,272	-	5,272	-	-	5,272	2,410	-	-	-	(10,766)	-	-	(8,356)	(3,084)
Adjustments Between Accounting Basis & Funding Basis Under Regulations (Note 7)	6,902	-	6,902	195	1,519	8,616	-	(1,897)	-	(32)	(1,291)	(5,311)	(85)	(8,616)	0
Net Increase/(Decrease) before Transfers to Reserves	12,174	-	12,174	195	1,519	13,888	2,410	(1,897)	-	(32)	(12,057)	(5,311)	(85)	(16,972)	(3,084)
Transfers to/from Reserves	(12,174)	12,174	0	-	-	0	(1,245)	1,245	-	-	-	-	-	-	0
Increase/(Decrease) in Year	-	12,174	12,174	195	1,519	13,888	1,165	(652)	-	(32)	(12,057)	(5,311)	(85)	(16,972)	(3,084)
Balance at 31 March 2021	1,379	21,706	23,085	1,904	4,443	29,432	53,486	7,758	-	(77)	(61,204)	(5,723)	(166)	(5,924)	23,508
Movement in Reserves during 2021/22															
Total Comprehensive Income & Expenditure	3,576	-	3,576	-	-	3,576	330	-	-	-	19,433	-	-	19,763	23,339
Adjustments Between Accounting Basis & Funding Basis Under Regulations (Note 7)	(2,229)	-	(2,229)	1,052	752	(425)	-	(1,666)	-	313	(1,935)	3,690	23	425	0
Net Increase/(Decrease) before Transfers to Reserves	1,349	-	1,349	1,052	752	3,151	330	(1,666)	-	313	17,498	3,690	23	20,188	23,339
Transfers to/from Reserves	(1,349)	1,349	-	-	-	-	(740)	740	-	-	-	-	-	-	-
Increase/(Decrease) in Year	0	1,349	1,349	1,052	752	3,151	(410)	(926)	-	313	17,498	3,690	23	20,188	23,339
Balance at 31 March 2022	1,379	23,055	24,434	2,956	5,195	32,585	53,076	6,831	-	236	(43,706)	(2,033)	(142)	14,262	46,847

BALANCE SHEET

BALANCE SHEET	Note	31st March 2020/2021 £000s	31st March 2021/2022 £000s
Property, Plant & Equipment	9	59,428	81,911
Heritage Assets	10	32,751	32,751
Investment Properties	11	10,301	8,674
Intangible Assets		-	-
Long-Term Investments	12a	1,812	4,125
Long-Term Debtors	12a	979	1,015
Long-term Assets		**105,271**	**128,476**
Short-Term Investments & Deposits	12a	10,000	16,000
Inventories		24	27
Short-Term Debtors	13	7,504	12,617
Cash & Cash Equivalents	14	9,812	21,477
Current Assets		**27,340**	**50,121**
Short-Term Borrowing	12a	(1,228)	(1,636)
Short-Term Creditors	15	(9,558)	(24,608)
Current Provisions	16	(1,379)	(719)
Grants Receipts in Advance - Revenue	25b	(334)	(846)
Current Liabilities		**(12,499)**	**(27,809)**
Long-Term Borrowing	12a	(34,460)	(59,510)
Long-Term Provisions	16	(360)	(361)
Net Pensions Liability	29c	(61,204)	(43,706)
Other Long-Term Liabilities		(270)	(351)
Grants Receipts in Advance - Capital	25c	(310)	(13)
Long- term Liabilities		**(96,604)**	**(103,941)**
Net Assets		**23,508**	**46,847**
Represented by:			
Usable Reserves			
General Fund		(1,379)	(1,379)
Earmarked Reserves	8	(21,706)	(23,055)
Capital Receipts Reserve	7	(1,904)	(2,956)
Capital Grants Unapplied	7	(4,443)	(5,195)
		(29,432)	**(32,585)**
Unusable Reserves	18		
Revaluation Reserve	18a	(53,486)	(53,076)
Capital Adjustment Account	18b	(7,758)	(6,831)
Deferred Capital Receipts	18d	-	-
Pooled Investment Funds Adjustment Account	18e	77	(236)
Pension Reserve	18c	61,204	43,706
Collection Fund Adjustment Account	18f	5,723	2,033
Accumulated Absences Account	18g	164	142
		5,924	**(14,262)**
Total Reserves		**(23,508)**	**(46,847)**

CASH FLOW STATEMENT

CASH FLOW STATEMENT	Note	2020/21 £000s	2021/22 £000s
Net (Surplus) / Deficit on the Provision of Services		5,272	(3,576)
Adjustments to Net (Surplus) / Deficit on the Provision of Services for Non-Cash Movements	19a	11,263	(17,389)
Adjustments for Items Included in Net (Surplus) / Deficit on the Provision of Services that are Investing or Financing Activities	19a	(7,524)	11,666
Net Cash Inflows from Operating Activities		**9,011**	**(9,299)**
Investing Activities	19b	1,450	21,800
Financing Activities	19c	(12,386)	(24,166)
Net (Increase) or Decrease in Cash and Cash Equivalents		**(1,925)**	**(11,665)**
Cash and Cash Equivalents at the Beginning of the Reporting Period		(7,887)	(9,812)
Cash and Cash Equivalents at the End of the Reporting Period		**(9,812)**	**(21,477)**

3. Notes to the Accounts

Notes to Core Financial Statements

Note 1 Accounting Standards Issued, Not Adopted

The Code of Practice on Local Authority Accounting in the United Kingdom (the Code) requires the disclosure of information relating to the expected impact of an accounting change that will be required by a new accounting standard that has been issued but not yet adopted.

Accounting Standards that have been issued but not yet adopted, include:

- Annual Improvements to IFRS Standards 2018–2020. The annual IFRS improvement programme notes 4 changed standards:
  - IFRS 1 (First-time adoption) – amendment relates to foreign operations of acquired subsidiaries transitioning to IFRS
  - IAS 37 (Onerous contracts) – clarifies the intention of the standard
  - IFRS 16 (Leases) – amendment removes a misleading example that is not referenced in the Code material
  - IAS 41 (Agriculture) – one of a small number of IFRSs that are only expected to apply to local authorities in limited circumstances.

  During the consultation process on the 2022/23 Code CIPFA/LASAAC did not envisage the annual improvements to IFRS Standards 2018/2020 as having a significant effect on local authority financial statements.
- Property, Plant and Equipment: Proceeds before Intended Use (Amendments to IAS 16).
- IFRS16: Leases

None of which are likely to have a material effect upon the 2021/22 accounts.

Note 2 Critical judgements in applying accounting policies

The following are significant management judgements in applying the accounting policies of the Council that have the most significant effect on the financial statements. Critical estimation uncertainties are described in Note 4.

COVID-19 AND FUNDING

The Government previously took the unprecedented step of providing Councils with a four year financial settlement, with 2019/20 being the final year of the multi-year settlement. The Spending Round 2019 was announced by the Chancellor on 4 September 2019, as a one-year spending review that only covered 2020/21. The decision at the time was to delay major funding reform until 2021/22, which was further delayed when the Chancellor announced the Spending Review 2020 on 25 November 2020 as a one-year settlement for 2021/22.

Prior to the Covid-19 pandemic, the Council was facing financial uncertainty in 2021/22 and future years in the absence of a longer term Spending Review and due to anticipated changes to the Non-Domestic rates funding regime (with a reset of Non-Domestic rates growth and possible changes to retention levels), the implementation of the fair funding review (developing a new formula for the allocation of Central Government resources), the wider economic impact of the UK exit from the European Union and the general policy direction of Government.

The effect of Covid-19 has had a significant impact on the day to day running of the Council, as the Council responded, and continues to respond to the global pandemic at a local and regional level. The longer-term impact on the Council remains uncertain, as the nation seeks to recover from the pandemic, including the impact of any new variants, and as restrictions are gradually lifted, the national vaccine programme roll out is implemented, and the disruptions from an extended period of lockdown take effect.

The virus and measures taken to address it have undoubtedly impacted upon financial and economic activity and the effects will not be contained in 2019/20, 2020/21 and 2021/22, but will be felt for some considerable time, as the direct impact of additional costs and income losses continue, notwithstanding the indirect impact of changes in customer behaviour and expectations.

Increased demand for many services provided by the Council is predicted to continue as the potential consequences of Covid-19 on unemployment, tax revenues and the wider economy loom. The pandemic has served to heighten the already existing uncertainty into the longer term.

At the same time, significant uncertainty exists as to the timing and extent to which income from fees and charges, rental income and returns on investments will return to pre Covid-19 levels. The Government has made Covid-19 Emergency funding available for local government, with the Council receiving a total of £2.486m of such funding as at 31 March 2021, with a further £0.719m in 2021/22. Separate allocations have been made for other specific purposes, such as Test and Trace activity, as well as part-compensation for some losses in sales, fees and charges revenues and an element of losses in Council Tax income via the Tax Income Guarantee scheme.

As a result of the pandemic, in April 2020 the Government announced the delayed implementation of planned Non-Domestic rates and fair funding changes until 2022/23. The Council has received a single year settlement for 2022/23 with a new funding regime anticipated to be introduced in 2023/24 at the earliest.

This level of uncertainty brings inherent risks for the Council, for which a number of existing measures are in place to ensure the council's financial resilience. For example:-

• Ensuring sufficient reserves are held, underpinned by an annual review of earmarked reserves as part of the budget setting process
• Risk assessing the general reserve to identify the minimum level of reserves required within the annual budget report
• Ensuring an early indication of budget pressures through budget monitoring and reporting arrangements with actions necessary to manage or address such pressures.
• Continuing to focus on achieving value for money through transformation and efficient procurement.

Having regard to these matters, working through its Management Team, elected members and partners, the Council will need to constantly assess its financial position and plans during the course of 2022/23 and beyond, reviewing its annual and longer-term budget assumptions, and identify options for managing budget pressures.

The Council's Medium-Term Financial Strategy, covering the period 2022/26, considered the forecast budget gap over that period and the strategy to balance the budget over the medium term. A Covid-19 Reserve was established to provide resilience to the Council from the uncertainties in future changes in Government funding, future losses of sales, fees and charges and to provide funding for economic and community recovery - and to allow better opportunity to smooth out resources during any transition periods.

The Strategy also set out the Council's ambition to rebuild its level of reserves over future years, including contributing to the Pensions Reserve and Revenue Budget Support Reserve in order to provide funds for exceptional circumstances and to cover risks that could impact the Council as a going concern.

Levels of uncertainty are unprecedented. However, it is considered at this stage that this uncertainty does not present a significant risk to the Council's ability to operate as a going concern.

INVESTMENT PROPERTIES

Investment properties have been estimated using the identifiable criteria under IFRS of being held for rental income or for capital appreciation. These properties have been assessed using these criteria, which is subject to interpretation.

PENSION FUND ASSET VALUATIONS

The estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discounts used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets.

The remedy required in relation to the “McCloud judgement” is also unknown at present and therefore further judgement and assumption is necessary when estimating the costs that could emerge from this issue.

A firm of consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied. Further detail on the assumptions used is provided in Note 29 to the Core Financial Statements.

CHARTER WALK

The Council purchased Charter Walk shopping centre in October 2021. An independent third-party market valuation of the asset was undertaken In connection with the purchase of the property. This has been reviewed by the Council’s Valuer on an EUV basis which resulted in an asset valuation of £22.4m for the combined value of the Council’s freehold and leasehold interests. The Council has used this asset valuation for the purpose of the 21/22 SoA.

Note 3 Events after the reporting period

The Statement of Accounts was certified by the Head of Finance and Property on 1 July 2021. Events taking place after this date are not reflected in the financial statement or notes. Where events taking place before this date provided information about conditions existing at 31 March 2022, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

There are no non-adjusting events after the Balance Sheet date.

Note 4 Assumptions made about the future and other major sources of estimation uncertainty

The Statement of Accounts contains estimated figures that are based on assumptions made by the authority about the future or that are otherwise uncertain. Estimates are made taking into account historical experience, current trends and other relevant factors. However, because balances cannot be determined with certainty, actual results could be materially different from the assumptions and estimates.

The items in the authority’s Balance Sheet at 31 March 2022 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

BUSINESS RATES

Since the introduction of the Business Rates Retention scheme, effective from 1 April 2013, local authorities are liable for successful appeals against business rates charged to businesses in 2020/21 and earlier financial years in their proportionate share. Therefore, a provision has been recognised for the best estimate of the amount that businesses have been overcharged up to 31 March 2022. The estimate has been calculated using the latest Valuation Office Agency (VOA) ratings list of appeals and the analysis of successful appeals to date when providing the estimate of total provision up to and including 31 March 2022. The balance of business rate appeals provision held by the Council at this date amounted to £0.709m, which is a decrease of £1.119m from the previous year.

DEBT IMPAIRMENT

At 31 March 2022 the Council has a gross balance of short-term debtors of £17.189m as per Note 13. A review of significant balances suggested that an impairment allowance for doubtful debts of £4.571m was appropriate, an increase of £0.318m from 31 March 2021.

PENSIONS

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

During 2021/22 the Council's actuaries advised that the net liability had decreased by £17.498m due to the re-measurement of assets and liabilities. The previous year had seen an increase of £12.057m.

The recovery of the fall in equity markets due to the Covid-19 pandemic have been reflected in the accounting figures provided by the actuary as at 31 March 2022.

PROPERTY, PLANT AND EQUIPMENT – (FUNDING IMPLICATIONS)

Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The Council has continued to provide substantial capital resources to ensure that its assets are adequately maintained to ensure that If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. It is estimated that the annual depreciation charge for buildings would increase in these circumstances.

If the Council's funding streams were reduced, in so far that it results in the reduction of service delivery or closure of facilities, this could result in the impairment of assets due to obsolescence. However, the Council has determined that the level of uncertainty at this time is not sufficient to indicate this course of action.

PROPERTY, PLANT AND EQUIPMENT - (ASSET VALUATIONS)

The global pandemic has had a significant impact upon many sectors of the economy. Consequently, at the valuation date, valuers could attach less weight to previous market evidence for comparison purposes, to inform opinions of value and they were faced with an unprecedented set of circumstances upon which to base a judgement.

Despite these circumstances the Council's valuations of Property, Plant and Equipment have not been reported as being subject to 'material valuation uncertainty' as defined by VPS 3 and VPGA 10 of the RICS Valuation – Global Standards

Given the potential for market conditions to move rapidly, valuations should be kept under regular review as market evidence emerges.

INVESTMENT PROPERTY – (ASSET VALUATIONS)

The Council's valuations in respect of investment property (property held for the purpose of retail and specific trading related assets/sectors) have not been reported as being subject to 'material valuation uncertainty' as defined by VPS 3 and VPGA 10 of the RICS Valuation – Global Standards.

Given the potential for market conditions to move rapidly, valuations should be kept under regular review as market evidence emerges.

The items in the Council's Balance Sheet at 31 March 2022 for which there is a significant risk of material adjustment in the forthcoming financial year 2022/23 are as follows:

Item	Uncertainties	Effect if actual results differ from assumptions
Property, Plant and Equipment (Funding Implications)	Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it uncertain that the Council will be able to sustain its current spending on repairs and maintenance, bringing into doubt the useful lives assigned to assets.	If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. It is estimated that for every year that useful lives were reduced the annual depreciation charge would increase as follows: Buildings & infrastructure £142k Vehicles & equipment £101k
Property, Plant and Equipment (Asset Valuations)	Asset valuations are carried out in accordance with RICS Red Book Global as at 31 March. The outbreak of Covid-19 may have a material impact on asset valuations.	The Council's valuations have not been reported as being subject to 'material valuation uncertainty' as defined by VPS 3 and VPGA 10 of the RICS Valuation – Global Standards. Given the unknown future impact that COVID-19 may have on the market, valuations should be kept under regular review as market evidence emerges. Future revaluations of assets will attempt to reflect observed changes to the property market. It is estimated that for every 1% increase/decrease in the valuation of property, the financial impact will be +/- £819k.
Investment Property (Asset Valuations)	Asset valuations are carried out in accordance with RICS Red Book Global as at 31 March. The outbreak of Covid-19 may have a material impact on asset valuations.	The Council's valuations of investment property have not been reported as being subject to 'material valuation uncertainty' as defined by VPS 3 and VPGA 10 of the RICS Valuation – Global Standards. Given the unknown future impact that COVID-19 may have on the market, valuations should be kept under regular review as market evidence emerges. Future revaluations of assets will attempt to reflect observed changes to the property market It is estimated that for every 1% increase/decrease in the valuation of property, the financial impact will be +/- £87k.
Fair Value Measurements	When the fair values of financial assets and financial liabilities cannot be measured based on quoted prices in active markets (ie Level 1 inputs), their fair value is measured using valuation techniques (eg quoted prices for *similar* assets or liabilities in active markets or the discounted cash flow (DCF) model). Where possible, the inputs to these valuation techniques are based on observable data, but where this is not possible judgement is required in establishing fair values. These judgements typically include considerations such as	The Council uses the discounted cash flow (DCF) model to measure the fair value of some of its investment properties and financial assets. The significant unobservable inputs used in the fair value measurement include management assumptions regarding rent growth, vacancy levels (for investment properties) and discount rates – adjusted for regional factors (for both investment properties and some financial assets). Significant changes in any of the unobservable inputs would result in a significantly lower or

	uncertainty and risk. However, changes in the assumptions used could affect the fair value of the Council's assets and liabilities. Where Level 1 inputs are not available, the Council employs relevant experts to identify the most appropriate valuation techniques to determine fair value (for example for investment properties, the Council's internal valuers. Information about the valuation techniques and inputs used in determining the fair value of the Council's assets and liabilities is disclosed in Notes 11 and 12 below.	higher fair value measurement for the investments properties and financial assets. It is estimated that for every 1% increase/decrease in fair value measurements the impact will be as follows: Financial Liabilities: +/- £600k Financial Assets: +/- £454k
Pensions Liability	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied.	The effects on the net pension liability of changes in individual assumptions can be seen in the table below and have been included in detail within Note 29. £000 Longevity (+/-1 Year): +/- £6,587 Rate of Inflation (+/- 0.1%): +/- £3,141 Rate of increase in salaries (+/- 0.1%): +/- £238 Rate of discounting scheme liabilities (+/- 0.1%): +/- £3,095 Any changes in the above assumptions have no impact on the net assets of the scheme. Any change in the uncertainties listed opposite would lead to a significant change in the estimated pensions liability reported.
	The outbreak of Covid-19 has resulted in substantial volatility within financial markets. Although this has reduced in recent months there is still the potential for further volatility which may have an impact on asset valuations. The market volatility also extends to bonds which as the assumptions for accounting purposes are based on bond yields will have an impact on accounting liabilities.	The increase in equity markets have been reflected in the accounting figures provided by the actuary as at 31 March 2022. Pension Fund property asset valuations remain a source of estimation uncertainty at this time.
Business Rates Appeals	The introduction of the Business Rates Retention scheme in 2013/14 means that the Council now bears part of the risk for business rates appeals as it retains 40% of all income collected. Previously the Government would have borne the full cost of any successful appeals. As at the end of March 2022, 7 appeals remain outstanding with the Valuation Office Agency against the 2010 list and 15 against the 2017 list. As stated on the previous page the provision has been made for the estimated success of future appeals fo	If the estimated success rate of appeals increased in monetary value by 10%, then this would require the Council to increase the provision for appeals by £177k.

	losses of income for the period to the end of March.	
Arrears	Each year the Council reviews the significant balances for Council Tax, Business Rates and sundry debtor arrears. Officers estimate the potential impairment of those debts based on historical default experience, and the age of the debts. However, in the current economic climate it is not certain that such an allowance would be sufficient.	If collection rates were to deteriorate, a doubling of the amount of the impairment of doubtful debts would require an additional £2.820m for Council Tax debts, £956k for business rates and £483k for sundry debts to be set aside as an allowance.

Note 5 Expenditure and Funding Analysis

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from resources (government grants, rents, council tax and business rates) by local authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the Council's services. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

	2021/22							
Table 5a	Outturn as Reported to the Executive £000s	Adjustments to Management Reporting (EFA Note 1) £000s	Net Expenditure Chargeable to the General Fund Balance £000s	Adjustments for Capital Purposes (EFA Note 2) £000s	Net Change for Pensions Adjustments (EFA Note 3) £000s	Other Statutory Differences (EFA Note 4) £000s	Adjustments between the Funding and Accounting Basis (see note 7) £000s	Net Expenditure in the Comprehensive Income and Expenditure Statement £000s
Continuing Services								
Economy and Growth	373	-	373	50	88	(6)	132	505
Policy and Engagement	424	10	434	20	30	2	52	486
Management Team	353	-	353	-	28	2	30	382
Sport and Culture Leisure Client	819	-	819	770	-	-	770	1,589
Green Spaces and Amenities	1,025	-	1,025	660	148	(7)	801	1,826
Street Scene	3,242	-	3,242	986	79	(3)	1,062	4,305
Housing and Development Control	331	(10)	321	2,313	119	(8)	2,424	2,745
Strategic Partnership	3,938	-	3,938	-	-	-	-	3,938
Finance and Property	(637)	1,966	1,329	3,298	73	-	3,371	4,698
Revenues and Benefits	(940)	-	(940)	-	-	-	-	(941)
Legal and Democratic Services	841	-	841	-	43	(2)	41	882
People and Development	196	-	196	-	12	(1)	11	207
Central Budgets	1,128	304	1,432	-	11	1	12	1,445
Net Cost of Services	11,093	2,271	13,363	8,097	631	(22)	8,705	22,067
Corporate Items	4,326	(3,618)	708	(2,220)	1,304	(312)	(1,229)	(520)
Funding	(15,419)	-	(15,419)	(6,014)	-	(3,690)	(9,705)	(25,123)
(Surplus) or Deficit on Provision of Services	(0)	(1,348)	(1,348)	(137)	1,935	(4,024)	(2,229)	(3,576)
Opening General Fund Balance 1 April 2021			(23,085)					
Less/Plus (Surplus) or Deficit on General Fund Balance In-Year			(1,349)					
Reserve Transfers			-					
Closing General Fund Balance at 31 March 2022			(24,434)					

	2020/21							
Table 5b	Outturn as Reported to the Executive £000s	Adjustments to Management Reporting (EFA Note 1) £000s	Net Expenditure Chargeable to the General Fund Balance £000s	Adjustments for Capital Purposes (EFA Note 2) £000s	Net Change for Pensions Adjustments (EFA Note 3) £000s	Other Statutory Differences (EFA Note 4) £000s	Adjustments between the Funding and Accounting Basis (see note 7) £000s	Net Expenditure in the Comprehensive Income and Expenditure Statement £000s
Continuing Services								
Economy and Growth	815	-	815	838	36	17	891	1,704
Policy and Engagement	196	-	196	34	13	3	50	247
Management Team	346	-	346	-	12	1	13	359
Sport and Culture Leisure Client	769	-	769	889	-	-	889	1,659
Green Spaces and Amenities	564	-	564	438	63	14	515	1,082
Street Scene	3,419	24	3,443	162	35	17	214	3,608
Housing and Development Control	131	-	131	1,668	48	16	1,732	1,862
Strategic Partnership	3,899	-	3,899	-	-	-	-	3,900
Finance and Property	538	786	1,324	479	32	11	522	1,845
Revenues and Benefits	(534)	-	(534)	-	-	-	-	(534)
Legal and Democratic Services	794	-	794	-	21	5	26	821
People and Development	188	-	188	-	5	2	7	195
Central Budgets	(4,877)	-	(4,877)	-	17	-	17	(4,860)
Corporate Items	988	-	988	-	(185)	-	(185)	803
Net Cost of Services	7,237	810	8,047	4,508	97	86	4,687	12,691
Corporate Items	15,303	(12,960)	2,343	(1,147)	1,195	32	80	2,421
Funding	(22,540)	-	(22,540)	(3,154)	-	5,311	2,157	(20,383)
(Surplus) or Deficit on Provision of Services	(0)	(12,150)	(12,150)	207	1,292	5,429	6,924	(5,272)
Opening General Fund Balance 1 April 2019			(10,911)					
Less/Plus (Surplus) or Deficit on General Fund Balance In-Year			(12,174)					
Reserve Transfers			-					
Closing General Fund Balance at 31 March 2020			(23,085)					

EFA NOTE 1: ADJUSTMENTS TO MANAGEMENT REPORTING

This column adjusts the outturn figures reported to management for items chargeable to the General Fund for:

Reserves – the removal of transfers to/from reserves included in the management outturn report as these are not shown on the face of the Comprehensive Income and Expenditure Account.

Investment Properties and Financing & Investment Income & Expenditure – the reallocation of Investment Properties and Financing & Investment Income & Expenditure to/from the Net Cost of Services to Other Operating Income and Expenditure.

EFA NOTE 2: ADJUSTMENT FOR CAPITAL PURPOSES

Adjustments for capital purposes – this column adds in the depreciation and impairment and revaluation gains and losses in the service line, and for:

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

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

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

EFA NOTE 3: NET CHANGES FOR THE PENSIONS ADJUSTMENTS

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

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

For **Financing and Investment Income and Expenditure** – the net interest on the defined benefit liability is charged to the Comprehensive Income and Expenditure Statement.

EFA NOTE 4: OTHER STATUTORY ADJUSTMENTS

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

For **Financing and Investment Income and Expenditure** the other differences column recognises adjustments to the General Fund for the statutory override in place to reverse fair value movements in pooled investment funds.

For **Taxation and Non-Specific Grant Income and Expenditure** represents the difference between what is chargeable under statutory regulations for council tax and NDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future surpluses or deficits on the Collection Fund

Note 6 Expenditure and Income Analysed by Nature

Expenditure & Funding Analysis - 2021/22	**2020/21 £000**	**2021/22 £000**
Expenditure		
Employee Benefit Expenses	10,511	11,451
Other Service Expenses	47,987	48,723
Depreciation, Amortisation, Impairment	2,876	4,951
Interest Payments	1,209	1,684
Precepts and Levies	166	168
Gain on the Disposal of Assets	(228)	(730)
Total Expenditure	**62,522**	**66,247**
Income		
Fees, Charges and Other Service Income	(7,952)	(9,608)
Interest and Investment Income	(946)	(2,895)
Income from Council Tax & Non Domestic Rate	(15,025)	(14,738)
Government Grants and Contributions	(43,868)	(42,583)
Total Income	**(67,794)**	**(69,823)**
Surplus or Deficit on the Provision of Services	**(5,272)**	**(3,576)**

Note 7 Adjustments between Accounting Basis and Funding Basis under Regulations

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

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

GENERAL FUND BALANCE

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

CAPITAL RECEIPTS RESERVE

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

CAPITAL GRANTS UNAPPLIED

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

Table 7a - 2021/22	Usable Reserves				Unusable Reserves							
	General Fund Balance £000s	Capital Receipts Reserve £000s	Capital Grants Unapplied £000s	Movement in Usable Reserves £000s	Capital Adjustment Account £000s	Deferred Capital Receipts £000s	Pooled Investment Funds Adjustment Account £000s	Pensions Reserve £000s	Collection Fund Adjustment Account £000s	Accumulated Absences Account £000s	Movement in Unusable Reserves £000s	Total Movement in Reserves
Adjustments to the Revenue Resources												
Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:												
Pensions costs (transferred to / (from) the Pensions Reserve)	1,935	-	-	1,935	-	-	-	(1,935)	-	-	(1,935)	-
Financial Instruments (transferred to the Financial Instruments Adjustments Account)	(313)	-	-	(313)	-	-	313	-	-	-	313	-
Council tax and NDR (transfer to / (from) the Collection Fund Adjustment Account)	(3,690)	-	-	(3,690)	-	-	-	-	3,690	-	3,690	-
Holiday pay (transferred to / (from) the Accumulated Absences Reserve)	(23)	-	-	(23)	-	-	-	-	-	23	23	-
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the Capital Adjustment Account)	3,158	-	5,195	8,353	(8,353)	-	-	-	-	-	(8,353)	-
Total Adjustments to Revenue Resources	**1,067**	**-**	**5,195**	**6,262**	**(8,353)**	**-**	**313**	**(1,935)**	**3,690**	**23**	**(6,262)**	**-**
Adjustments between Revenue and Capital Resources												
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	(2,082)	2,082	-	-	-	-	-	-	-	-	-	-
Administrative Costs of Non-Current Asset Disposals (funded by a contribution from the Capital Receipts Reserve)	-	-	-	-	-	-	-	-	-	-	-	-
Statutory provision for the repayment of debt (transfer from the Capital Adjustment Account)	(1,023)	-	-	(1,023)	1,023	-	-	-	-	-	1,023	-
Capital expenditure financed from revenue balances (transfer to the Capital Adjustment Account)	(191)	-	-	(191)	191	-	-	-	-	-	191	-
Total Adjustments between Revenue and Capital Resources	**(3,296)**	**2,082**	**-**	**(1,214)**	**1,214**	**-**	**-**	**-**	**-**	**-**	**1,214**	**-**
Adjustments to Capital Resources												
Use of the Capital Receipts Reserve to finance capital expenditure	-	(1,218)	-	(1,218)	1,218	-	-	-	-	-	1,218	-
Application of capital grants to finance capital expenditure	-	-	(4,443)	(4,443)	4,443	-	-	-	-	-	4,443	-
Cash payments in relation to deferred capital receipts	-	-	-	-	-	-	-	-	-	-	-	-
Cash Payments in Relation to Long-Term Debtor Loans	-	188	-	188	(188)	-	-	-	-	-	(188)	-
Total Adjustments to Capital Resources	**-**	**(1,030)**	**(4,443)**	**(5,473)**	**5,473**	**-**	**-**	**-**	**-**	**-**	**5,473**	**-**
Total Adjustments	**(2,229)**	**1,052**	**752**	**(425)**	**(1,666)**	**-**	**313**	**(1,935)**	**3,690**	**23**	**425**	**-**

Table 7b - 2020/21	Usable Reserves: General Fund Balance £000s	Capital Receipts Reserve £000s	Capital Grants Unapplied £000s	Movement in Usable Reserves £000s	Unusable Reserves: Capital Adjustment Account £000s	Deferred Capital Receipts £000s	Pooled Investment Funds Adjustment Account £000s	Pensions Reserve £000s	Collection Fund Adjustment Account £000s	Accumulated Absences Account £000s	Movement in Unusable Reserves £000s	Total Movement in Reserves
Adjustments to the Revenue Resources												
Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements:												
Pensions costs (transferred to / (from) the Pensions Reserve)	1,291	-	-	1,291	-	-	-	(1,291)	-	-	(1,291)	-
Financial Instruments (transferred to the Financial Instruments Adjustments Account)	32	-	-	32	-	-	(32)	-	-	-	(32)	-
Council tax and NDR (transfer to / (from) the Collection Fund Adjustment Account)	5,311	-	-	5,311	-	-	-	-	(5,311)	-	(5,311)	-
Holiday pay (transferred to / (from) the Accumulated Absences Reserve)	85	-	-	85	-	-	-	-	-	(85)	(85)	-
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the Capital Adjustment Account)	3,357	-	4,443	7,799	(7,799)	-	-	-	-	-	(7,799)	-
Total Adjustments to Revenue Resources	**10,076**	**-**	**4,443**	**14,518**	**(7,799)**	**-**	**(32)**	**(1,291)**	**(5,311)**	**(85)**	**(14,518)**	**-**
Adjustments between Revenue and Capital Resources												
Transfer of non-current asset sale proceeds from revenue to the Capital Receipts Reserve	(1,198)	1,198	-	-	-	-	-	-	-	-	-	-
Administrative Costs of Non-Current Asset Disposals (funded by a contribution from the Capital Receipts Reserve)	-	-	-	-	-	-	-	-	-	-	-	-
Statutory provision for the repayment of debt (transfer from the Capital Adjustment Account)	(934)	-	-	(934)	934	-	-	-	-	-	934	-
Capital expenditure financed from revenue balances (transfer to the Capital Adjustment Account)	(1,042)	-	-	(1,042)	1,042	-	-	-	-	-	1,042	-
Total Adjustments between Revenue and Capital Resources	**(3,174)**	**1,198**	**-**	**(1,976)**	**1,976**	**-**	**-**	**-**	**-**	**-**	**1,976**	**-**
Adjustments to Capital Resources												
Use of the Capital Receipts Reserve to finance capital expenditure	-	(1,130)	-	(1,130)	1,130	-	-	-	-	-	1,130	-
Application of capital grants to finance capital expenditure	-	-	(2,924)	(2,924)	2,924	-	-	-	-	-	2,924	-
Cash payments in relation to deferred capital receipts	-	-	-	-	-	-	-	-	-	-	-	-
Cash Payments in Relation to Long-Term Debtor Loans	-	128	-	128	(128)	-	-	-	-	-	(128)	
Total Adjustments to Capital Resources	**-**	**(1,002)**	**(2,924)**	**(3,926)**	**3,926**	**-**	**-**	**-**	**-**	**-**	**3,926**	**-**
Total Adjustments	**6,902**	**196**	**1,519**	**8,616**	**(1,897)**	**-**	**(32)**	**(1,291)**	**(5,311)**	**(85)**	**(8,616)**	**-**

Note 8 Movements In Earmarked Reserves

This note sets out the amounts set aside from the General Fund balances in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund expenditure in 2021/22.

The Council's earmarked reserves are held for the following purposes:

		2020/21			2021/22		
Transfers to/from Earmarked Reserves Earmarked Reserves	Balance at 31 March 2020 £000s	Net transfers In/(Out) £000s	Movements between Reserves £000s	Balance at 31 March 2021 £000s2	Net transfers In/(Out) £000s	Movements between Reserves £000s	Balance at 31 March 2022 £000s
Specific Reserves							
Taxi Licensing	4	-	-	4	-	-	4
Selective Licensing	389	291	-	680	(201)	-	479
Local Development Framework	22	-	-	22	-	20	42
Transport & Plant Replacement	21	15	-	36	15	-	51
Revenue Grants Unapplied	228	(55)	-	173	266	(90)	349
Primary Engineer	37	-	-	37	-	-	37
Town Centre Master Plan	95	-	-	95	-	1,000	1,095
Charter Walk Refurbishment (New)	-	-	-	-	75	-	75
Charter Walk Regeneration (New)	-	-	-	-	778	-	778
Burnley Bondholders	22	23	-	45	14	-	59
Business Rates Retention Volatility	3,945	7,379	(5,614)	5,710	3,502	-	9,212
Cremator Relining	45	(45)	-	-	19	-	19
Revenue Support	404	161	-	565	645	-	1,210
Carry Forwards	47	2,122	30	2,199	(850)	-	1,349
Regeneration Reserve	340	-	350	690	(128)	21	583
Pension Strain Reserve	-	350	-	350	358	-	708
Sandygate Sinking Fund Reserve	-	40	-	40	41	-	81
Sandygate Smoothing Reserve	-	103	485	588	(3)	-	585
Elections Reserve	-	38	-	38	20	-	58
COVID-19 Recovery Reserve	-	1,589	-	1,589	628	(1,041)	1,176
Housing Initiatives Reserve	-	-	51	51	357	90	498
Collection Fund Deficit Reserve	-	-	5,264	5,264	(5,203)	-	61
Towneley Park Events (New)	-	-	-	-	12	-	12
Energy Volatility (New)	-	-	-	-	194	-	194
	5,599	12,011	565	18,176	539	-	18,715
Strategic Reserves							
Transformation	1,808	749	(565)	1,992	810	-	2,802
Growth	2,124	(586)	-	1,538	-	-	1,538
	3,932	163	(565)	3,530	810	-	4,340
Total	9,531	12,174	0	21,706	1,349	-	23,055

SPECIFIC OPERATIONAL RESERVES

Ring-fenced reserves held for operational needs to provide for anticipated future liabilities and to support the operational delivery of specific services. These include:

Taxi Licensing Reserve - under the Local Government (Miscellaneous Provisions) Act 1976 the Council is only permitted to set licence fees to recover the costs of the Taxi Licensing Service, and the effect of this legislation is to prevent fees being set at a level that will result in a 'profit' to the Council. The annual licence fees are calculated in accordance with the three year pricing policy agreed by the Council's

Executive to establish a consistent and fair mechanism for fee setting and avoid large fluctuations in running costs from one year to the next. Any surplus or deficit from previous financial years is transferred into the taxi licensing reserve, in order to maintain a cost-neutral effect on the Council's finances, which is then available for use as part of the three year pricing policy and assist in the equalisation of future licence fees.

Selective Licensing Reserve – this reserve is to accumulate the income from licences granted to landlords to cover the cost of administering the selective licensing initiative.

Local Development Framework Reserve – funded by savings and specific grants received in previous years, this reserve will meet additional costs through changes to the framework governing local planning and development control issues.

Transport & Plant Replacement Reserve – funded by savings on lease contracts, all transport and grounds maintenance equipment is now purchased through the use of this reserve which has generated longer term savings.

Revenue Grants Unapplied Reserve – the Council established this reserve in 2014/15 containing Government grants and external contributions that have no conditions attached that are being set aside for spending on specific services.

Primary Engineer Reserve – this was created in 2015/16 to enable the Council to support a three-year training initiative in schools within Burnley.

Town Centre & Weavers Triangle – this was created in 2016/17 to assist the Council in procuring the expertise to carry out a master planning exercise and is seeking to appoint a suitably qualified multi-disciplinary consultancy team to develop a vision and plan for the town centre. It will enable the Council to deliver a major town centre regeneration scheme.

Burnley Bondholders Reserve – this was created in 2016/17 to manage the excess sponsorship contributions from the bondholders' organisations which are primarily used to fund the Burnley brand and marketing officer and marketing of the town to attract economic investment into the area. These monies were previously held in the Growth Reserve.

Business Rates Volatility Reserve – this is used to safeguard the Council against the timing differences within the business rates retention system.

Cremator Relining Reserve – this was created in 2017/18 to provide an annual contribution to fund the planned relining of the Council's cremators when each relining becomes due.

Revenue Support Reserve – this was created in 2018/19 to provide funding for unanticipated reductions in income and initiatives to offset budget reductions.

Carry Forwards Reserve – this was created in 2018/19 to allow approved budget underspends to be carried forward from one financial year and to be spent in future financial years.

Regeneration Reserve – this was created in 2019/20 to assist in progressing regeneration activities within the borough.

Sandygate Sinking Fund Reserve – this was created in 2020/21 to set aside monies for the ongoing maintenance of Sandygate Halls.

Sandygate Smoothing Reserve – this was created in 2020/21 to allow for fluctuations in annual income and expenditure at Sandygate Halls.

Elections Reserve – this was created in 2020/21 to allow monies to be set aside annually to fund borough elections.

Pension Strain Reserve – this was created in 2020/21 following the 2019/20 triennial review which saw the Council's deficit payments reduce significantly. The reserve allows the Council to set aside funds to mitigate the potential impact of increases to the deficit payment following the next triennial review.

Covid-19 Recovery Reserve – this was created in 2020/21 using Central Government funding received in year. The purpose of the reserve is to help address any shortfalls in income/increases in expenditure incurred in future financial years as a result of the pandemic.

Collect Fund Deficit Reserve – this was created in 2020/21 using S31 grants to offset business rates reliefs given to businesses during lockdown. Under current collection fund accounting rules, S31 grants received in 2020/21 will not be discharged against the collection fund deficit until 2021/22, thereby inflating the Council's General Fund balances at the end of the 2020/21 financial year. This would lead to potentially misleading 2020/21 accounts, showing a significant increase in available reserves that are not actually available but earmarked against the following year's collection fund deficit.

Housing Initiatives – this was established in 2020/21 to set aside monies for future housing initiatives.

Energy Recovery Reserve – this was created in 2021/22 to help mitigate fluctuations in energy costs.

Charter Walk Refurbishment – this was established in 2021/22 to set aside monies for the ongoing maintenance of Charter Walk.

Charter Walk Regeneration - this was created in 2021/22 to allow for fluctuations in annual income and expenditure at Charter Walk.

Towneley Park Events - this was created in 2021/22 to assist the Council in providing events within Towneley Park.

STRATEGIC RESERVES

Held to provide short-term investment for strategic priorities to give flexibility in the use of corporate resources and strategic service transformation and ability to ensure services remain fit for purpose and deliver value for money. The two reserves are:-

Transformation Reserve – this has been created to mitigate the impact of any one-off expenditure that arises from organisational and transformational change and to assist with organisational downsizing.

Growth Reserve – this is used to pump prime projects that deliver demonstrable wider strategic benefits that enable the Council to fulfil its place shaping role for Burnley.

Note 9 Property, Plant & Equipment

* The two figures in each of the tables below, totalling £0.330m surplus in 2021/22 (£2.410m surplus in 2020/21), reflect the deficit or surplus on revaluation that appears at the bottom of the Comprehensive Income and Expenditure Statement.

Property, Plant & Equipment Movements in 2021/22	Other Land & Buildings £000s	Vehicles, Plant & Equipment £000s	Surplus Assets £000s	Assets Under Construction £000s	Community Assets £000s	Total Property, Plant & Equipment £000s
Cost or Valuation						
At 1 April 2021	**51,039**	**5,016**	**8,426**	**-**	**2,555**	**67,036**
Additions	22,977	273	354	3,161	-	**26,765**
* Revaluation increases/(decreases) recognised in the Revaluation Reserve	608	-	(578)	-	-	**30**
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(2,418)	-	(926)	-	(39)	**(3,383)**
Derecognition - disposals	-	-	(1,352)	-	-	**(1,352)**
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	**-**
Assets reclassified (to)/from Investment Properties	-	-	610	-	-	**610**
Other movements in cost or valuation	1,223	-	-	141	-	**1,364**
At 31 March 2022	**73,429**	**5,289**	**6,535**	**3,302**	**2,516**	**91,070**
Accumulated Depreciation and Impairment						
At 1 April 2021	**(4,241)**	**(3,348)**	**-**	**-**	**(19)**	**(7,608)**
Depreciation charge	(1,340)	(511)	-	-	-	**(1,851)**
* Depreciation written out to the Revaluation Reserve	300	-	-	-	-	**300**
Recognition - disposals	-	-	-	-	-	**-**
Other movements in depreciation and impairment	-	-	-	-	-	**-**
At 31 March 2022	**(5,281)**	**(3,859)**	**-**	**-**	**(19)**	**(9,159)**
Net Book Value						
At 31 March 2022	**68,148**	**1,430**	**6,535**	**3,302**	**2,497**	**81,911**
At 31 March 2021	**46,798**	**1,668**	**8,426**		**2,536**	**59,428**

Property, Plant & Equipment Movements in 2020/21	Other Land & Buildings £000s	Vehicles, Plant & Equipment £000s	Surplus Assets £000s	Assets Under Construction £000s	Community Assets £000s	Total Property, Plant & Equipment £000s
Cost or Valuation						
At 1 April 2020	39,287	7,628	8,371	5,178	2,555	63,019
Additions	4,841	362	627	-	-	5,830
* Revaluation increases/(decreases) recognised in the Revaluation Reserve	1,846	-	248	-	-	2,094
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(113)	-	(205)	-	-	(318)
Derecognition - disposals	-	(2,974)	(616)	-	-	(3,590)
Assets reclassified (to)/from Held for Sale	-	-	-	-	-	-
Assets reclassified (to)/from Investment Properties	-	-	-	-	-	-
Other movements in cost or valuation	5,178	-	-	(5,178)	-	-
At 31 March 2021	51,039	5,016	8,426	(0)	2,555	67,036
Accumulated Depreciation and Impairment						
At 1 April 2020	(3,527)	(5,819)	-	-	(19)	(9,365)
Depreciation charge	(1,030)	(503)	-	-	-	(1,533)
* Depreciation written out to the Revaluation Reserve	316	-	-	-	-	316
Recognition - disposals	-	2,974	-	-	-	2,974
Other movements in depreciation and impairment	-	-	-	-	-	-
At 31 March 2021	(4,241)	(3,348)	-	-	(19)	(7,608)
Net Book Value						
At 31 March 2021	46,798	1,668	8,426	(0)	2,536	59,428
At 31 March 2020	35,760	1,809	8,371	5,178	2,536	53,654

ASSET VALUATIONS

Asset valuations are carried out in accordance with the Royal Institute of Chartered Surveyors (RICS) Red Book Global. Consideration has been given to whether the outbreak of the Covid-19 pandemic has had an impact on the asset valuations at 31 March 2022 and whether a declaration of 'material uncertainty' should be declared. The declaration is not meant to suggest that the valuation cannot be relied upon; rather, it is used in order to be clear and transparent with all parties, in a professional manner that – in the current extraordinary circumstances – less certainty can be attached to the valuation than would otherwise be the case.

Consideration has been given to whether such a declaration of material uncertainty is appropriate for asset valued at 31 March 2022. The Council's valuations have not been reported as being subject to 'material valuation uncertainty' as defined by VPS 3 and VPGA 10 of the RICS Valuation – Global Standards.

Given the potential for market conditions to move rapidly, valuations should be kept under regular review as market evidence emerges.

DEPRECIATION

The following useful lives and depreciation rates have been used in the calculation of depreciation:

- Land and Buildings 20 – 60 years
- Vehicles, Plant and Equipment 3 – 10 years

CAPITAL COMMITMENTS

At 31 March 2022, the Council has significant commitments for future capital expenditure in 2022/23 and future years budgeted to cost £22.616m. Similar commitments at 31 March 2021 were £2.704m. The commitments are:

Schemes	£000s
Pioneer Place	20,139
Empty Homes Programme	1,518
Disabled Facilities Grant	481
Building Alteration Works	478
Total	**22,616**

REVALUATIONS

The Council carries out a rolling programme that ensures that all property, plant and equipment required to be measured at fair value is revalued at least every five years. However in 2014/15 officers undertook a complete revaluation exercise and started the rolling programme again in 2015/16. All valuations were carried out internally by professionally qualified surveyors. Valuations of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. Valuations of vehicles, plant and equipment are based on historic cost.

Revaluations	Other Land & Buildings £000s	Vehicles, Plant & Equipment £000s	Surplus Assets £000s	Total £000s
Carried at historical cost	-	1,429	-	1,668
Valued at current value as at:				
31 March 2022	37,865	-	6,535	15,767
31 March 2021	3,903	-	-	23,069
31 March 2020	5,619	-	-	5,840
31 March 2019	18,327	-	-	18,709
31 March 2018	2,434	-	-	2,033
Total Cost or Valuation	**68,148**	**1,429**	**6,535**	**76,112**

Note 10 Heritage Assets

RECONCILIATION OF THE CARRYING VALUE OF HERITAGE ASSETS HELD BY THE COUNCIL

Heritage Assets Movements in 2021/22	Oil Paintings £000s	Water Colours £000s	Furniture £000s	Sculpture £000s	Ceramics £000s	Other £000s	Total Property, Plant & Equipment
Cost or Valuation							
At 1 April 2021	25,908	1,546	2,024	1,218	601	1,454	32,751
At 31 March 2022	**25,908**	**1,546**	**2,024**	**1,218**	**601**	**1,454**	**32,751**

Heritage Assets Movements in 2020/21	Oil Paintings £000s	Water Colours £000s	Furniture £000s	Sculpture £000s	Ceramics £000s	Other £000s	Total Property, Plant & Equipment
Cost or Valuation							
At 1 April 2020	25,908	1,546	2,024	1,218	601	1,454	32,751
At 31 March 2021	**25,908**	**1,546**	**2,024**	**1,218**	**601**	**1,454**	**32,751**

The Council's external valuer, Bonhams, carried out a full valuation of the collection of exhibits in November 2011 with a valuation date as at 31 March 2012. The valuations were based on commercial markets including recent transaction information from auctions where similar types of artefacts are regularly being purchased. In 2021/22 (as in 2020/21) there have been no material additions or disposals and the whole collection is not due to be revalued until 2022.

The Council's Heritage Assets are held at Towneley Hall Art Gallery & Museum and Burnley Town Hall. The collections (along with the percentage on display at any given time) can be broadly divided into:

- Fine art – oil paintings (70%), watercolour paintings (0%), works on paper (2%) and book illustrations (1880-1920) (0%)
- Furniture (99%)
- Sculpture (98%)
- Ceramics (10%), ivories (14%) and glass (5%)
- Military medals (13%)
- Numismatics (0%), medals (0%) and horology (2%)
- Silver and silver plate (1%)
- Costume and textiles (5%), including vestments (100%)
- Arms and armour (3%)
- Archaeology (local) (0%)
- Egyptology (23%)
- Ethnography (3%)
- Natural history (15%) and geology (4%)
- Local, social and industrial history (80%) (Artefacts, archives and photographs)
- War memorials (100%)

Note 11 Investment Properties

The following items of income and expense have been accounted for in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement:

Table 11a - Investment Properties Income and Expenses	2020/21 £000s	2021/22 £000s
Rental income from investment property	808	2,300
Direct operating expenses arising from investment property	(40)	(396)
Net gain / (loss)	**768**	**1,904**

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

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

Table 11b - Investment Properties	2020/21 £000s	2021/22 £000s
Balance at start of the year	**11,286**	**10,301**
Additions:		
Purchases	-	64
Subsequent expenditure on enhancement	71	
Disposals	(32)	
Net gains / (losses) from fair value adjustments	(1,025)	283
Transfers:		
(To) / from property, plant and equipment	-	(1,974)
Balance at end of the year	**10,301**	**8,674**

FAIR VALUE HIERARCHY

Details of the Council's investment properties and information about the fair value hierarchy as at 31 March 2022 shows that the fair value was £31.074m (£10.301m as at 31 March 2021) and that the assets were all commercial units / office units and valued using level 2 - other significant observable inputs. The fair values attributed to level 2 categorisation in the fair value hierarchy have been based upon the market approach using current market conditions and recent sales prices and other relevant transactional information for similar assets in the local authority area. In estimating the fair value of the Council's investment properties the highest and best use of the properties is their current use.

REVALUATIONS

There has been no change in the valuation techniques used during the year for investment properties. Gains or losses arising from changes in the fair value of the investment property are recognised in the Surplus or Deficit on the Provision of Services on the Financing and Investment Income and Expenditure line.

The fair value of the Council's investment property is measured annually at each reporting date. All valuations are carried out internally by professionally qualified surveyors in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. The Council's valuation experts work closely with finance officers reporting directly to the chief financial officer on a regular basis regarding all valuation matters.

Note 12 Financial Instruments

CATEGORIES OF FINANCIAL INSTRUMENTS (12A)

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

FINANCIAL ASSETS	31 March 2021					31 March 2022				
	Non-Current		Current			Non-Current		Current		
	Investments £000s	Debtors £000s	Investments £000s	Debtors £000s	TOTAL £000s	Investments £000s	Debtors £000s	Investments £000s	Debtors £000s	TOTAL £000s
Fair Value Through Profit or Loss	1,812	-	-	-	1,812	2,125	-	-	-	2,125
Amortised Cost	-	979	19,804	3,713	24,496	2,000	1,015	35,469	7,781	46,265
Total Financial Assets	**1,812**	**979**	**19,804**	**3,713**	**26,308**	**4,125**	**1,015**	**35,469**	**7,781**	**48,390**
Non-Financial Assets	-	-	-	3,791	3,791	-	-	-	4,836	4,836
Total	**1,812**	**979**	**19,804**	**7,504**	**30,099**	**4,125**	**1,015**	**35,469**	**12,617**	**53,226**

FINANCIAL LIABILITIES	31 March 2021					31 March 2022				
	Non-Current		Current			Non-Current		Current		
	Borrowings £000s	Creditors £000s	Borrowings £000s	Creditors £000s	TOTAL £000s	Borrowings £000s	Creditors £000s	Borrowings £000s	Creditors £000s	TOTAL £000s
Amortised Cost	(34,460)	-	(1,228)	(8,519)	**(44,207)**	(59,510)	-	(1,636)	(13,426)	(74,572)
Total Financial Liabilities	**(34,460)**	**-**	**(1,228)**	**(8,519)**	**(44,207)**	**(59,510)**	**-**	**(1,636)**	**(13,426)**	**(74,572)**
Non-Financial Liabilities	-	-	-	(1,039)	**(1,039)**	-	-	-	(11,182)	**(11,182)**
Total	**(34,460)**	**-**	**(1,228)**	**(9,558)**	**(45,246)**	**(59,510)**	**-**	**(1,636)**	**(24,608)**	**(85,754)**

FINANCIAL INSTRUMENTS DESIGNATED AT FAIR VALUE THROUGH PROFIT OR LOSS (12B)

The Council has property units in two property funds. These units were acquired for the purpose of increasing the investment income receivable by the Council to help alleviate revenue budget pressures. The fair value of each investment is shown in the table below. Fair Value Movement and Dividend amounts are included within the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement.

FAIR VALUE THROUGH PROFIT or LOSS	Fair Value 31 March 2021 £000s	Fair Value 31 March 2022 £000s	Movement in Fair Value During 2021/22 £000s	Dividends in 2021/22 £000s
Property Investment Funds:				
Church Commissioners Local Authority (CCLA) Property Fund	899	1,057	158	34
Hermes Property Unit Trust	913	1,068	155	34
Total	**1,812**	**2,125**	**313**	**68**

INCOME, EXPENSE, GAINS AND LOSSES (12C)

The gains and losses recognised in the Comprehensive Income and Expenditure Statement in relation to financial instruments are made up as follows:

INCOME, EXPENSES, GAINS & LOSSES	2020/21		2021/22	
	Surplus or Deficit on the Provision of Services £000	Other Comprehensive Income and Expenditure £000	Surplus or Deficit on the Provision of Services £000	Other Comprehensive Income and Expenditure £000
Net Gains/Losses On:				
Financial Assets Measured at Fair Value Through Profit or Loss	(42)	-	(381)	-
Financial Assets Measured at Amortised Cost	11	-	6	-
Total Net Gains/Losses	**(31)**	**-**	**(375)**	**-**
Interest Revenue:				
Financial Assets Measured at Amortised Cost	(96)	-	(87)	-
Total Interest Revenue	**(96)**	**-**	**(87)**	**-**
Interest Expense	**1,158**	**-**	**1,155**	**-**

FAIR VALUES OF FINANCIAL ASSETS AND FINANCIAL LIABILITIES (12D)

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

FINANCIAL ASSETS MEASURED at FAIR VALUE

Recurring Fair Value Measurements	Input Level in Fair Value Hierarchy	Valuation Technique Used to Measure Fair Value	As At 31 March 2021	As At 31 March 2022
Fair Value Through Profit and Loss:				
Church Commissioners Local Authority (CCLA) Property Fund	Level 1	Unadjusted Quoted Prices in Active Markets for Identical Shares	899	1,057
Hermes Property Unit Trust	Level 1	Unadjusted Quoted Prices in Active Markets for Identical Shares	913	1,068
Total			**1,812**	**2,125**

Church Commissioners Local Authority (CCLA) Property Fund: In November 2018, the Council purchased 306,316 units for £1m (including entry costs of £63k) in CCLA Local Authorities Property Fund, prices are published in the Financial Times and on the CCLA website.

Hermes Property Unit Trust: In January 2019, the Council purchased 139,912 units for £1m (including entry costs of £48k) in Hermes Property Unit Trust, prices are published in the Financial Times and on the Trust's website.

THE FAIR VALUES OF FINANCIAL ASSETS AND FINANCIAL LIABILITIES THAT ARE NOT MEASURED AT FAIR VALUE (BUT FOR WHICH FAIR VALUE DISCLOSURES ARE REQUIRED) (12E)

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

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

- No early repayment or impairment is recognised;

- Where an instrument has a maturity of less than 12 months or is a trade or other receivable the fair value is taken to be the carrying amount or the billed amount;

- The fair value of trade and other receivables is taken to be the invoiced or billed amount.

FINANCIAL LIABILITIES	31 March 2021		31 March 2022	
	Carrying Amount £000	Fair Value £000	Carrying Amount £000	Fair Value £000
PWLB Debt	(35,663)	(39,905)	(61,127)	(60,009)
Short-Term Borrowing	(25)	(25)	(19)	(19)
Short-Term Creditors	(8,519)	(8,519)	(11,182)	(11,182)
Total Liabilities	**(44,205)**	**(48,447)**	**(72,328)**	**(71,210)**

The fair value of the liabilities is greater than the carrying amount as at 31 March 2021 because the Council's portfolio of loans included a number of fixed rate loans where the interest rate payable is higher than the rates available for similar loans in the market at the balance sheet date. However, the fair value of the liabilities is lower than the carrying amount as at 31 March 2022 because the Council's portfolio of loans now includes a number of fixed rate loans where the interest rate payable is lower than the rate available at the balance sheet date. This shows a notional future gain (based on economic conditions at 31 March 2022) arising from a commitment to pay interest to lenders below current market rates.

The fair value of Public Works Loan Board (PWLB) loans of £60.009m measures the economic effect of the terms agreed with the PWLB compared with estimates of the terms that would be offered for market transactions undertaken at the Balance Sheet date. The difference between the carrying amount and the fair value measures the additional/reduced interest that the Council will pay over the remaining terms of the loans under the agreements with the PWLB, against what would be paid if the loans were at prevailing market rates.

	31 March 2021		31 March 2022	
FINANCIAL ASSETS	**Carrying Amount £000**	**Fair Value £000**	**Carrying Amount £000**	**Fair Value £000**
Short-Term Investments	19,804	19,804	35,469	35,469
Short-Term Debtors	3,222	3,222	6,891	6,891
Long-Term Debtors	979	979	1,015	1,015
Total Assets	**24,005**	**24,005**	**43,375**	**43,375**

Short-term investments & borrowing, long-term debtors and short-term debtors & creditors are all carried at cost as this is a fair approximation of their value.

FAIR VALUE HIERARCHY FOR FINANCIAL ASSETS AND FINANCIAL LIABILITIES THAT ARE NOT MEASURED AT FAIR VALUE (12F)

	31 March 2022			
RECURRING FAIR VALUE MEASUREMENTS USING:	**Quoted Prices in Active Markets for Identical Assets (Level 1) £000**	**Other Significant Observable Inputs (Level 2) £000**	**Significant Unobservable Inputs (Level 3) £000**	**TOTAL £000**
Financial Liabilities				
Financial Liabilities Held at Amortised Cost:				
PWLB Debt		60,009		**60,009**
TOTAL	**-**	**60,009**	**-**	**60,009**

RECURRING FAIR VALUE MEASUREMENTS USING:	31 March 2021			
	Quoted Prices in Active Markets for Identical Assets (Level 1) £000	Other Significant Observable Inputs (Level 2) £000	Significant Unobservable Inputs (Level 3) £000	TOTAL £000
Financial Liabilities				
Financial Liabilities Held at Amortised Cost:				
PWLB Debt		(39,905)		**(39,905)**
TOTAL	**-**	**(39,905)**	**-**	**(39,905)**

Note 13 **Debtors**

The short-term debtors shown in the table below are net of impairment allowance for doubtful debts.

Short-Term Debtors	31 March 2021 £000s	31 March 2022 £000s
Gross Trade Receivables	1,928	2,199
less Trade Receivables Impairment Allowance	(527)	(890)
Net Trade Receivables	1,401	1,309
Pre-Payments	64	168
Gross NNDR Payers	1,391	1,266
less NNDR Payers Impairment Allowance	(984)	(759)
Net NNDR Payers	407	507
Gross Council Tax Payers	2,877	3,280
less Council Tax Payers Impairment Allowance	(2,330)	(2,448)
Net Council Tax Payers	547	833
Collection Fund Preceptors	2,821	4,195
Housing Benefit	608	499
less Housing Benefit Impairment Allowance	(577)	(474)
Net Housing Benefit	31	25
Gross Other Receivables	2,233	5,582
less Other Receivables Impairment Allowance	-	-
Net Other Receivables	2,233	5,582
Total Short-Term Debtors	7,504	12,617

The gross total of the short-term debtors as at the 31 March 2022 is £17.189m (31 March 2021 was £11.922m).

Note 14 Cash and Cash Equivalents

The balance of Cash and Cash Equivalents is made up of the following elements:

Cash and Cash Equivalents	31 March 2021 £000s	31 March 2022 £000s
Cash Held by the Authority	8	8
Bank Current Account	(646)	1,253
Short-Term Deposits	10,450	20,216
Total Cash and Cash Equivalents	9,812	21,477

Note 15 Short-term Creditors

Short-Term Creditors	31 March 2021 £000s	31 March 2022 £000s
Trade Payables	(3,512)	(5,685)
Receipts in Advance	(185)	(521)
NNDR Payers	(234)	(700)
Council Tax Payers	(112)	(78)
Collection Fund Preceptors	(693)	(12,648)
Other Payables	(4,822)	(4,976)
Total	(9,558)	(24,608)

Note 16 Provisions

Current Provisions	Legal Expenses £000s	Non-Domestic Rate Appeals £000s	Pioneer Place £000s	Total £000s
Balance at 1 April 2021	(10)	(1,119)	(250)	(1,379)
Additional provisions made in 2021/22	-	-	-	-
Unused amounts reversed in 2021/22	-	410	250	660
Transferred from Long-Term Provisions	-	-	-	-
Amounts used in 2021/22	-	-	-	-
Balance at 31 March 2022	(10)	(709)	-	(719)

Current Provisions	Legal Expenses £000s	Non-Domestic Rate Appeals £000s	Overarching Development Agreement £000s	Pioneer Place £000s	Total £000s
Balance at 1 April 2020	(10)	(3,015)	(550)	(250)	(3,825)
Additional provisions made in 2020/21	-	-	-	-	-
Unused amounts reversed in 2020/21	-	1,896	-	-	1,896
Transferred from Long-Term Provisions	-	-	-	-	-
Amounts used in 2020/21	-	-	550	-	550
Balance at 31 March 2021	(10)	(1,119)	-	(250)	(1,379)

Long-Term Provisions	Bonds and deposits £000s	Contractual obligations £000s	MMI Insurance £000s	Pension guarantees £000s	Total £000s
Balance at 1 April 2021	(38)	(190)	(70)	(62)	(360)
Additional provisions made in 2020/21	(44)	-	-	-	(44)
Unused amounts reversed in 2020/21	-	-	-	10	10
Transferred to Current Provisions	-	-	-	-	-
Amounts used in 2020/21	33	-	-	-	33
Balance at 31 March 2022	(49)	(190)	(70)	(52)	(361)

Long-Term Provisions	Bonds and deposits £000s	Contractual obligations £000s	MMI Insurance £000s	Pension guarantees £000s	Total £000s
Balance at 1 April 2020	(32)	(354)	(70)	(45)	(501)
Additional provisions made in 2020/21	(465)	-	-	(17)	(482)
Unused amounts reversed in 2020/21	-	-	-	-	-
Transferred to Current Provisions	-	-	-	-	-
Amounts used in 2020/21	459	164	-	-	623
Balance at 31 March 2021	(38)	(190)	(70)	(62)	(360)

Provisions have been made in the current and previous financial years to set aside amounts to meet future expenditure. These provisions are made at the point where a given liability arises but where the expenditure relating to the liability has not yet been made. The balance on the provisions account therefore reflects the balance of unpaid known liabilities which have already been charged to the Council's revenue account. When the liability is paid the expenditure is charged against the provision. The seven outstanding provisions shown above are:

LEGAL EXPENSES

This provision relates to the Council's estimated legal costs for litigation in court proceedings (or in contemplation thereof) resulting from a number of potential legal disputes.

NON-DOMESTIC RATES APPEALS

This provision for Business Rates appeals was created as a result of the adoption in 2013/14 of the Business Rates Retention scheme which means that the Council now bears part of the risk for future appeals. These were borne by the Government under the old scheme. The Councils' estimate of the value of the appeals provision requirement up to 31 March 2022 is £1,773,347 (£2,798,570 as at 31 March 2021). The Council has made a provision for 40% of this figure (40% in 2020/21) totalling £709,339 (£1,119,428 as at 31 March 2021) within the 2021/22 accounts.

BONDS AND DEPOSITS

The Council has many contracts with third parties where the outcome of the contract is partially guaranteed by performance bonds or cash in lieu of such bonds. This ensures that remedial works can be undertaken in the event of any failure by the contractor to complete the works. The bonds and deposits are usually repaid upon completion of the works or exceptionally used to fund remedial works.

CONTRACTUAL OBLIGATIONS

A provision has been created to cover potential payments by the Council under existing contractual obligations.

MMI INSURANCE

This provision relates to estimated outstanding payments on insurance claims for which the Council is responsible. These claims were previously covered by Municipal Mutual Insurance Limited which is in liquidation.

PENSION GUARANTEES

The Council has entered into a number of long-term contracts for services that have been outsourced to service providers. These often involve the transfer of Council employees to the new service provider. Employees' rights are protected under the provision in the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE). However, pension rights are not fully covered within the TUPE regulations. For contracts with non-public bodies the responsibility for pension obligations remains with the sponsoring body. This guarantee means that if an admitted body fails to pay its pension obligations to Lancashire County Pension Fund then the Council will be responsible for taking on those obligations. The risk of default is considered to be small and a provision is included in the accounts to recognise this risk.

PIONEER PLACE

The Council had entered into a Developer Agreement for the Pioneer Place scheme and a provision was established in relation to the maximum payment that would be due under this Agreement if the scheme was to not go ahead. As the scheme has been agreed and construction of the site is ongoing, this provision is no longer required and has been released in year.

Note 17 Usable Reserves

Movements in the authority's usable reserves are detailed in the Movement in Reserves Statement, Note 7 Adjustments between Accounting Basis and Funding Basis under Regulations and Note 8 Movements in Earmarked Reserves.

Note 18 Unusable Reserves

Unusable Reserves	2020/21 £000s	2021/22 £000s
Revaluation reserve	53,486	53,076
Capital Adjustment Account	7,758	6,831
Deferred Capital Receipts Reserve	-	-
Pooled Investment Funds Adjustment Account	(77)	236
Pensions Reserve	(61,204)	(43,706)
Collection Fund Adjustment Account	(5,723)	(2,033)
Accumulated Absences Account	(164)	(142)
Total Unusable Reserves	**(5,924)**	**14,262**

REVALUATION RESERVE (NOTE 18A)

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

- Revalued downwards or impaired and the gains are lost;
- Used in the provision of services and the gains are consumed through depreciation; or
- Disposed of and the gains are realised.

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

Revaluation Reserve	2020/21 £000s	2021/22 £000s
Balance at 1 April	**52,321**	**53,486**
Upward revaluation of assets	2,886	2,041
Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on the Provision of Services	(476)	(1,711)
Surplus or (deficit) on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services	**2,410**	**330**
Difference between fair value depreciation and historical cost depreciation	(1,035)	(407)
Accumulated gains on assets sold or scrapped	(210)	(333)
Amounts written off to the Capital Adjustment Account	**(1,245)**	**(740)**
Balance at 31 March	**53,486**	**53,076**

CAPITAL ADJUSTMENT ACCOUNT (NOTE 18B)

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

The account contains accumulated gains and losses on investment properties that have yet to be consumed by the Council.

The account also contains revaluation gains accumulated on property, plant and equipment before 1 April 2007, the date the Revaluation Reserve was created to hold such gains.

Note 7 provides details of the source of all the transactions posted to the account, apart from those involving the Revaluation Reserve.

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Capital Adjustment Account	2020/21 £000s	2021/22 £000s
Balance at 1 April	8,411	7,758
Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:		
Charges for depreciation and impairment of non-current assets	(1,544)	(1,858)
Charges for impairment of long-term debtor capital loans	-	-
Revaluation losses on property, plant and equipment	(318)	(2,361)
Amortisation of intangible assets	-	-
Revenue expenditure funded from capital under statute	(5,827)	(6,434)
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(970)	(1,352)
Sub-total	(8,659)	(12,005)
Adjusting amounts written out of the Revaluation Reserve	1,245	740
Net written out amount of the cost of non-current assets consumed in the year	(7,414)	(11,265)
Capital financing applied in the year:		
Use of Capital Receipts Reserve to finance new capital expenditure	1,130	1,218
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	1,884	4,389
Application of grants to capital financing from the Capital Grants Unapplied Account	2,924	4,443
Statutory provision for the financing of capital investment charged against the General Fund Balance	934	1,023
Capital expenditure charged against the General Fund Balance	1,042	192
Capital financing applied in the year	7,914	11,265
Movements in the market value of investment properties debited or credited to the Comprehensive Income and Expenditure Statement	(1,024)	(739)
Cash Payments in Relation to Long-Term Debtor Loans	(128)	(188)
Transfers between reserves (Deferred Capital Receipts)	-	-
Balance at 31 March	7,758	6,831

PENSIONS RESERVE (NOTE 18C)

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

Pensions Reserve	2020/21 £000s	2021/22 £000s
Balance at 1 April	(49,147)	(61,204)
Remeasurements of the net defined benfit liability / (asset)	(10,766)	19,433
Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(3,117)	(3,828)
Employer's pensions contributions and direct payments to pensioners payable in year	1,826	1,893
Balance at 31 March	(61,204)	(43,706)

DEFERRED CAPITAL RECEIPTS RESERVE (NOTE 18D)

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

Deferred Capital Receipts Reserve	2020/21 £000s	2021/22 £000s
Balance at 1 April	-	-
Transfer of deferred loan repayments in respect of long-term debtors credited to the Comprehensive Income and Expenditure Statement	-	-
Transfer to the Capital Receipts Reserve upon receipt of cash	-	-
Transfers between reserves (Capital Adjustment Account)	-	-
Balance at 31 March	-	-

POOLED INVESTMENT FUNDS ADJUSTMENT ACCOUNT (NOTE 18E)

The Pooled Investment Funds Adjustment Account contains the fair value gains on the Council two property funds measured at fair value through profit and loss losses in accordance with the statutory override.

Pooled Investment Funds Adjustment Account	2020/21 £000s	2021/22 £000s
Balance at 1 April	3	(30)
Movements in the market value of pooled investment funds debited or credited to the Comprehensive Income and Expenditure Statement	(33)	266
Balance at 31 March	(30)	236

COLLECTION FUND ADJUSTMENT ACCOUNT (NOTE 18F)

The Collection Fund Adjustment Account manages the differences arising from the recognition of Council Tax and Non-Domestic Rates income in the Comprehensive Income and Expenditure Statement as it falls due from council tax payers and business rates payers compared with the statutory arrangements for paying across amounts to the General Fund from the Collection Fund.

Collection Fund Adjustment Account	2020/21 £000s	2021/22 £000s
Balance at 1 April	(412)	(5,723)
Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non-domestic rates income calculated for the year in accordance with statutory requirements	(5,311)	3,690
Balance at 31 March	(5,723)	(2,033)

ACCUMULATED ABSENCES ACCOUNT (NOTE 18G)

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

Accumulated Absences Account	2020/21 £000s	2021/22 £000s
Balance at 1 April	(80)	(164)
Settlement or cancellation of accrual made at the end of the preceding year	80	164
Amounts accrued at the end of the current year	(164)	(142)
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	(84)	22
Balance at 31 March	(164)	(142)

Note 19 **Cash Flow Statements**

OPERATING ACTIVITIES (NOTE 19A)

The cash flows for operating activities include the following items:

The (Surplus)/Deficit on the Provision of Services has been Adjusted for the Following Non-Cash Movements:	2020/21 £000s	2021/22 £000s
Depreciation, Amortisations, Impairment & Downward Valuations	1,862	(4,500)
(Increase)/Decrease in Impairment for Bad Debts	454	(152)
(Increase)/Decrease in Creditors	9,487	(14,611)
Increase/(Decrease) in Debtors	(833)	3,893
Increase/(Decrease) in Inventories	2	3
Movement in Pension Liability	1,289	(1,935)
Carrying Amount of Non-Current Assets and Non-Current Assets Held for Sale, Sold or Derecognised	648	(1,352)
Other Non-Cash Items	(32)	33
(Increase)/Decrease in Provisions	(2,586)	659
Movements in the Value of Investment Properties	1,025	283
Movements in the Value of Pooled Investment Funds	32	312
(Increase)/Decrease in Accumulated Absences	(85)	(22)
Net cash flows from operating activities	11,263	(17,389)

The (Surplus)/Deficit on the Provision of Services has been Adjusted for the Following Items that are Investing and	2020/21 £000s	2021/22 £000s
Proceeds from the Sale of Property Plant and Equipment, Investment Property and Intangible Assets	(1,198)	2,082
Grant Receipts for the Financing of New Capital Expenditure	(6,326)	9,584
Net cash flows from operating activities	(7,524)	11,666

INVESTING ACTIVITIES (NOTE 19B)

The cash flows for investing activities include the following items:

Investing Activities	2020/21 £000s	2021/22 £000s
Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	(5,901)	27,127
Purchase of Short-Term and Long-Term Investments	(12,000)	10,000
Payments for Other Long Term Loans	(188)	240
(Proceeds) From the Sale of Property, Plant and Equipment, Investment Property and Intangible Assets	1,198	(2,082)
(Proceeds) from Short-Term and Long-Term Investments	12,000	(4,000)
(Proceeds) from Other Long Term Loans	151	(198)
Grant (Receipts) for the Financing of New Capital Expenditure	6,190	(9,287)
Net cash flows from investing activities	**1,450**	**21,800**

FINANCING ACTIVITIES (NOTE 19C)

The cash flows for financing activities include the following items:

Financing Activities	2020/21 £000s	2021/22 £000s
Cash (Receipts) of Short-Term and Long-Term Borrowing	8	(26,672)
Cash (Receipts) from Other Short-Term and Long-Term Liabilities	(18)	(81)
Repayments of Short-Term and Long-Term Borrowing	(2,000)	1,213
Repayments of Other Short-Term and Long-Term Liabilities	-	
Billing Authorities - Council Tax and NDR Adjustments	(10,376)	1,374
Net cash flows from financing activities	**(12,386)**	**(24,166)**

Note 20 Reconciliation of liabilities arising from Financing Activities

			Non-Cash Changes		
	1 April 2021 £000s	Financing Cash Flows £'000s	Acquisition £'000s	Other £'000s	31 March 2022 £000s2
Long-Term Borrowings - PWLB	(34,460)	(25,050)	-	-	(59,510)
Short-Term Borrowings - PWLB	(1,203)	(414)	-	-	(1,617)
Short-Term Borrowings - Other	(25)	6	-	-	(19)
Total Liabilities from Financing Activities	(35,688)	(25,458)	-	-	(61,146)

Note 21 Members' Allowances

The following amounts were paid to Members of the Council during the year.

Table 21a Members Allowances	2020/21 £	2021/22 £
Allowance Payments	223,588	224,346
Expenses Payments	90	-
Total	**223,678**	**224,346**

Payments of allowances to elected Members are made in accordance with the scheme approved annually by the Council and are detailed below:

Table 21b Members' Allowances	2020/21 £	2021/22 £
Allowance rate paid per annum		
Basic Allowance	3,668	3,732
Executive Member	4,585	4,257
Leader Supplement	12,839	13,063
Deputy Leader Supplement	3,668	3,732
Other Group Leaders	1,834	1,244
Scrutiny Chair	4,585	4,665
Development Control Chair	2,935	2,986
Licensing Committee Chair	1,834	1,866
Development Control Vice Chair	1,467	1,493
Audit and Standards Committee Chair	1,834	1,866
Scrutiny Vice Chair	1,467	1,493
Independent Persons	500	500

Note 22 Officers' Remuneration

The remuneration paid to the Council's Statutory and Non-Statutory Officers who report directly to the Head of Paid Service with a salary of £50,000 or more is shown below.

Table 22a Statutory and Non-Statutory Chief Officers		Salary, Fees and Allowances £	Elections £	Compensation for Loss of Office £	Pension Contribution £	Total £
Head of Paid Service						
Chief Executive	2020/21	115,412			20,284	**135,696**
Chief Executive	2021/22	116,327	8,985		21,056	**146,368**
Monitoring Officer						
Chief Operating Officer	2020/21	90,750			15,970	**106,721**
Chief Operating Officer	2021/22	92,108	2,996		16,210	**111,314**
Chief Finance Officer						
Head of Finance and Property	2020/21	60,136			10,584	**70,720**
Head of Finance and Property	2021/22	76,046	1,325		13,384	**90,755**
Non-Statutory Chief Officers						
Strategic Head of Economy and Growth	2020/21	75,106			13,219	**82,758**
Strategic Head of Economy and Growth	2021/22	76,226			13,416	**89,642**
Head of Policy and Engagement	2020/21	57,909			10,192	**65,037**
Head of Policy and Engagement	2021/22	58,779			10,345	**69,124**

The rate of pension contribution is 17.6% for 2021/22 (17.6% for 2020/21).

The number of employees receiving more than £50,000 remuneration for the year (excluding employer's pension contributions) is shown below. The remuneration includes payments to officers for election duties and compensation for loss of office. The table excludes those officers included in the table above.

Table 22b Remuneration band	2020/21 Number of Employees	2021/22 Number of Employees
£50,000 - £54,999	-	1
£55,000 - £59,999	4	4
£60,000 - £64,999	-	1
£65,000 - £69,999	-	-
£70,000 - £74,999	-	-
£75,000 - £79,999	-	-
£80,000 - £84,999	-	-
£85,000 - £89,999	-	-
£90,000 - £94,999	-	-
£125,000-£129,999	-	-
Total	4	6

Note 23 Termination Benefits

The number of exit packages with total cost per band and total cost of redundancies are set out in the table below:

(a) Exit package cost band (including special payments)	(b) Number of compulsory departures	(b) Number of compulsory departures	(c) Number of other departures agreed	(c) Number of other departures agreed	(d) Total number of exit packages by cost band [(b) + (c)]	(d) Total number of exit packages by cost band [(b) + (c)]	(e) Total cost of exit packages	(e) Total cost of exit packages
	2020/21 £	2021/22	2020/21 £	2021/22	2020/21 £	2021/22	2020/21 £	2021/22
£0 - £20,000		-	-	-		-		-
£20,001 - £40,000	-	-	-	-	-	-	-	-
£40,001 - £60,000	-	-	-	-	-	-	-	-
£60,001 - £80,000	-	-	-	-	-	-	-	-
£80,001 - £100,000	-	-	-	-	-	-	-	-
£100,001 - £150,000	-	-	-	-	-	-	-	-
Total	-	-	-	-	-	-	-	-

Termination benefits consist of redundancy payments to employees and pension strain costs payable to the Lancashire County Pension Fund, which arise from an employee retiring earlier than anticipated on the grounds of redundancy, without an actuarial reduction of their pension.

Note 24 External Audit Costs

The Council has incurred the following costs in relation to the audit of the Statement of Accounts, certification of grant claims and statutory inspections provided by the Council's external auditors:

External Audit Costs	2020/21 £000	2021/22 £0002
Fees payable to Grant Thornton with regard to external audit services carried out by the appointed auditor for the year	86 *	63
Fees payable to Grant Thornton for non-audit services	-	-
Fees payable to Grant Thornton for the certification of grant claims and returns for the year	24	26
Public Sector Audit Appointments (PSAA) rebate	-	-
Total	**24**	**89**

* *Please note this fee has been amended from £60k as reported in the 2020/21 Audited Statement of Accounts to £86k following finalisation of the agreed fee after publication of the Audited 2020/21 Statement of Accounts*

Note 25 Grant Income

The following grants and contributions were credited to the Comprehensive Income and Expenditure Statement.

Table a - Grant Income	2020/21 £000	2021/22 £000
Credited to Services		
Housing Benefit & Council Tax Support Subsidy	(24,729)	(22,491)
Housing Benefit Administration Subsidy	(599)	(577)
Lancashire County Council	-	-
Arts Council	-	-
Pendle Borough Council	-	-
Home Office Grant	(251)	(347)
Other Revenue Grants	(10,175)	(3,351)
Homelessness Grant	(16)	-
Capital Grants & Contributions (see note below)	-	-
Market Renewal Programme	-	-
Housing Capital Grant	-	-
Heritage Lottery Fund	-	-
Homes and Communities Agency	-	-
Other Capital Grants & Contributions	(3,172)	(3,571)
Total	**(38,942)**	**(30,338)**
Credited to Taxation and Non-Specific Grant Income		
Revenue Support Grant	(1,640)	(1,649)
Non-ringfenced Government Grants	-	(1,443)
Section 31 Business Rates Compensation	(6,377)	(3,521)
New Homes Bonus	(694)	(564)
EU Exit Funding	-	-
Capital Grants & Contributions		
Disabled Facilities Grant	(2,722)	(2,722)
Heritage Lottery Fund	-	-
Market Renewal Programme	-	-
Homes and Communities Agency	-	-
Housing Capital Grant	-	-
Lancashire Enterprise Partnership	-	-
Other Capital Grants & Contributions	(432)	(3,291)
Total	**(11,865)**	**(13,190)**

The Council has received a number of grants, contributions and donations that have yet to be recognised as income as they have conditions attached to them that will require the monies or property to be returned to the giver. The balances at the year-end are as follows:

CURRENT LIABILITIES

Table b - Revenue Grants Receipts in Advance	**Balance 31 March 2020 £000**	**Receipts 2020/21 £000**	**Applied 2020/21 £000**	**Balance 31 March 2021 £000**	**Receipts 2021/22 £000**	**Applied 2021/22 £000**	**Balance 31 March 2022 £000**
Housing Benefit & Council Tax Support Subsidy	**(281)**	(24,890)	24,837	(334)	(23,347)	22,834	**(846)**
Homes England	-	-	-	-	-	-	-
Total	**(281)**	**(24,890)**	**24,837**	(334)	**(23,347)**	**22,834**	**(846)**

LONG-TERM LIABILITIES

Table c - Capital Grants Receipts in Advance	**Balance 31 March 2020 £000**	**Receipts 2020/21 £000**	**Applied 2020/21£ 000**	**Balance 31 March 2021 £000**	**Receipts 2021/22 £000**	**Applied 2021/22 £000**	**Balance 31 March 2022 £000**
Housing Capital Grant	-	-	-	-	-	-	-
Housing Market Renewal	-	-	-	-	-	-	-
Empty Homes Programme	-	-	-	-	-	-	-
Heritage Lottery Fund	**(108)**	**(187)**	319	**24**	(364)	**747**	**408**
Section 106 Contributions	**(338)**	(14)	18	**(334)**	(111)	**24**	**(421)**
Total	**(446)**	**(201)**	**337**	**(310)**	**(475)**	**771**	**(13)**

Note 26 Related Parties

The Council is required to disclose material transactions with related parties, bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council.

Disclosure of these transactions with related parties provides transparency which allows readers to assess the extent to which the Council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Council.

CENTRAL GOVERNMENT

Central government has significant influence over the general operations of the Council – it is responsible for providing the statutory framework, within which the Council operates, provides a significant amount of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties (e.g. council tax bills, housing benefits). Grants received from Government departments are set out in the Grant Income Note 25.

ELECTED MEMBERS

Members of the Council have direct control over the Council's financial and operating polices, for which they are paid allowances and expenses. Members' allowances and expenses paid in 2021/22 totalling £224,346 (£226,888 in 2020/21) are shown in Note 21.

In 2021/22 works, goods and services to the value of £137,532 (£167,919 in 2020/21) were commissioned from companies and organisations in which Members had related interests. The Council received £23,319 (£13,077 in 2020/21). Contracts were entered into in full compliance with the Council's standing orders.

In 2021/22 grants totalling £214,604 (£261,574 in 2020/21) were paid by the Council to external organisations in which Members had either related interests or where the Council had appointed them as their elected representative. The grants were made with proper consideration of declarations of interests and in compliance with the Council's policies and procedures. The relevant members did not take part in any discussion or decision relating to the grants.

There are three Members of the Council who are also members of Lancashire County Council.

In 2021/22 £1,020,487 (£2,657,802 in 2020/21) was paid for works, goods and services provided to the Council by Lancashire County Council.

In 2021/22 income of £645,806 (£233,756 in 2020/21) was received from LCC for services provided by the Council.

Details of all these related parties interests and record of appointments to external organisations are recorded in either the Council's register of Members' interests or the Council's minutes, both of which are available for public inspection.

COUNCIL OFFICERS

Chief Officers of the Council also hold positions in other organisations.

In 2021/22, there were payments for goods and services of £70,400 (£0 in 2020/21) grants of £31,500 (£14,500 in 2020/21) paid to companies in which officers had a declared interest, other than those included in this statement. The Council received £403 (£390 in 2020/21). Transactions were entered into in full compliance with the Council's standing orders.

OTHER PUBLIC BODIES (SUBJECT TO COMMON CONTROL BY CENTRAL GOVERNMENT)

Blackburn with Darwen Borough Council

There is a joint service delivery arrangement in place with Blackburn with Darwen Borough Council for the provision of a building control service within Burnley.

In 2021/22 £133,247 (£179,809 in 2020/21) was paid to Blackburn with Darwen Borough Council for the provision of this service during the year.

In 2021/22 income of £34,013 (£27,832 in 2020/21) was received from Blackburn with Darwen Borough Council for services provided by the Council.

ENTITIES CONTROLLED OR SIGNIFICANTLY INFLUENCED BY THE COUNCIL

Burnley Leisure

This is a leisure trust and limited company that operates several services related to sport, healthy lifestyles, leisure and culture on behalf of the Council, which has three elected Members on its Board.

In 2021/22 £1,250,787 (£892,456 in 2020/21) was paid to Burnley Leisure for the provision of services to the Council. This includes a management fee paid to the trust of £526,383 (£393,009 in 2020/21). Grants of £192,132 (£121,497 in 2020/21) were paid.

In 2021/20 income of £382,076 (£147,839 in 2020/21) was received from Burnley Leisure for services provided by the Council. This included charges made by the Council for service level agreements with the trust of £194,163 (£128,494 in 2020/21 – this SLA payment was repaid to the Trust).

The Council appointed Burnley Leisure to take over the management of Towneley golf courses from 1 April 2017.

Barnfield and Burnley (Developments) Ltd

This is a joint venture company between the Council and Barnfield Investment Properties Ltd. The Council has a 50% share of the company and has two representatives on its Board; the Council's Leader and its Chief Executive Officer.

In 2021/22 no payments (nil in 2020/21) were made by the Council to Barnfield and Burnley (Developments) Ltd.

In 2021/22 no income (nil in 2020/21) was received from Barnfield and Burnley (Developments) Ltd by the Council.

Barnfield Investment Properties Ltd

During 2018/19 the Council partnered with Barnfield Investment Properties Ltd to deliver the Homes and Communities Agency funded Starter Homes scheme at On The Banks at Clock Tower Mill, Sandygate, Burnley. Barnfield Investment Properties Ltd has been selected to partner the Council on a 10 year joint venture to develop homes in the borough.

Barnfield Investment Properties Ltd also has a 50% share of Barnfield and Burnley (Developments) Ltd and has three directors on its Board, with two of these also being directors of Barnfield Developments Ltd and Barnfield Construction Ltd.

In 2021/22 £87,617 (£3.88m in 2020/21) was paid to Barnfield Investment Properties Ltd for the capital schemes at Sandygate Square (Student Accommodation) and Pioneer Place.

In 2021/22 income of £585 (£582 in 2020/21) was received from Barnfield Investment Properties Ltd for services provided by the Council.

Barnfield Construction Ltd

In 2021/22 no payments (nil in 2020/21) were made to Barnfield Construction Ltd for goods and services provided to the Council.

In 2021/22 income of £4,400 (£2,824 in 2020/21) was received from Barnfield Construction Ltd for services provided by the Council.

REGISTERS OF MEMBERS/OFFICERS INTERESTS

Members of the Council are required by section 30 of the Localism Act 2011 and the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, to disclose outside interests and these are recorded in a register (details of these disclosures are recorded on the Council’s website) and the Code of Conduct for Members operated by the Council requires Members to disclose any related interests they have, and to take no part in meetings or decisions on issues which pertain to those related interests.

A register of chief officers’ interests has been established in which their outside interests are recorded. Officers are required to comply with a Code of Conduct for officers and to declare interests and remove themselves from activities which may be a conflict of interests, including procurement.

Note 27 Capital Expenditure and Capital Financing

The total amount of capital expenditure incurred in the year is shown in the table below, together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Council that has yet to be financed. The CFR is analysed in the second part of this note.

Capital Expenditure and Capital Financing	2020/21 £0002	2021/22 £00022
Opening Capital Financing Requirement	**37,671**	**41,673**
Capital Investment:		
Property, plant and equipment	5,830	26,766
Investment Properties	71	64
Intangible Assets	-	-
Long Term Debtor Loans	188	240
Revenue expenditure funded from capital under statute	5,827	6,434
Sources of finance:	-	-
Capital receipts	(1,130)	(1,218)
Government grants and other contributions	(4,808)	(8,832)
Sums set aside from revenue:	-	-
Direct revenue contributions	(1,042)	(191)
Minimum Revenue Provision	(934)	(1,023)
Closing Capital Financing Requirement	**41,673**	**63,913**
Explanation of movements in year:		
(Decrease) / Increase in underlying need to borrow (unsupported by Government financial assistance)	4,002	22,240
Increase / (decrease) in Capital Financing Requirement	**4,002**	**22,240**

Note 28 Leases

AUTHORITY AS LESSEE

Operating Leases

The Council holds no operating leases.

AUTHORITY AS LESSOR

Operating Leases

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

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

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

Table b - Property	31 March 2021 £000s	31 March 2022 £000s
Not later than one year	979	893
Later than one year and not later than five years	3,248	3,057
Later than five years	64,539	63,836
Minimum lease payments	**68,766**	**67,786**

IFRS 16

Leases have traditionally been classified as a finance lease (in effect as an acquisition with the asset included on the balance sheet, together with a liability to pay for the asset acquired) or an operational lease (in year rental expenses charged to the CIES).

IFRS 16 requires all substantial leases to be accounted for using the acquisition approach, recognising the rights acquired to use an asset. The effective date for implementation was 1st April 2020, however this date has been delayed to 1st April 2024.

There are two specific exemptions for lessees from applying the acquisition approach:

- short-term leases
- leases where the underlying asset is of low value

The following conditions must be met for a lease to be accounted for using the acquisition approach:

- A contract is in place
- A specific asset is identified in the contract (either explicitly or implicitly)
- The Council has the right (throughout the period of use) to obtain substantially all of the economic benefits/service potential from use of the asset.
- The Council has the right to determine how and for what the asset will be used for throughout the period of use
- The Council will be the exclusive operator of the asset.

The Council has carried out a review of its current lease arrangements and has concluded that no current operational leases meet in full the conditions required to be accounted for using the acquisition approach.

Note 29 Defined Benefit Pension Schemes

PARTICIPATION IN PENSION SCHEMES (29A)

As part of the terms and conditions of employment of its officers, the authority makes contributions towards the cost of post-employment benefits. Although these benefits will not actually be payable until employees retire, the authority has a commitment to make the Statements payments (for those benefits) and to disclose them at the time that employees earn their future entitlement.

At 31 March 2022 the Council's principal pension arrangement for its employees was the Lancashire County Pension Fund, which is part of the Local Government Pension Scheme (LGPS). The LGPS is a funded defined benefit pension arrangement for local authorities and related employers, and is governed by statute (principally now the Local Government Pension Scheme Regulations 2013).

The Lancashire County Pension Fund is a multi-employer arrangement, under which each employer is responsible for the pension costs, liabilities and funding risks relating to its own employees and former employees. Each employer's contributions to the fund are calculated in accordance with the LGPS Regulations, which require an actuarial valuation to be carried out every three years.

The latest actuarial valuation of the Fund was carried out as at 31 March 2019, and at that date showed a funding level of 100% (up from 90% at the last valuation - assets of £8.4bn against accrued liabilities of about £8.4bn). The weighted average duration of the liabilities of the fund as a whole is 13 years, measured on the IAS19 assumptions. The duration of the liabilities for the individual employers which participate in the scheme can be significantly different from this, reflecting the profile of its employees and former employees.

NATURE

The fund targets a pension paid throughout life. The amount of the pension depends on how long employees are active members of the scheme and their salary when they leave the scheme (a "final salary" scheme) for service up to 31 March 2014 and a re-valued average salary (a "career average" scheme) for service from 1 April 2014 onwards.

REGULATORY FRAMEWORK

Management of the Fund is vested in Lancashire County Council as Administering Authority of the Fund. Lancashire County Council has appointed a Pension Fund Committee (comprised of a mixture of County Councillors and representatives from other employers) to manage the Fund. The Committee is assisted by an investment panel which advises the Committee on its investment strategy and risk management provisions

Regulations governing the Fund require actuarial valuations to be carried out every three years. Contributions for each employer are set having regard to their individual circumstances. The Regulations require the contributions to be set with a view to targeting the funds solvency, and the detailed provisions are set out in the Fund's Funding Strategy Statement. The most recent valuation was carried out as at 31 March 2019, which showed a surplus of assets against liabilities of £0.012 billion as at that date, equivalent to a funding level of 100%.

MCCLOUD JUDGEMENT

On 16 July 2020 the Minister for Housing Communities and Local Government (MHCLG) released the consultation on the McCloud remedy for the LGPS in England and Wales. The key feature of the proposed remedy was broadly as expected in that the final salary scheme underpin is to be extended to a wider group of members for service up to 31 March 2022 but there are a small number of areas of detail which will need further consideration.

An allowance for the McCloud remedy is included in the 31 March 2022 figures, and will be included in future calculations on an ongoing basis (unless there are specific reasons or instruction not to do so). The calculations of the additional liabilities and service costs have generally been done in line with the proposed underpin in the consultation. However there are some minor changes to the underpin for all members who were active on or before 31 March 2012 (e.g. it can now apply historically to members leaving service after 1 April 2014), and the calculation will apply retrospectively even in those cases where a member no longer has a benefit entitlement from the Fund. Other than in exceptional circumstances the impact of these minor proposed changes is expected to be nil.

Furthermore when calculating the potential cost of the McCloud judgment as part of the 2019 actuarial valuations the Funds Actuary (Mercers) allowed for the final salary underpin to apply in respect of future leavers with deferred benefits. Therefore the further changes in the consultation do not give rise to any additional liabilities in respect of future leavers.

RISKS

The principal risks to the authority of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to the scheme (ie large-scale withdrawals from the scheme), changes to inflation, discount rate, bond yields, market prices and the performance of investments held by the scheme.

These are mitigated to a certain extent by the statutory requirements to charge to the General Fund the amounts required by statute as described in the accounting policies note.

The Fund's primary long-term risk is that the Fund's assets will fall short of the liabilities (i.e. promised benefits payable to members). The aim of investment risk management is to balance the minimisation of the risk of an overall reduction in the value of the Fund with maximising the opportunity for gains across the whole Funds portfolio. The Fund achieves this through asset diversification to reduce exposure to market risk (price risk, currency risk and interest rate risk) and keep credit risk to an acceptable level. In addition, the Fund manages its liquidity risk to ensure there is sufficient liquidity to meet the Funds forecast cash flow.

AMENDMENTS, CURTAILMENTS AND SETTLEMENTS

The provisions of the Fund were amended with effect from 1 April 2014. As explained above, for service up to 31 March 2014 benefits were based on salaries when members leave the scheme, whereas for service after that date benefits are based on a career average salary. Further details of the changes are available from the Funds Administering Authority.

Curtailments shown in the accounting figures relate to the cost of providing retirement benefits for members who retire early, to the extent that the provision has not already been made for the relevant defined benefit obligations.

Settlements shown in the accounting figures relate to the admission of new employers into the Fund, and who take on part of the Council's assets and liabilities as a result of employing members who have accrued benefits with the Council.

TRANSACTIONS RELATING TO POST-EMPLOYMENT BENEFITS (29B)

The cost of retirement benefits in the reported cost of services is recognised when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge that is required to be made against council tax is based on the cash payable in the year, so the real cost of post-employment/retirement benefits is reversed out of the General Fund via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and the General Fund Balance via the Movement in Reserves Statement during the year.

Table 29b	2020/21 £000s	2021/22 £000s
Comprehensive Income and Expenditure Statement		
Cost of Services:		
Current service costs	1,922	2,512
Administration Costs	37	38
Past service costs and settlements and curtailments	-	12
Financing and Investment Income and Expenditure	-	-
Net interest expense	1,158	1,266
Total Post-employment Benefit Charged to the Surplus or Deficit on the Provision of Services	**3,117**	**3,828**
Other Post-employment Benefits charged to the Comprehensive Income and Expenditure Statement		
Remeasurement of the net defined benefit liability comprising :-		-
Return on plan assets	(11,923)	(18,391)
Actual gains and losses arising on changes in demographic assumptions	-	(1,609)
Actual gains and losses arising on changes in financial assumptions	26,913	-
Actual gains and losses arising on actuary experience	-	567
Total Post-employment Benefit Charged to the Comprehensive Income and Expenditure Statement	**14,990**	**(19,433)**
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit on the Provision of Services for post-employment benefits in accordance with the Code	(3,117)	(3,828)
Actual amount charged against the General Fund Balance for pensions in the year:	-	-
Employers' contributions payable to the scheme	1,826	1,893

PENSIONS ASSETS AND LIABILITIES RECOGNISED IN THE BALANCE SHEET (29C)

The amount included in the Balance Sheet arising from the authority's obligation in respect of its defined benefit plans is as follows:

Table 29c i)	2020/21 £000s	2021/22 £000s
Present Value of the defined benefit obligation	214,324	213,546
Fair value of plan assets	(153,120)	(169,840)
Sub-total	**61,204**	**43,706**
Other movements in the liability / (asset)	-	-
Net Liability arising from defined benefit obligation	**61,204**	**43,706**

Reconciliation of the Movements in the Fair Value of Scheme (Plan) Assets:

Table 29c. ii)	2020/21 £000s	2021/22 £000s
Opening fair value of scheme assets	142,329	153,120
Reversal of 18/19 remeasurement gain/(loss) on the return on plan assets (McCloud)		-
Interest Income	3,362	3,165
Remeasurement gain/(loss) on the return on plan assets	11,923	18,391
Contributions from employer	1,826	1,893
Contributions from employees into the scheme	406	427
Benefits paid	(6,689)	(7,118)
Other	(37)	(38)
Closing fair value of scheme assets	153,120	169,840

Reconciliation of Present Value of the Scheme Liabilities (Defined Benefit Obligation):

Table 29c. iii)	2020/21 £000s	2021/22 £000s
Opening balance at 1 April	191,476	214,324
Reversal of 18/19 past service cost (McCloud)	-	-
Current service cost	1,922	2,512
Interest cost	4,520	4,431
Contributions from scheme participants	406	427
Remeasurement (gains) and losses:-	-	-
Experience (gains) / loss	(4,224)	567
Actuarial (gains) and losses from changes in financial assumptions	26,913	(1,609)
Actuarial (gains) and losses from changes in demographic assumptions	-	-
Benefits paid	(6,689)	(7,118)
Past Service Cost	-	-
Losses / (gains) on curtailments	-	12
Liabilities extinguished on settlements	-	-
Closing balance at 31 March	214,324	213,546

STATEMENTS LOCAL GOVERNMENT PENSION SCHEME ASSETS COMPRISED (29D)

Table 29d	2020/21	2021/22
Fair Value of Scheme Assets	£000s	£000s
Cash & Cash Equivalents	3,382	4,276
Bonds		
UK Corporate	-	698
Overseas Corporate	-	627
UK Fixed Gilts	-	-
UK Index Linked	-	-
Overseas Fixed Interest	-	
Sub-total Bonds	**-**	**1,325**
Property		
Retail	-	-
Commercial	1,281	1,367
Industrial	1,275	1,266
Offices	68	79
Sub-total Property	**2,624**	**2,712**
Private Equity		
UK	-	3,756
Overseas	12,285	10,239
Sub-total Private Equity	**12,285**	**13,995**
Other Investment Funds		
Financials	-	202
Infrastructure	18,363	19,348
Credit Funds	20,468	22,730
Emerging Markets ETF	-	-
Pooled Fixed Income	5,104	7,385
Indirect Property Funds	19,183	14,809
UK Pooled Equity Funds	1,566	1,599
Overseas Pooled Equity Funds	70,146	81,459
Sub-total Other Investment Funds	**134,830**	**147,532**
Total Assets	**153,120**	**169,840**

BASIS FOR ESTIMATING ASSETS AND LIABILITIES (29E)

Liabilities have been assessed on an actuarial basis using the projected unit credit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc.

The Local Government Pension Scheme has been estimated by Mercer Human Resource Consulting, an independent firm of actuaries, estimates for the County Council Fund being based on the latest full valuation of the scheme as at 1 April 2019.

The significant assumptions used by the actuary have been:

Table 29e i)	2020/21	2021/22
Long-term expected rate of return on assets in the scheme:		
Equity investments		
Men	22.4	22.3
Women	25.1	25.0
Longevity at 65 for future pensioners:	-	0.0
Men	23.9	23.7
Women	26.9	26.8
Rate of inflation - CPI	2.70%	3.40%
Rate of increase in salaries	4.20%	4.90%
Rate of increase in pensions	2.80%	3.50%
Rate for discounting scheme liabilities	2.10%	2.80%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above.
The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all the other assumptions remain constant.

The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice, this is unlikely to occur, and changes in some of the assumptions may be interrelated.

The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit credit method.

The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

Table 29e ii)	Increase in Assumptions £000s	Decrease in Assumptions £000s
Longevity (increase or decrease in 1 Year)	6,587	(6,587)
Rate of Inflation (increase or decrease by 0.1%)	3,141	(3,141)
Rate of increase in salaries (increase or decrease by 0.1%)	238	(238)
Rate of discounting scheme liabilities (increase or decrease by 0.1%)	(3,095)	3,095

IMPACT ON THE AUTHORITY'S CASH FLOWS (29F)

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. The County Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 15 years. Funding levels are monitored on an annual basis.

The next triennial valuation is due to be completed on 31 March 2022.

The scheme will need to take account of the national changes to the scheme under the Public Pensions Services Act 2013. Under the Act, the Local Government Pension Scheme in England and Wales and the other main existing public service schemes may not provide benefits in relation to service after 31 March 2014.

The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

The authority anticipated to pay £0.271m expected contributions to the scheme in 2021/2022.

The weighted average duration of the defined benefit obligation for scheme members is 15 years, 2021/2022 (15 years 2020/2021).

Note 30 Contingent Liabilities

A contingent liability is a potential liability which depends on the occurrence or non-occurrence of one or more uncertain future events. Pension guarantees previously reported as a contingent liability are now accounted for as a provision (see Note 16). The Council has identified no contingent liabilities as at 31st March 2022.

Note 31 Nature and Extent of Risks arising from Financial Instruments

THE FAIR VALUES OF FINANCIAL ASSETS AND FINANCIAL LIABILITIES THAT ARE NOT MEASURED AT FAIR VALUE (BUT FOR WHICH FAIR VALUE DISCLOSURES ARE REQUIRED) (31A)

The authority's activities expose it to a variety of financial risks, including:

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

The Council's overall risk management programme focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the resources available to fund services. Risk management is carried out by the Finance and Property Unit, under policies approved by Burnley Borough Council in the annual treasury management strategy. The Council provides written principles for overall risk management, as well as written policies covering specific areas, such as interest rate risk, credit risk, and the investment of surplus cash.

Credit Risk
Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to the Council's customers.

Credit Risk Management Practices
The authority's credit risk management practices are set out on pages 5 to 6 of the Annual Treasury Management Strategy.

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

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

This Council uses the creditworthiness service provided by Link Asset Services. This service uses a sophisticated modelling approach with credit ratings from all three rating agencies - Fitch, Moody's and Standard and Poor's, forming the core element. However, it does not rely solely on the current credit ratings of counterparties but also uses the following as overlays:
- credit watches and credit outlooks from credit rating agencies
- CDS spreads to give early warning of likely changes in credit ratings
- sovereign ratings to select counterparties from only the most creditworthy countries

The full Investment Strategy for 2021/22 was approved by Full Council on 24/02/2021 and is available on the Council's website.

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

The Authority's maximum exposure to credit risk in relation to its investments in financial institutions of £37.4m cannot be assessed generally as the risk of any institution failing to make interest payments or repay the principal sum will be specific to each individual institution. Recent experience has shown that it is rare for such entities to be unable to meet their commitments. A risk of irrecoverability applies to all of the Authority's deposits, but there was no evidence at the 31 March 2022 that this was likely to crystallise.

AMOUNTS ARISING FROM EXPECTED CREDIT LOSSES (31B)

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

LOSS ALLOWANCE by ASSET CLASS (amortised cost) [separate disclosure will be required for relevant asset class]	**Lifetime Expected Credit Losses – Simplified Approach £000s**	**TOTAL £000s**
Opening Balance as at 1 April 2021	333	333
Transfers:		
Amounts Written-Off	(69)	(69)
Changes Due to Modifications That Did Not Result in Derecognition	169	169
Changes in Models/Risk Parameters	-	-
Other Changes	-	-
Closing Balance as at 31 March 2022	**433**	**433**

LOSS ALLOWANCE by ASSET CLASS (amortised cost) [separate disclosure will be required for relevant asset class]	**Lifetime Expected Credit Losses – Simplified Approach £000s**	**TOTAL £000s**
Opening Balance as at 1 April 2020	195	195
Transfers:		
Amounts Written-Off	(43)	(43)
Changes Due to Modifications That Did Not Result in Derecognition	181	181
Changes in Models/Risk Parameters	-	-
Other Changes	-	-
Closing Balance as at 31 March 2021	**333**	**333**

During the year, the authority wrote off financial assets with a contractual amount outstanding of £69k (£43k in 2020/21) that are still subject to enforcement activity.

CREDIT RISK EXPOSURE (31C)

The Council has the Following Exposure to Credit Risk at 31 March 2022:

	Credit Risk Rating	Gross Carrying Amount
12-Month Expected Credit Losses	AAA	-
	AA	27,469
	A	4,000
	BBB	-
	Sub BBB	-

COLLATERAL AND OTHER CREDIT ENHANCEMENTS (31D)

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

LIQUIDITY RISK (31E)

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

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

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

	31 March 2021 £000s	31 March 2022 £000s
Less Than 1 Year	1,228	1,636
Between 1 and 2 Years	1,073	3,407
Between 2 and 5 Years	4,917	3,805
Between 5 and 10 Years	1,037	4,198
Between 10 and 15 Years	37	3,593
More Than 15 Years	27,396	44,507
Total	**35,688**	**61,146**

All trade payables are paid in less than one year.

REFINANCING & MATURITY RISK (31F)

The Council maintains a significant debt and investment portfolio. Whilst the cash flow procedures above are considered against the refinancing risk procedures, longer-term risk to the Council relates to managing the exposure to replacing financial instruments as they mature. This risk relates to both the maturing of longer-term financial liabilities and longer term financial assets.

The approved treasury indicator limits for the maturity structure of debt and the limits placed on investments placed for greater than one year in duration are the key parameters used to address this risk. The Council approved treasury and investment strategies address the main risks and the central treasury team address the operational risks within the approved parameters. This includes:
- monitoring the maturity profile of financial liabilities and amending the profile through either new borrowing or the rescheduling of the existing debt; and
- monitoring the maturity profile of investments to ensure sufficient liquidity is available for the Council's day to day cash flow needs, and the spread of longer-term investments provide stability of maturities and returns in relation to the longer term cash flow needs.

The maturity analysis of financial liabilities is as follows, with the maximum and minimum limits for fixed interest rates maturing in each period (approved by Full Council in the Treasury Management Strategy, on 24/02/2021):

	Approved Minimum Limits	Approved Maximum Limits	31 March 2021	31 March 2022
Less Than 1 Year	0%	20%	3.44%	2.68%
Between 1 and 2 Years	0%	20%	3.01%	5.57%
Between 2 and 5 Years	5%	25%	13.78%	6.22%
Between 5 and 10 Years	5%	30%	2.90%	6.86%
More Than 10 Years	15%	70%	76.87%	78.67%
Total			**100.00%**	**100.00%**

MARKET RISK (31G)

Interest Rate Risk

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

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

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

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

According to this assessment strategy, at 31 March 2022, if all interest rates had been 1% higher (with all other variables held constant) the financial effect would be:

	£000s
Increase in Interest Receivable on Variable Rate Investments	(313)
Decrease in Fair Value of Fixed Rate Borrowings Liabilities (No Impact on the Surplus or Deficit on the Provision of Services or Other Comprehensive Income and Expenditure)	9,667

Price Risk

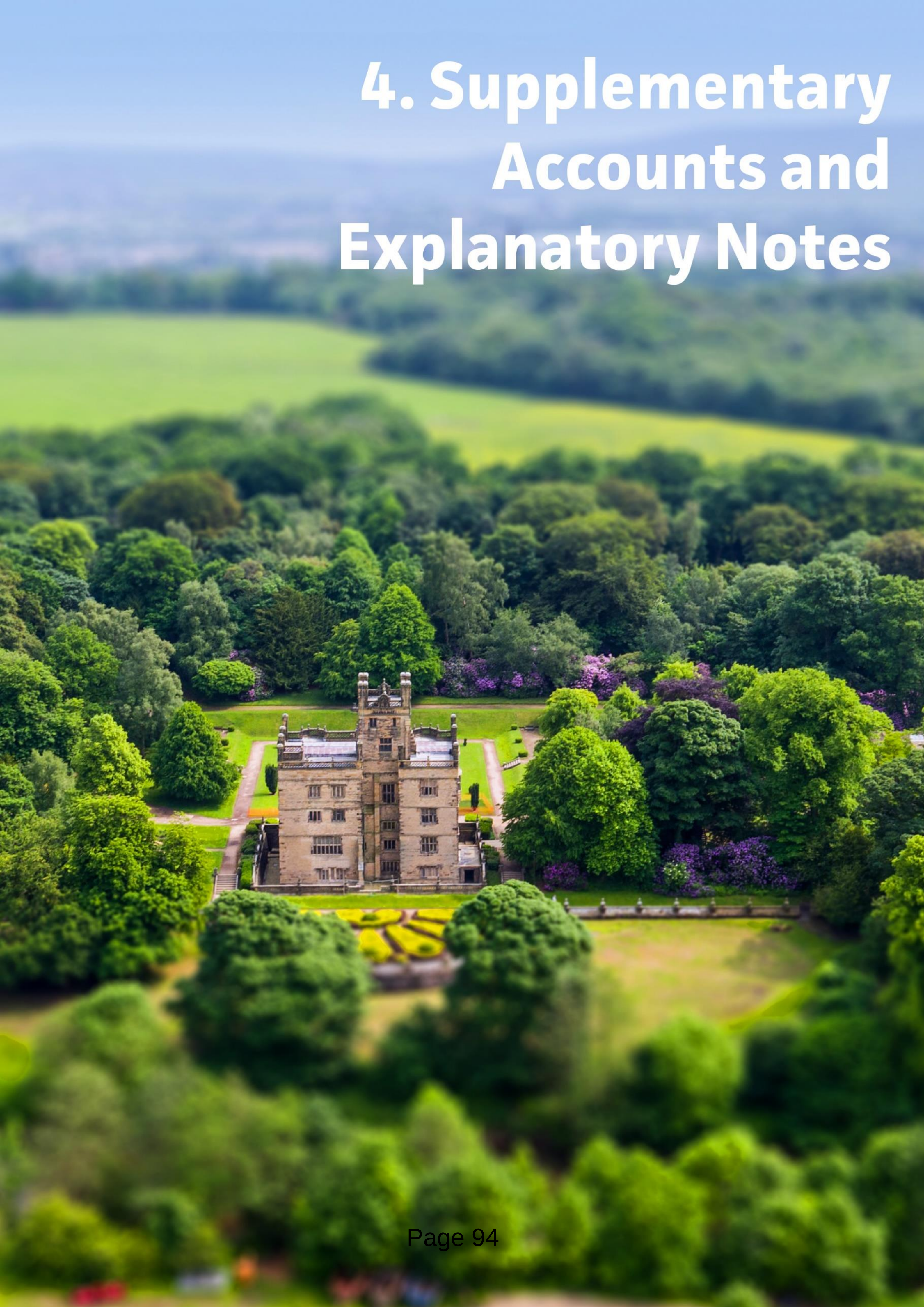
The Council, excluding the pension fund, does not generally invest in equity shares or marketable bonds.

The Council holds £2.12m in property/multi-asset funds, and their price varies. However, any movements in price will not impact on the General Fund Balance as regulations are in force to ameliorate the impact of fair value movements.

Foreign Exchange Risk

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

4. Supplementary Accounts and Explanatory Notes



Supplementary Financial Statement

THE COLLECTION FUND STATEMENT

Business Rates £	Council Tax £	31 March 2021 Total £	COLLECTION FUND 2021/22	Business Rates £	Council Tax £	31 March 2022 Total £
			Income			
	(47,252,112)	(47,252,112)	Council Tax Receivables		(49,296,827)	(49,296,827)
(16,675,481)		(16,675,481)	Business Rates Receivables	(23,332,575)		(23,332,575)
(16,675,481)	(47,252,112)	(63,927,593)		(23,332,575)	(49,296,827)	(72,629,402)
			Expenditure			
			Contribution Towards Previous Year Estimated Surplus / (Deficit)			
(410,444)	-	(410,444)	Central Government	(6,132,220)	-	(6,132,220)
258,896	41,880	300,776	Burnley Borough Council	(5,203,331)	40,852	(5,162,479)
138,183	187,847	326,030	Lancashire County Council	(1,211,250)	182,599	(1,028,651)
8,104	9,692	17,796	Lancashire Fire & Rescue Authority	(130,918)	9,240	(121,678)
-	28,102	28,102	Police and Crime Commissioner for Lancashire	-	27,573	27,573
(5,261)	267,521	262,260		(12,677,719)	260,264	(12,417,455)
			Precepts, Demands and Shares			
15,059,658	-	15,059,658	Central Government	13,902,059	-	13,902,059
12,047,726	7,325,821	19,373,547	Burnley Borough Council	11,121,648	7,434,658	18,556,306
2,710,738	32,745,083	35,455,821	Lancashire County Council	2,502,371	33,882,629	36,385,000
301,193	1,656,991	1,958,184	Lancashire Fire & Rescue Authority	278,050	1,681,578	1,959,628
-	4,944,547	4,944,547	Police and Crime Commissioner for Lancashire	-	5,269,039	5,269,039
30,119,315	46,672,442	76,791,757		27,804,128	48,267,904	76,072,032
			Charges to the Collection Fund			
297,581	185,293	482,874	Less write offs of uncollectable amounts	377,197	430,119	807,316
954,071	1,644,281	2,598,352	Less: Increase / (Decrease) in Bad Debt Provision	(599,804)	927,526	327,722
(2,683,108)	-	(2,683,108)	Less: Increase / Decrease in Provision for Appeals	(1,025,223)	-	(1,025,223)
236,913	-	236,913	Transitional Protection Payments (Receivable)/Payable	94,324	-	94,324
188,065	-	188,065	Less: Cost of Collection	188,180	-	188,180
248,375	-	248,375	Less: Renewable Energy Schemes	255,346	-	255,346
-	-	-	Less: Interest on Refunds	-	-	-
(758,103)	1,829,574	1,071,471		(709,980)	1,357,645	647,665
			COLLECTION FUND BALANCE			
831,804	(288,909)	542,895	(Surplus) / Deficit b/fwd 1 April	13,512,273	1,228,516	14,740,790
13,512,273	1,228,516	14,740,789	(Surplus) / Deficit c/fwd 31 March	4,596,127	1,296,974	5,893,101
12,680,469	1,517,425	14,197,894	(Surplus) / Deficit on Fund	(8,916,146)	68,458	(8,847,688)
			Allocated to:			
5,537,156	186,338	5,723,494	Burnley Borough Council	1,838,451	194,171	2,032,622
1,286,361	865,316	2,151,677	Lancashire County Council	413,651	914,527	1,328,179
-	133,738	133,738	Police and Crime Commissioner for Lancashire		141,753	141,753
139,255	43,124	182,379	Lancashire Fire & Rescue Authority	45,961	46,523	92,485
6,549,501	-	6,549,501	Central Government	2,298,064	-	2,298,064
13,512,273	1,228,516	14,740,790		4,596,127	1,296,974	5,893,101

Notes to the Collection Fund Statement

Note 1 General

The Collection Fund is an agent's statement that reflects the statutory obligation of billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to the collection from taxpayers of Council Tax and Non-Domestic Business Rates (NDR) and its distribution to precepting bodies and the Government. For Burnley the precepting bodies are Lancashire County Council (LCC), the Police and Crime Commissioner for Lancashire (PCCL) and the Lancashire Fire and Rescue Authority (LFRA).

The Council has a statutory requirement to operate a Collection Fund as a separate account to the General Fund. The purpose of the Collection Fund therefore, is to isolate the income and expenditure relating to Council Tax and Non-Domestic Business Rates. The administration costs associated with the collection process are charged to the General Fund.

Note 2 Council Tax

Council Tax income derives from charges raised according to the value of residential properties, which have been classified into nine valuation bands (A to H) for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund by the Council for the forthcoming year and dividing this by the Council Tax base (i.e. the equivalent number of Band D dwellings).

The Council Tax base was 23,268 for 2021/22 (23,384 for 2020/21). The decrease between financial years is mainly due to a forecast increase in costs in relation to council tax support.

The basic amount of Council Tax for a Band D property (£2,067.19 for 2021/22 (£1,988.82 for 2020/21)) is multiplied by the proportion specified for the particular band to give an individual amount due.

The balance on the Council Tax element of the Collection Fund at 31 March 2022 was a deficit of £194,174 which includes a deficit for the year of £47,902.

COUNCIL TAX BASE

The Council Tax base for 2021/22 was approved at the Council meeting on 24 February 2021. Details are shown below:

Band	Ratio	Number of properties	Band D equivalent
A Reduced	5/9	37	21
A	6/9	16,441	10,961
B	7/9	4,536	3,528
C	8/9	5,427	4,824
D	9/9	2,593	2,593
E	11/9	1,168	1,427
F	13/9	295	426
G	15/9	115	191
H	18/9	9	18
Total		**30,620**	**23,988**
Less: Allowance for non-collection		3.0%	**720**
Taxbase for year			23,268

Note 3 Council Tax Due

The calculation of the tax due is derived from the Council Tax base for the year calculated in accordance with the provisions of the Local Government Finance Act 1992. The Band D Council Tax for the year 2021/22 was calculated as follows:

Council Tax Due	2021/22 £
Lancashire County Council	33,882,629
Police and Crime Commissioner for Lancashire	5,269,039
Lancashire Fire and Rescue Authority	1,681,578
Burnley Borough Council	7,266,131
Briercliffe with Extwistle Parish Council	25,000
Cliviger Parish Council	10,000
Habergham Eaves Parish Council	6,337
Hapton Parish Council	15,000
Ightenhill Parish Council	3,500
Padiham Town Council	85,990
Worsthorne with Hurstwood Parish Council	22,000
Dunnockshaw	700
Total to be met from Council Tax	**48,267,904**

Divided by the Council Tax Base 23,268 (23,384 in 2020/21) this gives an average Band D Council Tax for the year 2021/22 of £2,074.43 (£1,995.91 in 2020/21). This is slightly higher than the figure in Note 2 due to the inclusion above of the parish and town council precept amounts.

Note 4 Non-Domestic Rates

The Council collects Non-Domestic Business Rates (NDR) for its area based on local rateable values provided by the Valuation Office Agency (VOA) multiplied by a uniform business rate set by Central Government.

The scheme allows the Council to retain a proportion of the total NDR received. The Burnley share is 40% with the remainder paid to the precepting bodies. For Burnley the NDR precepting bodies are Central Government (50% share), LCC (9% Share) and LFRA (1% Share).

For 2021/22, the total non-domestic rateable value for the Council's area at 31 March 2022 was £76,339,069 (£76,022,880 at 31 March 2021). The national multipliers for 2021/22 were 49.9p for qualifying small businesses (49.9p in 2020/21) and the standard multiplier being 51.2p for all other businesses (51.2p in 2020/21).

NDR surpluses declared by the billing authority in relation to the Collection Fund are apportioned to the relevant precepting bodies in the subsequent financial year in their respective proportions. Deficits likewise are proportionately charged to the relevant precepting bodies in the following year.

Note 5 Lancashire Business Rates Pool

In 2016/17, 2017/18 and 2018/19 this Council was a member of the Lancashire Business Rates Pool. In a Business Rate Pool, tariffs, top-ups, levies and safety nets are combined. This can result in a significantly lower levy rate or even a zero levy rate meaning that more or all of the business rate growth can be retained within the pool area instead of being payable to the Government.

The Lancashire Business Rates Pool, which included most but not all of the local authorities in Lancashire, was designated by the Secretary of State for Housing, Communities and Local Government and originally operated with allocations on the basis of the 50% business rates retention scheme.

In 2019/20 we successfully submitted a bid along with 15 other authorities in Lancashire to become a 75% Business Rates Pilot Pool. This meant that 75% of collected rates were retained in Lancashire rather than 50%.

In respect of 2020/21, the Government confirmed that 75% Business Rate Pilots would cease at the end of March 2020. As a result, applications for a 50% Lancashire Pool were submitted for 2020/21 and then for 2021/22, consisting of 10 district council's and the county council. Applications in both years were successful. The pool has operated on the same basis as in 2016/17, 2017/18 and 2018/19 during 2020/21 and 2021/22.

A business rates income allocations in 2020/21 and 2021/22 are shown in the table below:

	Lancashire Business Rates Pool - Income Allocations for 2020/21 and 2021/22
District Authorities	40%
Lancashire County Council	9%
Lancashire Combined Fire Authority	1%
	50%
Central Government	50%
Total	**100%**

As part of the pool arrangements, one authority must be designated as lead authority, which in the case of the Lancashire Business Rates Pool is Ribble Valley Borough Council. As part of this arrangement a fee of £20,000 is payable, charged equally to all members of the pool by Ribble Valley Borough Council in their role as lead.

The retained levy in the Lancashire Business Rates Pool has been distributed as follows:

- Lancashire County Council is paid 10% of the overall retained levy;
- Each district within the pool retains 90% of their retained levy.

Lancashire Business Rates Pilot Pool Members 2021/22	Authority Type	Tariffs and Top-Ups in Respect of 2021/22 £	Retained Levy on Growth 2021/22 £	10% Retained Levy Payable to/receivable by Lancashire County Council £	Net Retained Levy 2021/22 £
Burnley Borough Council	Tariff	6,043,499	(1,274,399)	127,440	(1,146,959)
Chorley Borough Council	Tariff	6,503,220	(958,378)	95,838	(862,540)
Fylde Borough Council	Tariff	8,101,273	(285,737)	28,574	(257,163)
Hyndburn Borough Council	Tariff	3,969,106	(1,216,541)	121,654	(1,094,887)
Pendle Borough Council	Tariff	3,388,618	(569,005)	56,901	(512,104)
Ribble Valley Borough Council	Tariff	4,311,424	(839,130)	83,913	(755,217)
Rossendale Borough Council	Tariff	2,713,519	(576,607)	57,661	(518,946)
South Ribble Borough Council	Tariff	10,327,203	(1,587,163)	158,716	(1,428,447)
West Lancashire Borough Council	Tariff	8,698,358	(688,578)	68,858	(619,720)
Wyre Borough Council	Tariff	6,837,509	(693,833)	69,383	(624,450)
Lancashire County Council	Top-Up	(158,098,681)	-	(868,938)	(868,938)
Central Government	-	97,204,952	-	-	-
Total		-	(8,689,371)	-	(8,689,371)

Lancashire Business Rates Pilot Pool Members 2020/21	Authority Type	Tariffs and Top-Ups in Respect of 2020/21 £	Retained Levy on Growth 2020/21 £	10% Retained Levy Payable to/receivable by Lancashire County Council £	Net Retained Levy 2020/21 £
Burnley Borough Council	Tariff	6,043,499	(1,402,433)	140,243	(1,262,190)
Chorley Borough Council	Tariff	6,503,220	(931,716)	93,172	(838,544)
Fylde Borough Council	Tariff	8,101,273	(483,263)	48,326	(434,937)
Hyndburn Borough Council	Tariff	3,969,106	(600,284)	60,028	(540,256)
Pendle Borough Council	Tariff	3,388,618	(272,822)	27,282	(245,540)
Ribble Valley Borough Council	Tariff	4,311,424	(575,916)	57,592	(518,324)
Rossendale Borough Council	Tariff	2,713,519	(102,546)	10,255	(92,291)
South Ribble Borough Council	Tariff	10,327,203	(1,281,013)	128,101	(1,152,912)
West Lancashire Borough Council	Tariff	8,698,358	(653,963)	65,396	(588,567)
Wyre Borough Council	Tariff	6,837,509	(893,050)	89,305	(803,745)
Lancashire County Council	Top-Up	(158,098,681)	-	(719,700)	(719,700)
Central Government	-	97,204,952	-	-	-
Total		-	(7,197,006)	-	(7,197,006)

The Net Retained Levy for this Council is shown within Business Rates Retention income on the Comprehensive Income and Expenditure Statement, along with the council’s own share of growth achieved in the year.

5. Accounting Policies

Accounting Policies

I. GENERAL PRINCIPLES

The Statement of Accounts summarises the Council's transactions for the 2021/22 financial year and its position at the year-end of 31 March 2022. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit Regulations 2015, which those Regulations require to be prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 (the Code) supported by International Financial Reporting Standards (IFRS).

The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments.

The accounts have been prepared on a going concern basis, under the assumption that the Council will continue in existence for the foreseeable future.

II. ACCRUALS OF EXPENDITURE & INCOME

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

- Revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed – where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.
- The council has adopted IFRS15 Revenue from Contracts with Customers in accordance with the Code; however, this has no material impact on the financial statements.

III. CASH AND CASH EQUIVALENTS

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are highly liquid investments that mature in three months or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

IV. PRIOR PERIOD ADJUSTMENTS, CHANGES IN ACCOUNTING POLICIES AND ESTIMATES AND ERRORS

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

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

Material errors discovered in prior period figures are corrected retrospectively by amending opening balances and comparative amounts for the prior period.

V. CHARGES TO REVENUE FOR NON-CURRENT ASSETS

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

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

The Council is not required to raise Council Tax to fund depreciation, revaluation and impairment losses or amortisation. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement. Depreciation, revaluation and impairment losses and amortisation are therefore replaced by the contribution in the General Fund Balance (Minimum Revenue Provision (MRP)) by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

VI. COUNCIL TAX AND NON-DOMESTIC RATES

Billing authorities, such as Burnley Council, act as agents, collecting Council Tax and Non-Domestic Rates (NDR) on behalf of the major preceptors (including Government for NDR) and, as principals, collecting Council Tax and NDR for themselves. Billing authorities are required by statute to maintain a separate fund (ie the Collection Fund) for the collection and distribution of amounts due in respect of Council Tax and NDR. Under the legislative framework for the Collection Fund, billing authorities, major preceptors and Central Government share proportionately the risks and rewards that the amount of Council Tax and NDR collected could be less or more than predicted.

ACCOUNTING FOR COUNCIL TAX AND NDR

The Council Tax and NDR income included in the Comprehensive Income and Expenditure Statement is the Council's share of accrued income for the year. However, regulations determine the amount of Council Tax and NDR that must be included in the Council's General Fund. Therefore the difference between the income included in the Comprehensive Income and Expenditure Statement and the amount required by regulation to be credited to the General Fund is taken to the Collection Fund Adjustment Account and included as a reconciling item in the Movement in Reserves Statement.

The Balance Sheet includes the Council's share of the end of year balances in respect of Council Tax and NDR relating to arrears, impairment allowance for doubtful debts, overpayments and prepayments and appeals.

VII. EMPLOYEE BENEFITS

BENEFITS PAYABLE DURING EMPLOYMENT

Short-term employee benefits are those due to be settled wholly within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave for current employees and are recognised as an expense for services in the year in which employees render service to the Council. An accrual is made for the cost of holiday entitlements earned by employees but not taken before the year-end which employees can carry forward into the next financial year, see Note 18. The accrual is made at the salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday entitlements are charged to revenue in the financial year in which the holiday absence occurs.

Full details of employee benefits paid during employment for senior officers are shown at Note 22.

TERMINATION BENEFITS

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy in exchange for those benefits and are charged on an accruals basis to the appropriate service or, where applicable , to the non-distributed costs line in the Comprehensive Income and Expenditure Statement when the Council is demonstrably committed to the termination of the employment of an officer.

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

POST-EMPLOYMENT BENEFITS

Most employees of the Council are members of the Local Government Pension Scheme, administered by Lancashire County Council. It is accounted for as a defined benefits scheme providing retirement lump sums and pensions earned as employees working for the Council:

THE LOCAL GOVERNMENT PENSION SCHEME

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

- The liabilities of the Lancashire County Pension Fund attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method – i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based upon assumptions about mortality rates, employee turnover rates and projected future earnings for current employees.
- Liabilities are discounted to their value at current prices, using a discount rate of 2.5% (based upon the indicative rate of return on an AA corporate bond - not the highest quality AAA bond but nevertheless a "high grade" bond).
- The assets of the Lancashire County Pension Fund attributable to the Council are included in the Balance Sheet at their fair value – quoted securities at current bid price, unquoted securities by means of a professional estimate, unitised securities at the current bid price and property at market value.

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

- Service cost comprising:
  - Current service cost – the increase in liabilities as a result of years of service earned in the year and allocated to the Comprehensive Income and Expenditure Statement to the services for which the employees worked.
  - Past service cost – the increase in liabilities as a result of a scheme amendment or curtailment whose effect relates to years of service earned in earlier years. This is debited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement as part of Non-Distributed Costs.
  - Net interest on the net defined benefit liability (asset), i.e. net interest expense for the Council – the change during the period in the net defined benefit liability (asset) that arises from the passage of time charged to the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement. This is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability (asset) at the beginning of the period – taking into account any changes in the net defined benefit liability (asset) during the period as a result of contribution and benefit payments.
- Remeasurements comprising:
  - The return on plan assets - excluding amounts included in net interest on the net defined benefit liability (asset) - charged to the Pensions Reserve as Other Comprehensive Income and Expenditure.
  - Actuarial gains and losses – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions - charged to the Pensions Reserve as Other Comprehensive Income and Expenditure.
- Contributions paid to the Lancashire County Pension Fund – cash paid as employer's contributions to the pension fund in settlement of liabilities; not accounted for as an expense.

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

VIII. EVENTS AFTER THE REPORTING PERIOD

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

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

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

IX. FINANCIAL INSTRUMENTS

FINANCIAL LIABILITIES

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

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

Where premiums and discounts have been charged to the Comprehensive Income and Expenditure Statement, regulations allow the impact on the General Fund Balance to be spread over future years. The Council has a policy of spreading the gain or loss over the term that was remaining on the loan against which the premium was payable or discount receivable when it is repaid. When a premium or discount has been incurred and paid in full by a grant from an external body it is accounted for in full in the year that the grant was received. The reconciliation of the amounts charged to the Comprehensive Income and Expenditure Statement to the net charge required against the General Fund Balance is managed by a transfer to or from the Financial Instrument Adjustment Account in the Movement in Reserves Statement.

FINANCIAL ASSETS

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

- Amortised cost
- Fair value through profit or loss (FVPL), and
- Fair value through other comprehensive income (FVOCI).

FINANCIAL ASSETS MEASURED AT AMORTISED COST

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

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

EXPECTED CREDIT LOSS MODEL

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

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

FINANCIAL ASSETS MEASURED AT FAIR VALUE THROUGH PROFIT OR LOSS

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

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

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

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

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

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

X. GOVERNMENT GRANTS AND CONTRIBUTIONS

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

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

Amounts recognised as due to the Council are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied. Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset in the form of the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

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

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

XI. HERITAGE ASSETS

TANGIBLE AND INTANGIBLE HERITAGE ASSETS

The Council's Heritage Assets are held at Towneley Hall Art Gallery & Museum and Burnley Town Hall. The museum has seven collections of heritage assets which are held principally for their contribution to knowledge, understanding and appreciation of the Council's history and local area. Heritage Assets are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the Council's accounting policies on property, plant and equipment. However, some of the measurement rules are relaxed allowing the Council's heritage assets to be included on the Balance Sheet at their insured value where available.

Heritage assets are deemed to have an indefinite life, and therefore are not depreciated as the charge would be minimal and immaterial. Nevertheless, where there is evidence of physical deterioration, or doubts arise as to its authenticity, the value of the asset has to be reviewed.

XII. INTANGIBLE ASSETS

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

Internally generated assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed (with adequate resources being available) and the Council will be able to generate future economic benefits or deliver service potential by being able to sell or use the asset. Expenditure is capitalised where it can be measured reliably as attributable to the asset and is restricted to that incurred during the development phase (research expenditure cannot be capitalised).

This Council does not have any internally generated assets.

Expenditure on the development of website is not capitalised if the website is solely or primarily intended to promote or advertise the Council's goods or services.

Intangible Assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the Council can be determined by reference to an active market. In practice, no intangible asset held by the Council meets this criterion, and they are therefore carried at amortised cost. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service lines in the Comprehensive Income and Expenditure Statement. The useful lives and associated amortisation rates of computer software have been estimated at 5 years. An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised are posted to the relevant service lines in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and losses are not permitted to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater then £10,000) the Capital Receipts Reserve.

XIII. INVENTORIES AND LONG TERM CONTRACTS

Inventories are included in the Balance Sheet at the lower of cost and net realisable value. The cost of inventories is assigned using the FIFO/weighted average costing formula. Long-term contracts are accounted for on the basis of charging the Surplus or Deficit on the Provision of Services with the consideration allocated to the performance obligations satisfied based on the goods or services transferred to the service recipient during the financial year.

XIV. INVESTMENT PROPERTY

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

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

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

XV. JOINT OPERATIONS

Joint operations are arrangements where the parties that have joint control of the arrangements have rights to the assets and obligations for the liabilities relating to the arrangement. The activities undertaken by the Council in conjunction with other joint operators involve the use of the assets and resources of those joint operators. In relation to its interest in a joint operation, the Council as a joint operator recognises:

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

XVI. LEASES

Leases are classified as finance leases where the terms of the lease transfer substantially all the risks and rewards incidental to ownership of the property, plant or equipment from the lessor to the lessee. All other leases are classified as operating leases.

Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

Arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

THE AUTHORITY AS LESSEE

Finance Leases

Property, plant and equipment held under finance leases is recognised on the Balance Sheet at the commencement of the lease at its fair value measured at the lease's inception (or the present value of the minimum lease payments, if lower). The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the Council are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as expenses in the periods in which they are incurred.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the property, plant or equipment – applied to write down the lease liability, and
- a finance charge (debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

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

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

Operating Leases

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefitting from use of the leased property, plant or equipment. Charges are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (eg there is a rent-free period at the commencement of the lease).

THE AUTHORITY AS LESSOR

Finance Leases

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

Lease rentals receivable are apportioned between:

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

The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years, this is posted out of the General Fund Balance to the Deferred Capital Receipts Reserve. When future rentals are received, the element for the capital receipt for the disposal of the asset is used to write down the lease debtor. At this point, the deferred capital receipts are transferred to the Capital Receipts Reserve.

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

Operating Leases

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Credits are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a premium paid at the commencement of the lease). Initial direct costs incurred in negotiating and arranging the lease are added to the carrying amount of the relevant asset and charged as an expense over the lease term on the same basis as rental income. An operating lease is a lease that does not transfer substantially all the risks and rewards incidental to ownership of an asset. Where assets are acquired under operating leases the leasing rentals payable are recognised in the Comprehensive Income and Expenditure Statement on a straight line basis over the term of the lease.

XVII. OVERHEADS AND SUPPORT SERVICES

The cost of overheads and support services are charged to service segments in accordance with the Council’s arrangements for accountability and financial performance.

XVIII. PROPERTY, PLANT AND EQUIPMENT

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

RECOGNITION

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

MEASUREMENT

Assets are initially measured at cost comprising:

- The purchase price
- Any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management
- The initial estimate of the costs of dismantling and removing the item and restoring the site on which it is located.

The Council does not capitalise borrowing costs incurred whilst assets are under construction.

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

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

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

- Infrastructure, community assets and assets under construction – depreciated historical cost

- Dwellings - fair value, determined using the basis of existing use value for social housing (EUV-SH)
- Surplus asset – the current value measurement base is fair value, estimated at highest and best use from a market participants perspective
- All other assets – current value , determined as the amount that would be paid for the asset in its existing use (existing use value – EUV)

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

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

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

Where decreases in value are identified, they are accounted for by:

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

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

IMPAIRMENT

Assets are assessed at each year-end as to whether there is any indication that an asset may be impaired. Where indications exist and any possible differences are estimated to be material, the recoverable amount of the asset is estimated and, where this is less than the carrying amount of the asset, an impairment loss is recognised for the shortfall.

Where impairment losses are identified, they are accounted for by:

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

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

DEPRECIATION

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

Depreciation is calculated on the following bases:

- Dwellings and other buildings - straight-line allocation over the useful life of the property as estimated by the valuer
- Vehicles, plant, furniture and equipment – a percentage of the value of each class of assets in the Balance Sheet, as advised by a suitably qualified officer
- Infrastructure – straight-line allocation over 25 years

Where an item of property, plant and equipment asset has major components whose cost is significant in relation to the total cost of the item, the components are depreciated separately if they have different economic useful lives. The minimum value for separate components has been set at £100k as it is believed that anything below this would result in a trivial impact on the Council's accounts. However, the major components of land and buildings have already been separated for many years, with no depreciation being applied to the land element.

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

DISPOSALS AND NON-CURRENT ASSETS HELD FOR SALE

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

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

Assets that are to be abandoned or scrapped are not reclassified as assets held for sale.

When as asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale) is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line of the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (ie netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. The receipt is required to be credited to the Capital Receipts Reserve, and can then only be used for new capital investment or set aside to reduce the Council's underlying need to borrow (the capital financing requirement). Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

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

XIX. PROVISIONS AND CONTINGENT LIABILITIES

PROVISIONS

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation that probably requires settlement by a transfer of economic benefits or service potential, and a reliable estimate can be made of the amount of the obligation. For instance, the Council may be involved in a court case that could eventually result in the making of a settlement or the payment of compensation.

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

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year – where it becomes less than probable that a transfer of economic benefits will now be required (or a lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service.

Where some or all of the payment required to settle a provision is expected to be recovered from another party (e.g. from an insurance claim), this is only recognised as income for the relevant service if it is virtually certain that the reimbursement will be received if the Council settles the obligation.

CONTINGENT LIABILITIES

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

Contingent liabilities are not recognised in the Balance Sheet but disclosed in a note to the accounts.

XX. RESERVES

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by transferring amounts out of the General Fund Balance. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service in that year to score against the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement. The reserve is then transferred back into the General Fund Balance so that there is no net charge against council tax for the expenditure.

Certain reserves are kept to manage the accounting processes for non-current assets, financial instruments, local taxation, retirement and employee benefits and do not represent usable resources for the Council – these reserves are explained in the relevant policies.

XXI. REVENUE EXPENDITURE FUNDED FROM CAPITAL UNDER STATUTE

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

XXII. VALUE ADDED TAX

VAT payable is included as an expense only to the extent that it is not recoverable from Her Majesty's Revenue and Customs. VAT receivable is excluded from income.

XXIII. FAIR VALUE MEASUREMENT

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

a) in the principal market for the asset or liability, or

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

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

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

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

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

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

6. Glossary

Glossary of Terms

ACCOUNTING PERIOD

The period of time covered by the accounts, 12 months commencing on 1 April and ending on 31 March (the balance sheet date).

ACCRUAL

The concept is that income and expenditure are recognised as they are earned or incurred and not as money is received or paid.

ACTUARIAL GAINS AND LOSSES

For a defined benefit pension scheme, the changes in actuarial deficits or surpluses that arise because events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses) or the actuarial assumptions have changed.

AGENCY SERVICES

Services provided by the Council, as an agent on behalf of the responsible body, where that body reimburses the Council for the cost of the work carried out.

ANNUAL GOVERNANCE STATEMENT (AGS)

The formal statement that recognises, records and publishes a local Authority's governance arrangements.

ASSET

A resource controlled by the Authority as a result of past events and from which future economic or service potential is expected to flow to the Authority.

AUDITOR'S OPINION

The opinion required by statute, from the Council's external auditors, indicating whether the statement of accounts give a true & fair view of the financial position of the Authority.

BALANCE SHEET

A statement of recorded assets, liabilities and other balances at the end of the accounting period.

BALANCES

The capital or revenue reserves of the Council made up of the accumulated surplus of income over expenditure on the General Fund or any other fund.

BUDGET

A statement of the Council's spending plans for revenue and capital expenditure over a specified period of time.

CAPITAL ADJUSTMENT ACCOUNT

Represents the amounts set aside from revenue resources or capital receipts to finance expenditure on fixed assets or to make repayments relating to external loans or other types of capital finance.

CAPITAL CHARGE

A charge to revenue accounts to reflect the cost of fixed assets used in the provision of services.

CAPITAL EXPENDITURE

Spending on the acquisition and substantial renovation of assets either directly by the Council or indirectly in the form of grants to other persons or bodies. The Code of Practice on Local Authority Accounting in the UK defines "expenditure for capital purposes". Expenditure which does not fall within the definition must be charged to a revenue account.

CAPITAL FINANCING COSTS

The annual cost of borrowing (principal repayments and interest charges), leasing charges and other costs of funding capital expenditure.

CAPITAL GRANTS UNAPPLIED

Government grants and other contributions are accounted for on an accruals basis and recognised in the accounting statements when the conditions for their receipt have been complied with. This reserve holds the balance of grants unapplied at year-end.

CAPITAL RECEIPTS

Income from the sale of capital assets. Such income may only be used for purposes authorised by regulations under Local Government Act 2003, for example to repay loan debt and to finance new capital expenditure.

CAPITAL RECEIPTS - DEFERRED

These represent amounts derived from the sale of assets, which will be received in instalments over agreed periods of time.

CARRYING AMOUNT

Is the amount at which an asset is recognised after deducting any accumulated depreciation and impairment losses.

CIPFA

The Chartered Institute of Public Finance and Accountants is the accountancy body which recommends accounting practice for the preparation of local authority accounts.

CIPFA PRUDENTIAL CODE

This Code was introduced from 1 April 2004. The basic principle of the Code is that local authorities will be free to invest so long as their capital spending plans are affordable, prudent and sustainable. The Code sets out indicators that the Authority must use and factors that they must take into account to demonstrate that they have fulfilled this objective.

CODE OF PRACTICE

The Code of Practice on Local Authority Accounting in the United Kingdom (the Code) specifies the principles and practices of accounting required to give a 'true and fair' view of the financial position and transactions of a local Authority.

The Code sets out the proper accounting practices required by section 21(2) of the Local Government Act 2003. These proper practices apply to:

- Statements of Accounts prepared in accordance with the statutory framework established for England by the Accounts and Audit Regulations 2015.
- The audit of those accounts undertaken in accordance with the statutory framework established by section 5 of the Audit Commission Act 1998 for England.

The Code prescribes the accounting treatment and disclosures for all normal transactions of a local Authority, and is based on the following hierarchy of standards:

- International Financial Reporting Standards (IFRSs) (including International Accounting Standards (IASs) and International Financial Reporting Interpretations Committee (IFRIC) and Standing Interpretations Committee (SIC) interpretations) as adopted by the European Union (i.e. EU-adopted IFRS).
- International Public Sector Accounting Standards (IPSASs).
- UK Generally Accepted Accounting Practice (GAAP) (Financial Reporting Standards (FRSs), Statements of Standard Accounting Practice (SSAPs) and Urgent Issues Task Force (UITF) Abstracts).

The Code has effect for financial years commencing on or after 1 April 2010.

COLLECTION FUND

The Collection Fund shows the transactions of the Council in relation to the collection from taxpayers and distribution to precepting authorities, the Council and the Government of Council Tax and Non-Domestic Rates. The Collection Fund (England) is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing Authority in relation to the collection from taxpayers and distribution to local authorities and the Government of Council Tax and Non-Domestic Rates.

COMMUNITY ASSETS

Assets that the Council intends to hold in perpetuity that have no determinable useful life and that may have restrictions on their disposal. Examples of community assets are parks and historic buildings.

CONSISTENCY

The concept that the accounting treatment of like items within an accounting period and from one period to the next is the same.

CONSOLIDATED BALANCE SHEET

The combined fund balance sheets of the Council.

CONTINGENCY SUM

A sum set aside to provide for foreseen but unquantifiable future commitments or for unforeseen expenditure which may become necessary during the year.

CONTINGENT LIABILITY

A contingent liability is either:

(a) A possible obligation arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Authority's control, or

(b) A present obligation arising from past events where it is not probable that a transfer of economic benefits will be required or the amount of the obligation cannot be measured with sufficient reliability.

CORPORATE GOVERNANCE

The authoritative rules and controls in place within the Council required to promote openness, inclusivity, integrity and accountability.

COST OF MANAGEMENT AND ADMINISTRATION

An allocation to service accounts of the net cost of the administrative and professional departments which support all of the Council's services.

CREDITORS

Are financial liabilities arising from the contractual obligation to pay cash in the future for goods or services or other benefits that have been received or supplied and have been invoiced or formally agreed with the supplier.

CURRENT ASSET

Is an asset that is intended to be sold within the normal operating cycle; the asset is held primarily for the purpose of trading or the Authority expects to realise the asset within 12 months after the reporting date.

CURRENT LIABILITY

An amount which will become payable or could be called in within the next accounting period e.g. creditors or cash overdrawn.

CURRENT SERVICE COST (PENSIONS)

The increase in the present value of a defined benefit scheme's liabilities expected to arise from employee service in the current period.

DEBT REDEMPTION

The repayment of external loans previously raised to finance capital expenditure.

DEBTOR

Are financial assets not traded in an active market with fixed or determinable payments that are contractual rights to receive cash or cash equivalents.

DEFERRED CHARGES

Expenditure which does not result in, or remain matched with, tangible assets. An example of a deferred charge is expenditure on items such as improvement grants. Deferred charges are written off to the revenue account in the year of account.

DEFERRED DEBTORS

Debts of a capital nature repayable over a period of time in excess of one accounting period e.g. mortgages.

DEPRECIATION

The measure of the cost or revalued amount of the benefits of the fixed asset that have been consumed during the period. Consumption includes the wearing out, using up or other reduction in the useful life of a fixed asset whether arising from use, passage of time or obsolescence through either changes in technology or demand for the goods and services produced by the asset.

EXCEPTIONAL ITEMS

Material items which derive from events or transactions that fall within the ordinary activities of the Council and which need to be disclosed separately by virtue of their size or incidence to give a fair presentation of the accounts.

EXPECTED RATE OF RETURN ON PENSIONS ASSETS

For a funded defined benefit scheme, the average rate of return, including both income and changes in fair value but net of scheme expenses, expected over the remaining life of the related obligation on the actual assets held by the scheme.

EXPENSES

Are decreases in economic benefits or service potential during the reporting period in the form of outflows or consumption of assets or increases of liabilities that result in decreases in reserves. Expenses include expenses that arise in the course of the ordinary activities and losses such as revaluation of fixed assets.

FAIR VALUE

Is the amount for which an asset could be exchanged between knowledgeable, willing parties in an arms-length transaction.

FINANCE LEASE

A finance lease is one that transfers substantially all of the risks and rewards of ownership of a fixed asset to the lessee. It should be presumed that such a transfer of risks and rewards occurs if at the inception of a lease the present value of the minimum lease payments including any initial payment amounts to substantially all (normally 90% or more) of the fair value of the leased asset.

FINANCIAL YEAR

In the context of a local Authority this means the period from 1 April to the following 31 March inclusive.

FIXED ASSETS

Tangible assets that yield benefits to the Council and the services it provides for a period of more than one year.

FORMULA GRANT

General Government Grant towards the Councils net revenue budget; and which comprises entitlements of Revenue Support Grant and the Council's business rates retained.

GENERAL FUND

The main revenue fund of the Council. Day-to-day spending on services is met from the fund.

GOING CONCERN

The Authority's financial statements have been prepared on a going concern basis; that is, the accounts have been prepared on the assumption that the functions of the Authority will continue in operational existence for the foreseeable future.

GROSS EXPENDITURE

The cost of service provision before allowing for Government grants, council taxes and other income.

HISTORICAL COST

Is deemed to be the carrying amount of an asset as at 1 April 2007 (i.e. b/f from 31 March 2007) or at the date of acquisition, whichever date is the later, and adjusted for subsequent depreciation or impairment (if applicable).

IMPAIRMENT

This is where the useful working life of an asset is significantly reduced – for example, because of damage to a piece of equipment or changes in technology which mean that a service can be provided more efficiently in other ways.

INCOME

Is the gross inflow of economic benefits or service potential during the reporting period when those inflows or enhancements of assets or decreases of liabilities result in an increase in reserves. Income includes both revenue arising in the course of ordinary activities and gains such as the revaluation of fixed assets.

INFRASTRUCTURE ASSETS

Fixed assets that are inalienable, expenditure on which is recoverable only by continued use of the asset created. Examples of infrastructure assets are highways and footpaths.

INTANGIBLE ASSET

An intangible asset is an identifiable non-monetary asset without physical substance. It must be controlled by the Authority as a result of past events, and future economic or service benefits must be expected to flow from the intangible asset to the Authority. The most common class of intangible asset in local authorities is computer software.

INTEREST COST (PENSIONS)

For a defined benefit scheme, the expected increase during the period in the present value of the scheme liabilities because the benefits are one period closer to settlement.

INVESTMENT PROPERTY

An investment property is one that is used solely to earn rentals or for capital appreciation or both.

LEASING

A method of utilising assets where a rental charge is paid for a specified period of time, instead of outright purchase.

LIABILITIES

Are present obligations of the entity arising from past events, the settlement of which is expected to result in an outflow from the entity of resources embodying economic benefits or service potential.

LOANS OUTSTANDING

The total amounts borrowed from external lenders for capital and temporary revenue purposes but not repaid at the balance sheet date.

MATERIALITY

The relevance of information contained in the financial statements is affected by its nature and materiality. Omissions or misstatements of items are material if they could, individually or collectively, influence the decisions or assessments of users made on the basis of the financial statements. Materiality depends on the nature or size of the omission or misstatement judged in the surrounding circumstances. The nature or size of the item, or a combination of both, could be the determining factor. Therefore materiality provides a threshold or cut-off point rather than a primary qualitative characteristic which information must have if it is to be useful. An Authority need not comply with the Code, as to both disclosure and accounting principles, if the information is not material to the true and fair view of the financial statements and to the understanding of users.

MINIMUM REVENUE PROVISION

The minimum amount that the Council must charge to the income and expenditure account to provide for the repayment of debt.

NON-DOMESTIC RATES (NDR)

With effect from April 1990 all non-domestic properties were revalued and the Government determines a national non-domestic rating multiplier every year which is applicable to all local authorities. The rateable values are set by the Valuation Office Agency of HM Revenue & Customs, and there is a statutory revaluation every 5 years. The proceeds of the business rates are partly retained by the Council and the balance is redistributed to the Government, Lancashire County Council and Lancashire Fire and Rescue Authority.

NET EXPENDITURE

Gross expenditure less specific Government grants and other income.

NET BOOK VALUE

The amount at which fixed assets are included in the balance sheet, i.e. their historical cost of current value, less the cumulative amounts provided for depreciation.

NON-OPERATIONAL ASSETS

Fixed assets held by the Council but not directly occupied, used or consumed in the delivery of services. Examples of non-operational assets are investment property and assets that are surplus to requirements, pending sale or redevelopment.

OPERATING LEASE

A lease under which the ownership of the asset remains with the lessor; for practical purposes it is equivalent to contract hiring.

OPERATIONAL ASSETS

Fixed assets held and occupied, used or consumed by the Council in the direct delivery of those services for which it has either a statutory or discretionary responsibility.

PAST SERVICE COST

For a defined benefit scheme, the increase in the present value of the scheme liabilities related to employee service in prior periods arising in the current period as a result of the introduction of, or improvement to, retirement benefits.

PRECEPT

The levy made by precepting authorities (Lancashire County Council, Police and Crime Commissioner for Lancashire, Lancashire Fire and Rescue Authority, Town & Parish Councils) on the Council, requiring the Council to collect income from Council taxpayers on behalf of the precepting authorities and paying over the cash collected to them.

PROVISION

An amount set aside in the accounts for liabilities which are certain to be incurred in the future, but cannot be quantified accurately at the balance sheet date.

PRUDENCE

Accounts should be prepared in accordance with the concept of prudence. Income should only be anticipated to the extent that it will be received, as cash or other assets, with reasonable certainty and full and proper allowance should be made for all known and foreseeable losses and liabilities.

PRUDENTIAL FRAMEWORK

One of the principal features of the Local Government Act 2003 was to provide the primary legislative requirements to introduce a new prudential regime for the control of Local Authority capital expenditure. The regime relies upon both secondary legislation in the form of regulations, and a prudential code which has been published by the Chartered Institute of Public Finance and Accountancy (CIPFA).

Under the prudential framework local authorities are free to borrow without specific Government consent if they can afford to service the debt without extra Government support. The basic principle is that authorities will be free to invest as long as their capital spending plans are affordable, sustainable and prudent. As a control mechanism to ensure this occurs all authorities must follow the prudential code published by CIPFA. This involves setting various prudential limits and indicators that must be approved by the Council.

PUBLIC WORKS LOAN BOARD (PWLB)

A body, now part of the Debt Management Office (a Government agency), which lends money to public bodies for capital purposes. At present nearly all borrowers are local authorities. Monies are drawn from the National Loans Fund and rates of interest are determined by the Treasury.

RELATED PARTIES

Two or more parties are related parties when at any time during the financial period:

- One party has direct or indirect control of the other party; or
- The parties are subject to common control from the same source; or
- One party has influence over the financial and operational policies of the other party to an extent that the other party might be inhibited from pursing at all times its own separate interests; or

- The parties, in entering a transaction, are subject to influence from the same source to such an extent that one of the parties to the transaction has subordinated its own separate interests.

RELATED PARTY TRANSACTIONS

A related party transaction is the transfer of assets or liabilities or the performance of services by, to, or for, a related party irrespective of whether a charge is made. The materiality of related party transactions should be judged not only in terms of their significance to the Authority, but also in relation to its related party.

RENT ALLOWANCE

A subsidy payable by the Council to low-income tenants in private rented accommodation.

RESERVE

The residual interest in the assets of the Authority after deducting all its liabilities. The Movement in Reserves Statement shows the true economic cost of providing the Authority's services, represented by the line 'Surplus or (deficit) on the provision of services'. Some income and expenditure is required to be recognised on a different basis or in a different accounting period (i.e. in accordance with legislation) in the General Fund. These differences are shown in the line 'Adjustments between accounting basis and funding basis under regulations'. Voluntary transfers to or from the General Fund Balance also affect the amount to be funded from Council Tax; these are shown in the line 'Transfers to or from reserves available to fund services'. The Movement in Reserves Statement also shows Other Comprehensive Income and Expenditure, for example revaluation gains.

RESIDUAL VALUE

Of an asset is the estimated amount that an entity would currently obtain from disposal of the asset, after deducting the estimated costs of disposal, if the asset were already of the age and in the condition expected at the end of its useful life.

REVALUATION RESERVE

From April 2007, this replaced the former Fixed Asset Restatement Account. The Revaluation Reserve will, like the Fixed Asset Restatement Account, measure the gains or losses on assets where a revaluation has taken place.

REVENUE ACCOUNT

An account that records an Authority's day-to-day expenditure and income on such items as salaries and wages and other running costs of services.

REVENUE EXPENDITURE FINANCED FROM CAPITAL UNDER STATUTE (REFFCUS)

Expenditure to be classified as capital for funding purposes when it does not result in it being carried on the balance sheet as a fixed asset.

REVENUE SUPPORT GRANT (RSG)

A grant paid by Central Government to every Local Authority to help to finance its expenditure generally and not specific services. It is based on the Government's assessment of how much the Council needs to spend in order to provide a standard level of service.

STOCKS AND WORK IN PROGRESS

Items of stores and raw materials which have been procured for use on an on-going basis and which have not yet been used at the end of the accounting period.

TEMPORARY LOANS

Loans where repayment is due to be made or repayment can be demanded, within one year from the date of advance.

TREASURY MANAGEMENT

This relates to Borrowing and Cash activities (including Investment) of the Authority, and the effective management of any associated risks. Local authorities' treasury management activities are prescribed by statute – in England & Wales the source of such powers is the Local Government Act 2003, which simplified past complexities and gave further clarification. A local Authority may borrow or invest for any purpose relevant to its functions, under any enactment (law) for the purpose of the prudent management of its financial affairs. The Council also applies the CIPFA code of practice on treasury management in public services.

Burnley.gov.uk

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Grant Thornton UK LLP
Royal Liver Building
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Our Ref
Your ref
Date 16th November 2022

Dear Georgia

Burnley Borough Council
Financial Statements for the year ended 31 March 2022

This representation letter is provided in connection with the audit of the financial statements of Burnley Borough Council for the year ended 31 March 2022 for the purpose of expressing an opinion as to whether the Council financial statements are presented fairly, in all material respects in accordance with International Financial Reporting Standards, and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 and applicable law.

We confirm that to the best of our knowledge and belief having made such inquiries as we considered necessary for the purpose of appropriately informing ourselves:

Financial Statements

i. We have fulfilled our responsibilities for the preparation of the Council's financial statements in accordance with International Financial Reporting Standards and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 ("the Code"); in particular the financial statements are fairly presented in accordance therewith.

ii. We have complied with the requirements of all statutory directions affecting the Council and these matters have been appropriately reflected and disclosed in the financial statements.

iii. The Council has complied with all aspects of contractual agreements that could have a material effect on the financial statements in the event of non-compliance. There has been no non-compliance with requirements of any regulatory authorities that could have a material effect on the financial statements in the event of non-compliance.

iv. We acknowledge our responsibility for the design, implementation and maintenance of internal control to prevent and detect fraud.

v. Significant assumptions used by us in making accounting estimates, including those measured at fair value, are reasonable. We are satisfied that the material judgements used in the preparation of the financial statements are soundly based, in accordance with the Code and adequately disclosed in the financial statements. We understand our responsibilities includes identifying and considering alternative, methods, assumptions or source data that would be equally valid under the financial reporting framework, and why these alternatives were rejected in favour of the estimate used. We are satisfied that the methods, the data and the significant assumptions used by us in making accounting estimates and their related disclosures are appropriate to achieve recognition, measurement or disclosure that is reasonable in accordance with the Code and adequately disclosed in the financial statements.

vi. We confirm that we are satisfied that the actuarial assumptions underlying the valuation of pension scheme assets and liabilities for IAS19 Employee Benefits disclosures are consistent with our knowledge. We confirm that all settlements and curtailments have been identified and properly accounted for. We also confirm that all significant post-employment benefits have been identified and properly accounted for.

vii. Except as disclosed in the financial statements:

   a. there are no unrecorded liabilities, actual or contingent

   b. none of the assets of the Council has been assigned, pledged or mortgaged

   c. there are no material prior year charges or credits, nor exceptional or non-recurring items requiring separate disclosure.

viii. Related party relationships and transactions have been appropriately accounted for and disclosed in accordance with the requirements of International Financial Reporting Standards and the Code.

ix. All events subsequent to the date of the financial statements and for which International Financial Reporting Standards and the Code require adjustment or disclosure have been adjusted or disclosed.

x. We have considered the adjusted misstatements, and misclassification and disclosures changes schedules included in your Audit Findings Report. The Council's financial statements have been amended for these misstatements, misclassifications and disclosure changes and are free of material misstatements, including omissions.

xi. The financial statements are free of material misstatements, including omissions.

xii. Actual or possible litigation and claims have been accounted for and disclosed in accordance with the requirements of International Financial Reporting Standards.

xiii. We have no plans or intentions that may materially alter the carrying value or classification of assets and liabilities reflected in the financial statements.

xiv. We have updated our going concern assessment. We continue to believe that the Council's financial statements should be prepared on a going concern basis and have not identified any material uncertainties related to going concern on the grounds that:

   a. the nature of the Council means that, notwithstanding any intention to cease its operations in their current form, it will continue to be appropriate to adopt the going concern basis of accounting because, in such an event, services it performs can be expected to continue to be delivered by related public authorities and preparing the financial statements on a going concern basis will still provide a faithful representation of the items in the financial statements

   b. the financial reporting framework permits the entry to prepare its financial statements on the basis of the presumption set out under a) above; and

   c. the Council's system of internal control has not identified any events or conditions relevant to going concern.

   We believe that no further disclosures relating to the Council's ability to continue as a going concern need to be made in the financial statements.

xv. The Council has complied with all aspects of ring-fenced grants that could have a material effect on the Council's financial statements in the event of non-compliance.

Information Provided

xvi. We have provided you with:

   a. access to all information of which we are aware that is relevant to the preparation of the Council's financial statements such as records, documentation and other matters;

   b. additional information that you have requested from us for the purpose of your audit; and

c. access to persons within the Council via remote arrangements from whom you determined it necessary to obtain audit evidence.

xvii. We have communicated to you all deficiencies in internal control of which management is aware.

xviii. All transactions have been recorded in the accounting records and are reflected in the financial statements.

xix. We have disclosed to you the results of our assessment of the risk that the financial statements may be materially misstated as a result of fraud.

xx. We have disclosed to you all information in relation to fraud or suspected fraud that we are aware of and that affects the Council and involves:

a. management;

b. employees who have significant roles in internal control; or

c. others where the fraud could have a material effect on the financial statements.

xxi. We have disclosed to you all information in relation to allegations of fraud, or suspected fraud, affecting the financial statements communicated by employees, former employees, analysts, regulators or others.

xxii. We have disclosed to you all known instances of non-compliance or suspected non-compliance with laws and regulations whose effects should be considered when preparing financial statements.

xxiii. We have disclosed to you the identity of the Council's related parties and all the related party relationships and transactions of which we are aware.

xxiv. We have disclosed to you all known actual or possible litigation and claims whose effects should be considered when preparing the financial statements.

xxv. We are satisfied that Heritage Assets are not materially misstated.

xxvi. We are satisfied that the level of unlodged appeals in relation to the NNDR Provision is not material.

Annual Governance Statement

xxvii. We are satisfied that the Annual Governance Statement (AGS) fairly reflects the Council's risk assurance and governance framework and we confirm that we are not aware of any significant risks that are not disclosed within the AGS.

Narrative Report

xxviii. The disclosures within the Narrative Report fairly reflect our understanding of the Council's financial and operating performance over the period covered by the Council's financial statements.

Approval

The approval of this letter of representation was minuted by the Council's Audit and Standards Committee at its meeting on 16th November 2022.

Yours faithfully

Name……………………………

Position…………………………

Date…………………………….

Name……………………………

Position………………………….

Date…………………………….

Signed on behalf of the Council

This version of the report is a draft. Its contents and subject matter remain under review and its contents may change and be expanded as part of the finalisation of the report.
This draft has been created from the template dated DD MMM YYYY

Grant Thornton

The Audit Findings for Burnley Borough Council

Year ended 31 March 2022

Burnley Borough Council

November 2022

Contents

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The contents of this report relate only to the matters which have come to our attention, which we believe need to be reported to you as part of our audit planning process. It is not a comprehensive record of all the relevant matters, which may be subject to change, and in particular we cannot be held responsible to you for reporting all of the risks which may affect the Council or all weaknesses in your internal controls. This report has been prepared solely for your benefit and should not be quoted in whole or in part without our prior written consent. We do not accept any responsibility for any loss occasioned to any third party acting, or refraining from acting on the basis of the content of this report, as this report was not prepared for, nor intended for, any other purpose.

This Audit Findings presents the observations arising from the audit that are significant to the responsibility of those charged with governance to oversee the financial reporting process, as required by International Standard on Auditing (UK) 260. Its contents have been discussed with management and the Corporate Governance and Audit Committee.

Georgia Jones

Name: Georgia Jones
For Grant Thornton UK LLP
Date :8 November 2022

1. Headlines

This table summarises the key findings and other matters arising from the statutory audit of Burnley Borough Council ('the Council') and the preparation of the Council's financial statements for the year ended 31 March 2022 for those charged with governance.

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Financial Statements

Under International Standards of Audit (UK) (ISAs) and the National Audit Office (NAO) Code of Audit Practice ('the Code'), we are required to report whether, in our opinion:

- the Council's financial statements give a true and fair view of the financial position of the Council and its income and expenditure for the year; and
- have been properly prepared in accordance with the CIPFA/LASAAC code of practice on local authority accounting and prepared in accordance with the Local Audit and Accountability Act 2014.

We are also required to report whether other information published together with the audited financial statements (including the Annual Governance Statement (AGS) and Narrative Report), is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.

Our audit work was completed during July-November and our findings are summarised on the following pages. We identified an asset included as an Investment Property that should have been classed as Other Land and Buildings. This reclassification resulted in additional deprecation charged through the Council's Comprehensive Income and Expenditure Statement of £301.7k. Audit adjustments are detailed in Appendix C. We have also raised recommendations for management as a result of our audit work in Appendix A. Our follow up of recommendations from the prior year's audit are detailed in Appendix B.

Our work is substantially complete and there are no matters of which we are aware that would require modification of our audit opinion [Appendix E] or material changes to the financial statements, subject to the following outstanding matters;

- response from the pension fund auditor to gain assurances on underpinning controls and supporting data for the pension fund net liability
- receipt of management representation letter ; and
- review of the final set of financial statements
- final quality procedures.

We have concluded that the other information to be published with the financial statements, is consistent with our knowledge of your organisation and the financial statements we have audited.

Our anticipated audit report opinion will be unqualified.

1. Headlines

Value for Money (VFM) arrangements	
Under the National Audit Office (NAO) Code of Audit Practice ('the Code'), we are required to consider whether the Council has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources. Auditors are now required to report in more detail on the Council's overall arrangements, as well as key recommendations on any significant weaknesses in arrangements identified during the audit. Auditors are required to report their commentary on the Council's arrangements under the following specified criteria: - Improving economy, efficiency and effectiveness; - Financial sustainability; and - Governance	We have not yet completed all of our VFM work and so are not in a position to issue our Auditor's Annual Report. An audit letter explaining the reasons for the delay is attached in Appendix F. We expect to issue our Auditor's Annual Report by February 2023. This is in line with the National Audit Office's revised deadline, which requires the Auditor's Annual Report to be issued no more than three months after the date of the opinion on the financial statements. As part of our work, we considered whether there were any risks of significant weakness in the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources. We identified a risk in respect of financial sustainability. Our work on this risk is underway and an update is set out in the value for money arrangements section of this report (see section 3).
Statutory duties	
The Local Audit and Accountability Act 2014 ('the Act') also requires us to: • report to you if we have applied any of the additional powers and duties ascribed to us under the Act; and • to certify the closure of the audit.	We have not exercised any of our additional statutory powers or duties. We expect to certify the completion of the audit upon the completion of our work on the Council's VFM arrangements, which will be reported in our Annual Auditor's report in February 2023.
Significant Matters	We did not encounter any significant difficulties or identify any significant matters arising during our audit.

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2. Financial Statements

Overview of the scope of our audit

This Audit Findings Report presents the observations arising from the audit that are significant to the responsibility of those charged with governance to oversee the financial reporting process, as required by International Standard on Auditing (UK) 260 and the Code of Audit Practice ('the Code'). Its contents have been discussed with management and require the approval of the Audit and Standards Committee.

As auditor we are responsible for performing the audit, in accordance with International Standards on Auditing (UK) and the Code, which is directed towards forming and expressing an opinion on the financial statements that have been prepared by management with the oversight of those charged with governance. The audit of the financial statements does not relieve management or those charged with governance of their responsibilities for the preparation of the financial statements.

Audit approach

Our audit approach was based on a thorough understanding of the Council's business and is risk based, and in particular included:

- An evaluation of the Council's internal controls environment, including its IT systems and controls;
- Substantive testing on significant transactions and material account balances, including the procedures outlined in this report in relation to the key audit risks.

Conclusion

We have substantially completed our audit of your financial statements and subject to outstanding queries being resolved, we anticipate issuing an unqualified audit opinion following the Audit Committee meeting on 16 November 2022, as detailed in Appendix E. These outstanding items include:

- response from the pension fund auditor to gain assurances on underpinning controls and supporting data for the pension fund net liability
- receipt of management representation letter; and
- review of the final set of financial statements
- final quality procedures.

Acknowledgements

We would like to take this opportunity to record our appreciation for the assistance provided by the finance team and other staff.

2. Financial Statements

Our approach to materiality

The concept of materiality is fundamental to the preparation of the financial statements and the audit process and applies not only to the monetary misstatements but also to disclosure requirements and adherence to acceptable accounting practice and applicable law.

Materiality levels remain the same as reported in our audit plan , based on the prior audit year.

We detail in the table our determination of materiality for Burnley Borough Council.

	Amount (£)	Qualitative factors considered
Materiality for the financial statements	1,183,000	This equates to 2% of your gross operating expenditure for the prior year (2020/21) and 1.9% of 2021/22 expenditure. This is considered to be the level above which users of the financial statements would wish to be aware in the context of overall expenditure. This benchmark is considered the most appropriate because we consider users of the financial statements to be most interested in how the Council has expended its revenue and other funding.
Performance materiality	769,000	The performance materiality has been set at 65% of financial statement materiality. This reflects a standard benchmark based on risk assessed knowledge of potential for errors arising.
Trivial matters	59,000	This is the threshold for matters that are clearly inconsequential, whether taken individually or in aggregate. It is a standard benchmark set at 5% of materiality.
Materiality for senior officer remuneration	20,000	This is due to its sensitive nature, with the value at a lower level of precision.

2. Financial Statements - Significant risks

Significant risks are defined by ISAs (UK) as risks that, in the judgement of the auditor, require special audit consideration. In identifying risks, audit teams consider the nature of the risk, the potential magnitude of misstatement, and its likelihood. Significant risks are those risks that have a higher risk of material misstatement.

This section provides commentary on the significant audit risks communicated in the Audit Plan.

Risks identified in our Audit Plan	Commentary
Management over-ride of controls Under ISA (UK) 240, there is a non-rebuttable presumed risk that the risk of management override of controls is present in all entities. The Authority faces external scrutiny of its spending and this could potentially place management under undue pressure in terms of how they report performance. We therefore identified management override of control, in particular journals, management estimates, and transactions outside the course of business as a significant risk for the Council, which was one of the most significant assessed risks of material misstatement.	We have: • evaluated the design effectiveness of management controls over journals; • analysed the journals listing and determined the criteria for selecting high risk unusual journals. For example: - journals created by senior management - journals which impacted the financial outturn - year-end adjustment journals • tested unusual journals recorded during the year and after the draft accounts stage for appropriateness and corroboration; • gained an understanding of the accounting estimates and critical judgements applied made by management and considered their reasonableness regarding corroborative evidence; and; • evaluated the rationale for any changes in accounting policies, estimates or significant unusual transactions. From our review of all journals posted during the year, we identified 51 higher risk or unusual journals that warranted detailed audit testing. Testing is complete and we have not identified any evidence of inappropriate management override of controls through journals. Our commentary on key accounting estimates is set out on pages 11 to 14. We found accounting policies to be appropriate.

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2. Financial Statements - Significant risks

Risks identified in our Audit Plan

Improper revenue and expenditure recognition

Under ISA (UK) 240 there is a rebuttable presumed risk that revenue may be misstated due to the improper recognition of revenue.

Practice Note 10, issued by the FRC, states auditors should also consider that material misstatements may occur by the manipulation of expenditure recognition.
These presumptions can be rebutted if the auditor concludes that there is no risk of material misstatement due to fraud relating to revenue recognition or the manipulation of expenditure recognition.

Having considered the risk factors set out in ISA240 and PN10 and the nature of the expenditure streams at the Fund, we have determined that the risk of fraud arising from revenue recognition and expenditure manipulation can be rebutted, because:

- there is little incentive to manipulate revenue recognition
- opportunities to manipulate revenue recognition and expenditure are very limited
- classes of expenditure that could be prone to manipulation, such as management expenses and payments to and on account of leavers are not material
- the culture and ethical frameworks of local authorities, including Burnley Borough Council, mean that all forms of fraud are seen as unacceptable

Therefore we do not consider these to be significant risks for Burnley Borough Council.

Commentary

The revenue and expenditure recognition risks have been rebutted. Despite revenue and expenditure recognition not being a significant risk we still undertook the following procedures to ensure that revenue and expenditure included within the accounts is materially correct. To gain this assurance we:

- evaluated the Council's accounting policies for income and expenditure recognition for appropriateness and compliance with the Code
- updated our understanding of the Council's system for accounting for income and expenditure and evaluated the design of relevant controls
- undertook detailed substantive testing on the income and expenditure streams in 2021/22
- documented our understanding of the full nature of additional Covid-19 related income and expenditure
- reviewed the accounting treatment of any significant new income and expenditure streams to confirm that they have been accounted for appropriately in line with the Code and accounting standards

Our substantive income and expenditure testing has not identified any errors that we are required to bring to your attention.

2. Financial Statements - Significant risks

Risks identified in our Audit Plan	Commentary
Valuation of land and buildings (including surplus assets) The Council revalues its land and buildings, on a rolling five yearly basis and annually for investment properties. This valuation represents a significant estimate by management in the financial statements due to the size of the numbers involved (£46m of land and buildings and £6.5m surplus assets in the 2021/22 accounts) and the sensitivity of this estimate to changes in key assumptions. Additionally, management will need to ensure the carrying value in the Council's financial statements is not materially different from the current value or the fair value (for surplus assets) at the financial statements date, where a rolling programme is used. Surplus Assets: All surplus assets should be valued and reported at fair value under relevant accounting principles. Again, this valuation of £6.5m in the 2021/22 accounts, represents a significant estimate by management in the financial statements due to the size of the numbers involved compared to Council's materiality and the sensitivity of this estimate to changes in key assumptions. We therefore identified valuation of land and buildings, as a significant risk, which was one of the most significant assessed risks of material misstatement.	We have: • evaluated management's processes and assumptions for the calculation of the estimate, the instructions issued to valuation experts and the scope of their work; • evaluated the competence, capabilities and objectivity of the valuation expert; • discussed with the valuer the basis on which the valuation was carried out; • challenged the information and assumptions used by the valuer to assess completeness and consistency with our understanding, the Council's valuer's report and the assumptions that underpin the valuation; • tested revaluations made during the year to see if they had been input correctly into the Council's asset register • evaluated the assumptions made by management for those assets not revalued during the year and how management has satisfied themselves that these are not materially different to current value at year end; and • reviewed whether the expert valuer had reported any material uncertainty in relation to property valuations on 31 March 2022 and, if so, assessed the impact on disclosures in the financial statements and on our audit opinion. We noted the Council classified the newly completed Charter Walk Shopping Centre, valued at £22.4m, as an investment property. The Code definition (ref 4.4.2.4) of an investment property is one that is held solely to earn rentals or for capital appreciation or both, rather than being part of a regeneration policy. As Charter Walk is part of a wider regeneration plan for the Borough, the Council has amended the financial statements to reclassify it as an item of Other Land and Buildings and charged depreciation of £301.7k in line with the requirements of the Code. The external valuer did not report any material uncertainty with property valuations for the financial year 2021/22.

2. Financial Statements - Significant risks

Risks identified in our Audit Plan	Commentary
Valuation of pension fund net liability The Council's pension fund net liability, as reflected in its balance sheet as the net defined benefit liability, represents a significant estimate in the financial statements. The pension fund net liability is considered a significant estimate due to the size of the numbers involved (£43.7m in the Council's 2021/22 balance sheet) and the sensitivity of the estimate to changes in key assumptions. The methods applied in the calculation of the IAS 19 estimates are routine and commonly applied by all actuarial firms in line with the requirements set out in the Code of practice for local government accounting (the applicable financial reporting framework). We have therefore concluded that there is not a significant risk of material misstatement in the IAS 19 estimate due to the methods and models used in their calculation. The source data used by the actuaries to produce the IAS 19 estimates is provided by administering authorities and employers. We do not consider this to be a significant risk as this is easily verifiable. The actuarial assumptions used are the responsibility of the entity but should be set on the advice given by the actuary. A small change in the key assumptions (discount rate, inflation rate, salary increase and life expectancy) can have a significant impact on the estimated IAS 19 liability. In particular the discount and inflation rates, where our consulting actuary has indicated that a 0.1% change in these two assumptions would have approximately 2% effect on the liability. We have therefore concluded that there is a significant risk of material misstatement in the IAS 19 estimate due to the assumptions used in their calculation. With regard to these assumptions we have therefore identified valuation of the Council's pension fund net liability as a significant risk.	We have: • updated our understanding of the processes and controls put in place by management to ensure that the Council's pension fund net liability is not materially misstated and evaluated the design of the associated controls; • evaluated the instructions issued by management to their management expert (an actuary) for this estimate and the scope of the actuary's work; • assessed the accuracy and completeness of the information provided by the Council to the actuary to estimate the liability; • tested the consistency of the pension fund asset and liability and disclosures in the notes to the core financial statements with the actuarial report from the actuary; • undertaken procedures to confirm the reasonableness of the actuarial assumptions made by reviewing the report of the consulting actuary (as auditor's expert) and performed any additional procedures suggested within the report; • obtained assurances from the auditor of Lancashire Pension Fund as to the controls surrounding the validity and accuracy of membership data; contributions data and befits data sent to the actuary by the pension fund and the fund assets valuation in the pension fund financial statements. We are waiting for assurances from the auditor of the Lancashire Pension Fund before we can complete our work in this area. We have not identified any other issues from our testing to date.

2. Financial Statements – key judgements and estimates

This section provides commentary on key estimates and judgements inline with the enhanced requirements for auditors.

Significant judgement or estimate	Summary of management's approach	Audit Comments	Assessment
Land and Building valuations (including surplus assets) – £52.6m net book value	The Council request their internal valuer to revalue other land and building (opening value £46.8m net book value) on a five year cycle, using depreciated replacement cost (DRC) for specialised assets such as libraries, galleries and leisure centres. The remainder of operational other land and building are required to be revalued at existing use value (EUV). Surplus assets comprising of an opening value of £8.4m are required to be revalued annually at fair value, estimated as highest and best use from a market participant's perspective. In 2021/22 the Council revalued £15.8m (34%) of other land and buildings and revalued 100% of surplus assets. In line with RICS guidance, the Council's valuations have not been reported as being subject to 'material valuation uncertainty' for 2021/22 . The Council have added a disclosure within Note 4 of the financial statements to reflect this. Management have considered the year end value of non-valued properties in 2021/22. While not performing detailed calculations, Management rely of the internal valuers knowledge to assert that there is no material movement between the year end value of non-valued properties and their last revaluation. Similarly for assets revalued in year, management asserts that there is no potential material valuation movement arising between 1 April 2021 and the balance sheet date.	The Council's accounting policy on valuation of land and buildings is included in the Accounting Policies note which starts on page 95 of the financial statements. Key observations We assessed the qualifications, skills and experience of the valuer and determined the service to be appropriate. The underlying information and sensitivities used to determine the estimate was considered to be complete and accurate. The valuer prepared their valuations in accordance with the RICS Valuation – Global Standards using the information that was available to them at the valuation date in deriving their estimates. We have uplifted assets not revalued in the period using Gerald Eve indices and accepted management's assessment that there has been no material changes to the valuation of land and buildings not revalued in year. We consider the level of disclosure in the financial statements to be appropriate. We selected a sample of 30 Other Land and Buildings valuations to test for appropriate use of valuation assumptions and input data. We have now concluded on this work and have not identified any issues. We raised the issue in 2020/21 that management should complete their own assessment of potential movement in asset values for those assets not part of the 2021/22 rolling revaluation programme. This recommendation remains outstanding. See the Action Plan in Appendix A.	We consider management's process is appropriate and key assumptions are neither optimistic or cautious

2. Financial Statements - key judgements and estimates

Significant judgement or estimate	Summary of management's approach	Audit Comments	Assessment
Investment Property Valuation - £31m	The Council has a number of assets that it has determined to be investment properties. Investment properties must be included in the balance sheet at fair value (the price that would be received in an orderly transaction between market participants at the measurement date) so these assets are valued every year with a revaluation date of 1 April 2021. The Council's internal valuer completes the valuation of these properties. The year end valuation of the Council's investment property was £31m, an increase of £20.7m from 2020/21 and reflects the purchase of Charter Walk shopping centre during the year.	• We have no concerns over the competence, capabilities and objectivity of the internal valuation expert used by the Council. • The valuer has agreed clear terms of reference for this work with the Council in advance of the work being performed, including within which were the assumptions that were going to be applied to this work • There have been no changes to the valuation method this year • We have considered the potential movements in the valuations at the valuation date of 1 April 2021 and the 31 March 2022. This work has not raised any issues with the 2021/22 valuations. We have assessed the likelihood of a material difference between the Councils valuation of investment properties against national trends reported by Gerald Eve acting as the Auditors' Expert. We did not identify a material difference and are satisfied Investment Property is not materially mis-stated. . We selected a sample of 19 investment property valuations, including the newly completed Charter Walk Shopping Centre valued at £20.4m, to test for appropriate use of valuation assumptions and input data. As noted previously on page 9 Charter Walk has been reclassified as Other Land and Buildings with no change to the gross valuation. As the classification has changed the Council has now charged depreciation of £301.7k .	We consider management's process is appropriate and key assumptions are neither optimistic or cautious

Assessment

- Dark Purple We disagree with the estimation process or judgements that underpin the estimate and consider the estimate to be potentially materially misstated
- Blue We consider the estimate is unlikely to be materially misstated however management's estimation process contains assumptions we consider optimistic
- Grey We consider the estimate is unlikely to be materially misstated however management's estimation process contains assumptions we consider cautious
- Light Purple We consider management's process is appropriate and key assumptions are neither optimistic or cautious

2. Financial Statements - key judgements and estimates

Significant judgement or estimate	Summary of management's approach	Audit Comments	Assessment
Net pension liability – £43.7m	The Council's net pension liability at 31 March 2022 is £43.7m (2020/21 £61.2m) comprising the Lancashire Pension Fund local government and unfunded defined benefit pension scheme obligations. The Council uses Mercer to provide actuarial valuations of the Council's assets and liabilities derived from this scheme. A full actuarial valuation is required every three years. The latest full actuarial valuation was completed in 2019. A roll forward approach is used in intervening periods which utilises key assumptions such as life expectancy, discount rates, salary growth and investment return. Given the significant value of the net pension fund liability, small changes in assumptions can result in significant valuation movements. There has been a £18.4m net actuarial loss during 2021/22.	In understanding how management has calculated the estimate of the net pension liability we have: • assessed the use of a management's expert actuary; • assessed the actuary's calculation approach • used PwC as auditors expert to assess actuary and assumptions made by the actuary (see table below).	To be concluded

Assumption	Actuary Value	PwC range	Assessment
Discount rate	2.8%	2.7-2.8%	●
Pension increase rate	3.5%	3-3.5% for all employers	●
Salary growth	4.9%	1.25-1.5% above CPI	●
Life expectancy – Males currently aged 45 / 65	22.4 20.9 yrs	24.8 20.7 yrs	●
Life expectancy – Females currently aged 45 / 65	25.9 24 yrs	27.5 23.8 yrs	●

- examined the completeness and accuracy of the underlying information used to determine the estimate
- undertook a reasonableness test of the Council's share of LGPS pension assets
- assessed the reasonableness of the increase in estimate
- assessed the adequacy of the disclosure of the estimate in the financial statements
- confirmed there have been no changes to the valuation methodology since the previous year, other than the updating of key assumptions above.

Conclusion

We are waiting for assurances from the auditor of the Lancashire Pension Fund before we can complete our work in this area. Their response provides assurances on the controls surrounding the validity and accuracy of membership data; contributions data and benefits data sent to the actuary by the pension fund and the fund assets valuation in the pension fund financial statements.

2. Financial Statements - key judgements and estimates

Significant judgement or estimate	Summary of management's approach	Audit Comments	Assessment
Provisions for NNDR appeals - £0.709m	The Council is liable for successful appeals against business rates charged to business in 2021/22 and earlier financial years in their proportionate share. A provision has therefore been made for the best estimate of the amount that businesses have been overcharged up to 31 March 2022. The estimate has been calculated using the latest Valuation Office Agency (VOA) ratings list of appeals and the analysis of successful appeals to date. The provision has decreased by £0.410m from 2020/21.	• We have not noted any issues with the completeness and accuracy of the underlying information used to determine the estimate. • We have considered the approach taken by the Council to determine the provision, and it is in line with that used by other local government bodies • We note that the Council does not include any provision for as yet un-lodged but expected appeals. The Council has indicated this is not a material amount with limited new appeals submitted against the current list. We are satisfied the provision is not materially misstated • Disclosure of the estimate in the financial statements is considered adequate. • There have been no changes to the calculation method this year.	We consider management's process is appropriate and key assumptions are neither optimistic or cautious
Grants Income Recognition £43.5m (2020/21 £49.2m) Due to the Covid-19 pandemic there has been a significant increase in the level of Covid related grant funding with associated complexity and management judgement required. This has comprised a mix of discretionary and non discretionary schemes. The majority has been grants to business including Small Business Grant Fund including Retail, Hospitality and Leisure	Management take into account three main considerations in accounting for grants: • whether the authority is acting as the principal or agent and particularly whether it controls the goods or services before they transfer to the service recipient. Management's assessment needs to consider all relevant factors such as who bears credit risk and responsibility for any overpayments, who determines the amount, who sets the criteria for entitlement, who designs the scheme and whether there are discretionary elements. • whether there are conditions outstanding (as distinct from restrictions) that would require the grant to be recognised as receipt in advance, otherwise grant should be recognised as income • whether the grant is a specific or non-specific grant. General un-ringfenced grants are disclosed on the face of the CIES, whereas ringfenced grants are required to be credited to service revenue accounts. There may be significant judgements over the accounting treatment. Different conclusions may be reached by authorities depending on how they have applied any discretion in administering the schemes.	• We have substantively tested a sample of grants across categories; and reviewed management's assessment as to whether the Council is acting as the principal or agent • For the sample selected we have reviewed the completeness and accuracy of the underlying information used to determine whether there are conditions outstanding (as distinct from restrictions) that would determine whether the grant be recognised as a receipt in advance or income • We have also assessed for the sample of grants received, whether the grant is specific or non specific grant (or whether it is a capital grant) – which impacts on where the grant is presented in the CIES. • We have assessed the adequacy of disclosure of grants received and judgement used by management. We have concluded that management's judgement is reasonable and sufficiently disclosed to meet the requirements of IAS20 based on the terms of the grant and how they have applied it	We consider management's process is appropriate and key assumptions are neither optimistic or cautious

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2. Financial Statements - other communication requirements

We set out below details of other matters which we, as auditors, are required by auditing standards and the Code to communicate to those charged with governance.

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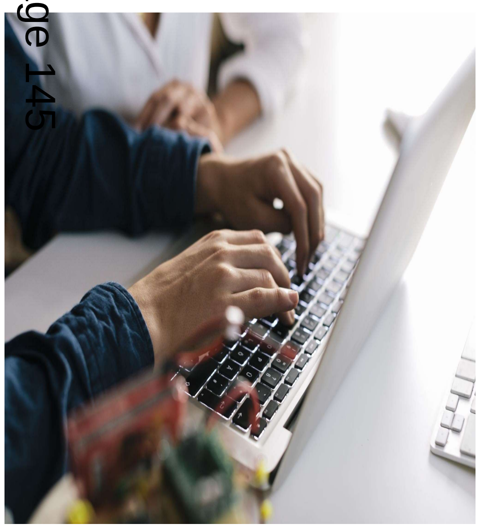


Issue	Commentary
Matters in relation to fraud	We have previously discussed the risk of fraud with the Audit and Standards Committee. We have not been made aware of any incidents in the period and no other issues have been identified during the course of our audit procedures.
Matters in relation to related parties	We are not aware of any related parties or related party transactions which have not been disclosed.
Matters in relation to laws and regulations	You have not made us aware of any significant incidences of non-compliance with relevant laws and regulations and we have not identified any incidences from our audit work.
Written representations	A letter of representation has been requested from the Council, which is included in the Audit and Standard Committee papers.
Confirmation requests from third parties	We requested from management permission to send confirmation requests to bank and investment counterparties. This permission was granted and the requests were sent. All requests were returned with positive confirmation.
Accounting practices	We have evaluated the appropriateness of the Council's accounting policies, accounting estimates and financial statement disclosures. Our review found no material omissions in the financial statements, other than those mentioned in Appendix C - disclosure misstatements.
Audit evidence and explanations/ significant difficulties	All information and explanations requested from management was provided. Our findings are subject to the satisfactory completion of our work and the matters set out on page 3.

2. Financial Statements - other communication requirements

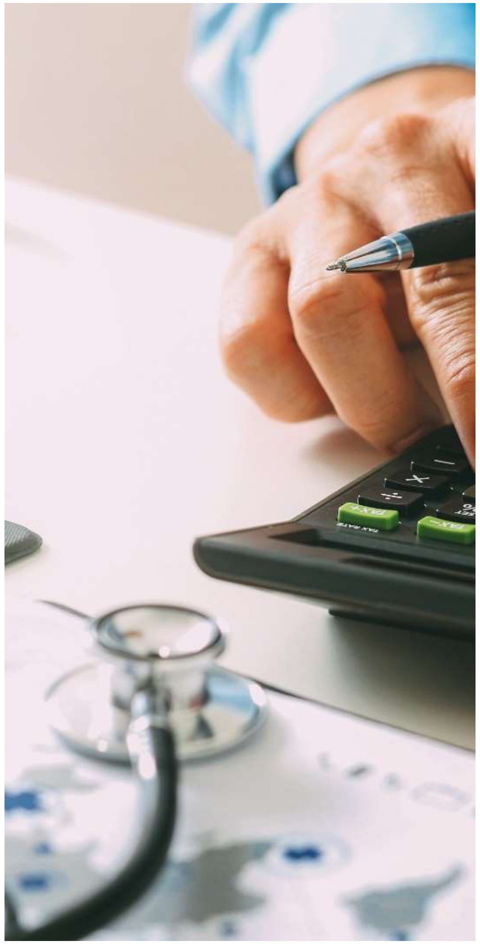
Our responsibility

As auditors, we are required to "obtain sufficient appropriate audit evidence about the appropriateness of management's use of the going concern assumption in the preparation and presentation of the financial statements and to conclude whether there is a material uncertainty about the entity's ability to continue as a going concern" (ISA (UK) 570).

Issue	Commentary
Going concern	In performing our work on going concern, we have had reference to Statement of Recommended Practice – Practice Note 10: Audit of financial statements of public sector bodies in the United Kingdom (Revised 2020). The Financial Reporting Council recognises that for particular sectors, it may be necessary to clarify how auditing standards are applied to an entity in a manner that is relevant and provides useful information to the users of financial statements in that sector. Practice Note 10 provides that clarification for audits of public sector bodies. Practice Note 10 sets out the following key principles for the consideration of going concern for public sector entities: • the use of the going concern basis of accounting is not a matter of significant focus of the auditor's time and resources because the applicable financial reporting frameworks envisage that the going concern basis for accounting will apply where the entity's services will continue to be delivered by the public sector. In such cases, a material uncertainty related to going concern is unlikely to exist, and so a straightforward and standardised approach for the consideration of going concern will often be appropriate for public sector entities • for many public sector entities, the financial sustainability of the reporting entity and the services it provides is more likely to be of significant public interest than the application of the going concern basis of accounting. Our consideration of the Council's financial sustainability is addressed by our value for money work, which is covered elsewhere in this report. Practice Note 10 states that if the financial reporting framework provides for the adoption of the going concern basis of accounting on the basis of the anticipated continuation of the provision of a service in the future, the auditor applies the continued provision of service approach set out in Practice Note 10. The financial reporting framework adopted by the Council meets this criteria, and so we have applied the continued provision of service approach. In doing so, we have considered and evaluated: • the nature of the Council and the environment in which it operates • the Council's financial reporting framework • the Council's system of internal control for identifying events or conditions relevant to going concern • management's going concern assessment. On the basis of this work, we have obtained sufficient appropriate audit evidence to enable us to conclude that: • a material uncertainty related to going concern has not been identified • management's use of the going concern basis of accounting in the preparation of the financial statements is appropriate

2. Financial Statements - other responsibilities under the Code

Issue	Commentary
Other information	We are required to give an opinion on whether the other information published together with the audited financial statements including the Annual Governance Statement and Narrative Report, is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated. No inconsistencies have been identified other than minor presentational matters, the majority of which have been adequately rectified by management. These are reported at Appendix C. We plan to issue an unmodified opinion in this respect as reported at Appendix E.
Matters on which we report by exception	We are required to report on a number of matters by exception in a number of areas: • if the Annual Governance Statement does not comply with disclosure requirements set out in CIPFA/SOLACE guidance or is misleading or inconsistent with the information of which we are aware from our audit, • if we have applied any of our statutory powers or duties. • where we are not satisfied in respect of arrangements to secure value for money. We have nothing to report on these matters, although the Value for Money work is underway and due to be completed by February 2023.
Specified procedures for Whole of Government Accounts	Guidance on specified procedures (on behalf of the NAO) on the Whole of Government Accounts (WGA) consolidation pack under WGA group audit instructions have not yet been issued. Previously this work has not been required as the Council has not exceeded the NAO's thresholds and we expect that to be the case this year.
Certification of the closure of the audit	We intend to delay the certification of the closure of the 2021/22 audit of Burnley Borough Council in the audit report, due to incomplete VFM work.



3. Value for Money arrangements

Approach to Value for Money work for 2021/22

The National Audit Office issued its guidance for auditors in April 2020. The Code require auditors to consider whether the body has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources.

When reporting on these arrangements, the Code requires auditors to structure their commentary on arrangements under the three specified reporting criteria.

Improving economy, efficiency and effectiveness

Arrangements for improving the way the body delivers its services. This includes arrangements for understanding costs and delivering efficiencies and improving outcomes for service users.

Financial Sustainability

Arrangements for ensuring the body can continue to deliver services. This includes planning resources to ensure adequate finances and maintain sustainable levels of spending over the medium term (3-5 years)

Governance

Arrangements for ensuring that the body makes appropriate decisions in the right way. This includes arrangements for budget setting and management, risk management, and ensuring the body makes decisions based on appropriate information

Potential types of recommendations

A range of different recommendations could be made following the completion of work on the body's arrangements to secure economy, efficiency and effectiveness in its use of resources, which are as follows:

Statutory recommendation

Written recommendations to the body under Section 24 (Schedule 7) of the Local Audit and Accountability Act 2014. A recommendation under schedule 7 requires the body to discuss and respond publicly to the report.

Key recommendation

The Code of Audit Practice requires that where auditors identify significant weaknesses in arrangements to secure value for money they should make recommendations setting out the actions that should be taken by the body. We have defined these recommendations as 'key recommendations'.

Improvement recommendation

These recommendations, if implemented should improve the arrangements in place at the body, but are not made as a result of identifying significant weaknesses in the body's arrangements

3. VFM - our procedures and conclusions

We have not yet completed all of our VFM work and so are not in a position to issue our Auditor's Annual Report. An audit letter explaining the reasons for the delay is attached in the Appendix G to this report. We expect to issue our Auditor's Annual Report by December 2022. This is in line with the National Audit Office's revised deadline, which requires the Auditor's Annual Report to be issued no more than three months after the date of the opinion on the financial statements.

As part of our work, we considered whether there were any risks of significant weakness in the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources. We identified the risk set out in the table below. Our work on this risk is underway and an update is set out below.

Risk of significant weakness	Work performed to date
Financial Sustainability The impact of Covid-19 and continuing uncertainty over future government funding means the Council continues to face future financial uncertainty. Pressures going forward include increasing demands for services, economic recovery from the pandemic and the achievement of strategic objectives, including funding support for major developments. The Council's Medium Term Financial Strategy 2023-27 (revised in February 2022) indicates a potential £3.4m cumulative budget gap over the 4 year period, assuming a 2% reduction in core spending. The total savings requirement increases to £4.4m if there is a 4% reduction in core spending power. The Council recognises that to ensure financial balance in the longer term it will be required to deliver savings through strategic prioritisation, service transformation and continuous improvement.	We are currently reviewing the arrangements in place to manage the Council's financial sustainability. This work is underway and will be reported in our Auditors Annual Report.

4. Independence and ethics

We confirm that there are no significant facts or matters that impact on our independence as auditors that we are required or wish to draw to your attention. We have complied with the Financial Reporting Council's Ethical Standard and confirm that we, as a firm, and each covered person, are independent and are able to express an objective opinion on the financial statements

Further, we have complied with the requirements of the National Audit Office's Auditor Guidance Note 01 issued in May 2020 which sets out supplementary guidance on ethical requirements for auditors of local public bodies.

Details of fees charged are detailed in Appendix D

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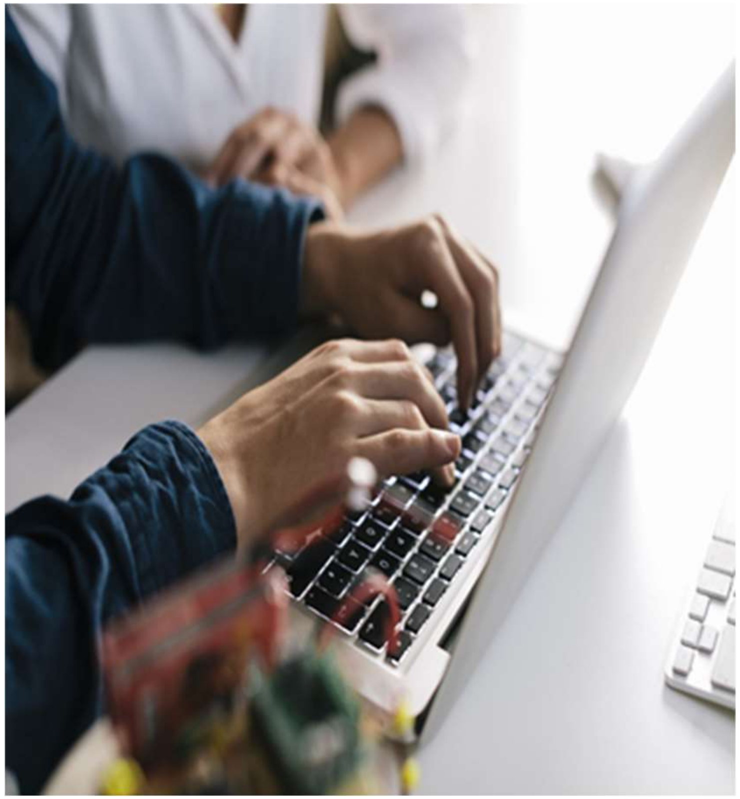
Transparency

Grant Thornton publishes an annual Transparency Report, which sets out details of the action we have taken over the past year to improve audit quality as well as the results of internal and external quality inspections. For more details see [Transparency report 2020 (grantthornton.co.uk)]



4. Independence and ethics

Audit and non-audit services

For the purposes of our audit we have made enquiries of all Grant Thornton UK LLP teams providing services to the group. No audit related services were identified.

Service	Fees £	Threats identified	Safeguards
Audit related			
Certification of housing benefits subsidy claim	22.8k	Self-Interest (because this was a recurring fee) Self review (because GT provides audit services)	The level of this recurring fee taken on its own is not considered a significant threat to independence as the fee for this work is £22,800 in comparison to the total fee for the audit of £63,037 and in particular relative to Grant Thornton UK LLP's turnover overall. Further, it is a fixed fee and there is no contingent element to it. These factors all mitigate the perceived self-interest threat to an acceptable level. To mitigate against the self review threat , the timing of certification work is done after the audit has completed, materiality of the amounts involved to our opinion and unlikelihood of material errors arising and the Council has informed management who will decide whether to amend returns for our findings and agree the accuracy of our reports on grants.

Appendices

A. Action plan – Audit of Financial Statements

We have identified 3 recommendations for the Council as a result of issues identified during the course of our audit. We have agreed our recommendations with management and we will report on progress on these recommendations during the course of the 2022/23 audit. The matters reported here are limited to those deficiencies that we have identified during the course of our audit and that we have concluded are of sufficient importance to merit being reported to you in accordance with auditing standards.

Assessment	Issue and risk	Recommendations
Low	Valuation of Heritage Assets The valuation of the Council's heritage assets was last carried out in 2011. We understand the Council had planned to revalue the assets for the 2021/22 financial year but this was delayed due to a backlog of work with the valuers The Council plans to ensure its heritage assets are revalued for the financial year 2022/23.	The Council should ensure its heritage assets are revalued at sufficient intervals, no longer than 10 years, for future financial periods in line with good practice. Management response The large elements of the heritage assets valuation have been completed and will be complete this financial year. This will be included in the 2022/23 Statement of Accounts
Medium	Assets not revalued in the year As part of the 2020/21 audit we raised a recommendation that management complete their own assessment of the value of those assets not covered as part of the rolling revaluation programme to ensure these are fairly stated. We noted that 57% (or £30m out of £52m) of assets were not revalued as at 31/3/22. The Council has advised that the Property Team carry out a detailed review of assets every year and are closely involved in the day-to-day management of the assets. This reduces the risk of any impaired asset not being recognised within asset valuations. However there remains a risk that the value of assets may have moved materially since the last valuation if the market is subject to increased fluctuation.	We repeat our recommendation from 2020/21 that management complete their own detailed assessment to confirm the value of assets not covered within the revaluation programme are fairly stated. Management response The Council values it's investment and surplus properties on an annual basis. For the remainder of its land and buildings it has a 5-year rolling programme of asset valuation. This complies with CiPFA's Code of Practice. Where assets are included within the 5-year rolling programme, the Council's valuer undertakes a desktop exercise to review each asset that is not included within that year's valuation. If any issues are found, then the valuer undertakes a full valuation of that asset. Similarly, if any issues are identified in assets that have been valued that year, other assets in that class of asset will be valued. The Council's valuer will investigate the benefit of and consider the use of indices as part of the desktop exercise in future years.

Controls

- High – Significant effect on financial statements
- Medium – Limited Effect on financial statements
- Low – Best practice

A. Action plan – Audit of Financial Statements

We have identified 3 recommendations for the Council as a result of issues identified during the course of our audit. We have agreed our recommendations with management and we will report on progress on these recommendations during the course of the 2022/23 audit. The matters reported here are limited to those deficiencies that we have identified during the course of our audit and that we have concluded are of sufficient importance to merit being reported to you in accordance with auditing standards.

Assessment	Issue and risk	Recommendations
● Medium	National Domestic Rates Appeals The Council have not included a provision for potential future NDR appeals. This is due to limited new appeals submitted against the current 2017 valuation list. We understand the Council will examine the provision following the 2023 valuation.	We recommend the Council make an assessment for the 2022/23 financial statements of the value of unlodged appeals following the 2023 valuation. The NDR provision should include an appropriate value for these claims. Management response The Council is intending to make an assessment of unlodged appeals following the impact of 2023 valuation. This had been done for the 2010 and 2017 valuations as the level of appeals is unknown. The government assume a national percentage for future appeals in its business rate distribution methodology which the Council usually follows.

Controls

- High – Significant effect on financial statements
- Medium – Limited Effect on financial statements
- Low – Best practice

B. Follow up of prior year recommendations

We identified the following issues in the audit of Burnley Council's 2020/21 financial statements, which resulted in 5 recommendations being reported in our 2020/21 Audit Findings report. We have followed up on the implementation of our recommendations and note 1 recommendation is still to be completed.

Assessment	Issue and risk previously communicated	Update on actions taken to address the issue
✓	Journals control environment Some control issues were noted regarding the journal posting environment: - Three journals were posted by the Section 151 Officer. We would not normally expect senior finance personnel to post journals as there is naturally less oversight of this and it can present a risk that controls could be overridden. We tested these journals and did not find any issues. We recommend going forward that the S151 officer does not post journals. - One journal was posted by a finance user who had left the Council several years ago. We tested this journal and established this was an oversight as a result of a feeder template not being amended. However, there is a risk that the potential for fraud could arise if historical accounts are not fully disabled. - Four finance users were found to have full system administration access. There is a risk that inappropriate system changes or user access changes are made. We note however that there are compensating controls in that only I.T. can enable new finance users. We recommend: - It is considered best practice that the Section 151 Officer does not have the ability to post journals. - Management should ensure that terminated employees and their user IDs are completely removed from all system access. - A system edit log report should be run by I.T. on a monthly basis to ensure that all Finance user administration activity is appropriate and transparent.	In our journals testing for 2021-22 we identified 7 journals posted by the s151 officer. These were coding adjustments arising from a review of 2020-21 with subsequent corrections to journal postings in 2021-22. Since then we note the s151 officer has not made any further journal postings following the recommendation made last year. We understand this access is no longer possible. The Council have reviewed all general ledger users to ensure that those who have left have had their access suspended. The number of full access users has been reduced to 2, the Finance Manager & Business Development officer.
✓	Preparation of draft financial statements 2020/21 Subsequent to the draft financial statement being submitted for audit, a number of changes needed to be made. Whilst we acknowledge the timetable for submission of draft accounts was met, it is important that the Council carry out quality review procedures to ensure adherence to reporting requirements within the statements. This has meant that additional audit resource has been needed to understand and document changes made to the accounts by management. We acknowledge the difficulty of preparing the accounts during the pandemic but recommend management put in place robust quality review procedures to ensure draft financial statements are compliant with requirements and of a good quality.	The 2021-22 unaudited financial statements were published three weeks ahead of the national deadline with detailed working papers. Our audit work this year has gone smoothly and apart from an asset classification error and some non material adjustments and disclosure amendments we are satisfied with the quality of their preparation.

B. Follow up of prior year recommendations (continued)

Assessment	Issue and risk previously communicated	Update on actions taken to address the issue
✓	Valuation basis for assets brought into use The new Sandygate student accommodation block was brought into use but not formally revalued as at 31 March 2021. The CiPFA Code requires that when a former asset under construction is brought into use it is revalued at that point. Therefore the Council's accounting was not in line with the CIPFA Code requirements, and carries the risk that the asset is material misstated at the balance sheet date. We recommend that full valuations are factored in to the revaluations programme for assets due to come into use in a given year.	The Council revalued the Sandygate student accommodation during 2021-22 and the valuation basis was in line with the CIPFA code of guidance.
✓	Date of asset valuations The valuation date of 1 April, compared to the balance sheet date of 31 March, gives rise to the risk of material misstatement due to market factors arising in a calendar year, which can be significant especially in uncertain times. We would recommend that valuation of land and buildings is undertaken at 31 March of the year of the accounts.	The date of valuation for the 2021/22 financial statements was completed at 31 March 2022.
x	Assets not revalued in the year We have challenged management's assessment that assets not revalued in year are materially stated at the balance sheet date. Management have not formally considered this by way of detailed calculations. We would recommend that management complete there own assessment to confirm the value of assets not valued are fairly stated.	The Council advised the Property Team undergo a detailed review of assets every year and are closely involved in the day-to-day management of the assets. This reduces the risk of any impaired asset not being recognised within asset valuations. We noted that 57% (or £30m out of £52m) of assets were not revalued as at 31/3/22. We repeat our recommendation from 2020/21 that management complete their own detailed assessment to confirm the value of assets not covered within the revaluation programme are fairly stated.

Assessment

✓ Action completed

X Not yet addressed

C. Audit Adjustments

We are required to report all non trivial misstatements to those charged with governance, whether or not the accounts have been adjusted by management.

Impact of unadjusted misstatements

None

Impact of adjusted misstatements

All adjusted misstatements are set out in detail below along with the impact on the key statements and the reported net expenditure for the year ending 31 March 2022.

Detail	Comprehensive Income and Expenditure Statement £'000	Statement of Financial Position £' 000	Impact on total net expenditure £'000
Charter Walk shopping centre reclassified from an investment property to other land and buildings (OLB).	0		0
Other land and buildings		Increase 22,058	
Investment Property		Decrease 22,058	
Depreciation on the Charter Walk shopping centre after reclassification to OLB.			
Depreciation charge	Increase 302		
OLB depreciation charge		Decrease 302	Increase 302
Reclassification of a 31 days notice period account to cash and cash equivalents.	0		0
Cash and cash equivalent		Increase 2000	
Short term investments		Decrease 2000	
Grossing up Burnley Leisure loan interest repayment netted against interest received.			0
Interest payable	Increase 126		
Interest receivable	Increase 126		
Overall impact	Increase 302	Decrease 302	Increase 302

C. Audit Adjustments (continued)

We are required to report all non trivial misstatements to those charged with governance, whether or not the accounts have been adjusted by management.

Misclassification and disclosure changes

The table below provides details of misclassification and disclosure changes identified during the audit which have been made in the final set of financial statements.

Disclosure and misclassification changes	Details	Adjusted?
Investment Properties (Note 11)	The note has been updated following the reclassification of Charter Walk shopping centre as property, plant and equipment	✓
Presentational issues	Various other minor presentational issues, and some updated narrative in the notes.	✓

D. Fees

We confirm below our final fees charged for the audit and confirm there were no fees for the provision of non audit services.

The fees agree to the financial statements in note 24 (External Audit Costs).

Audit fees	Proposed fee	Final fee
Council Audit	£63,037	TBC
Total audit fees (excluding VAT)	£63,037	TBC

Non-audit fees for other services	Proposed fee	Final fee
Audit Related Services		
Housing Benefit claim	£22,800	£22,800
Total non-audit fees (excluding VAT)	£22,800	£22,800

E. Draft audit opinion

Our draft audit opinion is included below.

We anticipate we will provide the Council with an unmodified audit report.

Report on the Audit of the Financial Statements

Opinion on financial statements

We have audited the financial statements of Burnley Borough Council (the 'Authority') for the year ended 31 March 2022, which comprise the Comprehensive Income and Expenditure Statement, the Movement in Reserves Statement, the Balance Sheet, the Cash Flow Statement, the Collection Fund Statement and notes to the financial statements, including a summary of significant accounting policies. The notes to the financial statements include the notes to the core financial statements and the notes to the collection fund statement. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC Code of practice on local authority accounting in the United Kingdom 2021/22.

In our opinion, the financial statements:

• give a true and fair view of the financial position of the Authority as at 31 March 2022 and of its expenditure and income for the year then ended;

• have been properly prepared in accordance with the CIPFA/LASAAC Code of practice on local authority accounting in the United Kingdom 2021/22; and

• have been prepared in accordance with the requirements of the Local Audit and Accountability Act 2014.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law, as required by the Code of Audit Practice (2020) ("the Code of Audit Practice") approved by the Comptroller and Auditor General. Our responsibilities under those standards are further described in the 'Auditor's responsibilities for the audit of the financial statements' section of our report. We are independent of the Authority in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion

.

Conclusions relating to going concern

We are responsible for concluding on the appropriateness of the Head of Finance and Property's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Authority's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify the auditor's opinion. Our conclusions are based on the audit evidence obtained up to the date of our report. However, future events or conditions may cause the Authority to cease to continue as a going concern.

In our evaluation of the Head of Finance and Property's conclusions, and in accordance with the expectation set out within the CIPFA/LASAAC Code of practice on local authority accounting in the United Kingdom 2021/22 that the Authority's financial statements shall be prepared on a going concern basis, we considered the inherent risks associated with the continuation of services provided by the Authority. In doing so we had regard to the guidance provided in Practice Note 10 Audit of financial statements and regularity of public sector bodies in the United Kingdom (Revised 2020) on the application of ISA (UK) 570 Going Concern to public sector entities. We assessed the reasonableness of the basis of preparation used by the Authority and the Authority's disclosures over the going concern period.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Authority's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

In auditing the financial statements, we have concluded that the Head of Finance and Property's use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

The responsibilities of the Head of Finance and Property with respect to going concern are described in the 'Responsibilities of the Authority, Head of Finance and Property and Those Charged with Governance for the financial statements' section of this report.

E. Draft audit opinion

Other information

The Head of Finance and Property is responsible for the other information. The other information comprises the information included in Annual Governance Statement and the Statement of Accounts, other than the financial statements, and our auditor's report thereon. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements, or our knowledge obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of the other information, we are required to report that fact.

We have nothing to report in this regard.

Other information we are required to report on by exception under the Code of Audit Practice

Under the Code of Audit Practice published by the National Audit Office in April 2020 on behalf of the Comptroller and Auditor General (the Code of Audit Practice) we are required to consider whether the Annual Governance Statement does not comply with 'delivering good governance in Local Government Framework 2016 Edition' published by CIPFA and SOLACE or is misleading or inconsistent with the information of which we are aware from our audit. We are not required to consider whether the Annual Governance Statement addresses all risks and controls or that risks are satisfactorily addressed by internal controls.

We have nothing to report in this regard.

Opinion on other matters required by the Code of Audit Practice

In our opinion, based on the work undertaken in the course of the audit of the financial statements and our knowledge of the Authority, the other information published together with the financial statements in the Statement of Accounts for the financial year for which the financial statements are prepared is consistent with the financial statements

Matters on which we are required to report by exception

Under the Code of Audit Practice, we are required to report to you if:

• we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or

• we make a written recommendation to the Authority under section 24 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or

• we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or;

• we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014 in the course of, or at the conclusion of the audit; or

• we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014, in the course of, or at the conclusion of the audit.

We have nothing to report in respect of the above matters.

Responsibilities of the Authority, the Head of Finance and Property and Those Charged with Governance for the financial statements

As explained in the Statement of Responsibilities, the Authority is required to make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Head of Finance and Property. The Head of Finance and Property is responsible for the preparation of the Statement of Accounts, which includes the financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC Code of practice on local authority accounting in the United Kingdom 2021/22, for being satisfied that they give a true and fair view, and for such internal control as the Head of Finance and Property determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Head of Finance and Property is responsible for assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless there is an intention by government that the services provided by the Authority will no longer be provided.

The Audit and Standards Committee is Those Charged with Governance. Those Charged with Governance are responsible for overseeing the Authority's financial reporting process.

E. Draft audit opinion

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at: www.frc.org.uk/auditorsresponsibilities. This description forms part of our auditor's report.

Explanation as to what extent the audit was considered capable of detecting irregularities, including fraud

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We design procedures in line with our responsibilities, outlined above, to detect material misstatements in respect of irregularities, including fraud. Owing to the inherent limitations of an audit, there is an unavoidable risk that material misstatements in the financial statements may not be detected, even though the audit is properly planned and performed in accordance with the ISAs (UK).

The extent to which our procedures are capable of detecting irregularities, including fraud is detailed below:

• We obtained an understanding of the legal and regulatory frameworks that are applicable to the Authority and determined that the most significant, which are directly relevant to specific assertions in the financial statements, are those related to the reporting frameworks (international accounting standards as interpreted and adapted by the CIPFA/LASAAC Code of practice on local authority accounting in the United Kingdom 2021/22, The Local Audit and Accountability Act 2014, the Accounts and Audit Regulations 2015 and the Local Government Act 2003, the Local Government Act 1972, the Local Government Finance Act 1988 (as amended by the Local Government Finance Act 1992) and the Local Government Finance Act 2012).

• We enquired of senior officers and the Audit and Standards Committee, concerning the Authority's policies and procedures relating to:

- the identification, evaluation and compliance with laws and regulations;

- the detection and response to the risks of fraud; and

- the establishment of internal controls to mitigate risks related to fraud or non-compliance with laws and regulations.

• We enquired of senior officers, internal audit and the Audit and Standards Committee, whether they were aware of any instances of non-compliance with laws and regulations or whether they had any knowledge of actual, suspected or alleged fraud.

• We assessed the susceptibility of the Authority's financial statements to material misstatement, including how fraud might occur, by evaluating officers' incentives and opportunities for manipulation of the financial statements. This included the evaluation of the risk of management override of controls and improper recognition of revenue and expenditure. We determined that the principal risks were in relation to:

- management override of control, in particular journals, management estimates and transactions outside the course of business

- closing journals posted during the preparation of the financial statements.

• Our audit procedures involved:

- evaluation of the design effectiveness of controls that the Head of Finance and Property has in place to prevent and detect fraud;

- journal entry testing, with a focus on the material year end transactions and manual journals posted during the year with high risk charateristics

- challenging assumptions and judgements made by management in its significant accounting estimates in respect of land and buildings, investment property and the defined benefit pension fund net liability valuation

- assessing the extent of compliance with the relevant laws and regulations as part of our procedures on the related financial statement item.

• These audit procedures were designed to provide reasonable assurance that the financial statements were free from fraud or error. The risk of not detecting a material misstatement due to fraud is higher than the risk of not detecting one resulting from error and detecting irregularities that result from fraud is inherently more difficult than detecting those that result from error, as fraud may involve collusion, deliberate concealment, forgery or intentional misrepresentations. Also, the further removed non-compliance with laws and regulations is from events and transactions reflected in the financial statements, the less likely we would become aware of it.

• The team communications in respect of potential non-compliance with relevant laws and regulations, including the potential for fraud in revenue and expenditure recognition, and the significant accounting estimates related to land and buildings, investment property and the defined pension fund net liability valuation

• Our assessment of the appropriateness of the collective competence and capabilities of the engagement team included consideration of the engagement team's

E. Draft audit opinion

- understanding of, and practical experience with audit engagements of a similar nature and complexity through appropriate training and participation

- knowledge of the local government sector

- understanding of the legal and regulatory requirements specific to the Authority including:

- the provisions of the applicable legislation

- guidance issued by CIPFA/LASAAC and SOLACE

- the applicable statutory provisions.

• In assessing the potential risks of material misstatement, we obtained an understanding of:

- the Authority's operations, including the nature of its income and expenditure and its services and of its objectives and strategies to understand the classes of transactions, account balances, expected financial statement disclosures and business risks that may result in risks of material misstatement.

- the Authority's control environment, including the policies and procedures implemented by the Authority to ensure compliance with the requirements of the financial reporting framework.

Report on other legal and regulatory requirements – the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

Matter on which we are required to report by exception – the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

Under the Code of Audit Practice, we are required to report to you if, in our opinion, we have not been able to satisfy ourselves that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2022.

Our work on the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources is not yet complete. The outcome of our work will be reported in our commentary on the Authority's arrangements in our Auditor's Annual Report. If we identify any significant weaknesses in these arrangements, these will be reported by exception in a further auditor's report. We are satisfied that this work does not have a material effect on our opinion on the financial statements for the year ended 31 March 2022.

Responsibilities of the Authority

The Authority is responsible for putting in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources, to ensure proper stewardship and governance, and to review regularly the adequacy and effectiveness of these arrangements.

Auditor's responsibilities for the review of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 to be satisfied that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. We are not required to consider, nor have we considered, whether all aspects of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

We undertake our review in accordance with the Code of Audit Practice, having regard to the guidance issued by the Comptroller and Auditor General in December 2021. This guidance sets out the arrangements that fall within the scope of 'proper arrangements'. When reporting on these arrangements, the Code of Audit Practice requires auditors to structure their commentary on arrangements under three specified reporting criteria:

• Financial sustainability: how the Authority plans and manages its resources to ensure it can continue to deliver its services;

• Governance: how the Authority ensures that it makes informed decisions and properly manages its risks; and

• Improving economy, efficiency and effectiveness: how the Authority uses information about its costs and performance to improve the way it manages and delivers its services.

We document our understanding of the arrangements the Authority has in place for each of these three specified reporting criteria, gathering sufficient evidence to support our risk assessment and commentary in our Auditor's Annual Report. In undertaking our work, we consider whether there is evidence to suggest that there are significant weaknesses in arrangements.

Report on other legal and regulatory requirements – Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate for Burnley Borough Council for the year ended 31 March 2022 in accordance with the requirements of the Local Audit and Accountability Act 2014 and the Code of Audit Practice until we have completed:

• our work on the Authority's arrangements for securing economy, efficiency and effectiveness in its se of resources and issued our Auditor's Annual Report'

• the work necessary to issue our Whole of Government Accounts (WGA) Component Assurance statement for the Authority for the year ended 31 March 2022.

We are satisfied that this work does not have a material effect on the financial statements for the year ended 31 March 2022.

E. Draft audit opinion

Use of our report

This report is made solely to the members of the Authority, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 43 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the Authority's members those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Authority and the Authority's members as a body, for our audit work, for this report, or for the opinions we have formed.

Signature:

Georgia Jones, Key Audit Partner

for and on behalf of Grant Thornton UK LLP, Local Auditor

Liverpool

Date:

F. Audit letter in respect of delayed VFM work

Councillor Lord Wajid Khan of Burnley

Chair of Audit and Standards Committee

12 September 2022

Dear Lord Khan

Delayed Value for Money reporting

Under the 2020 Code of Audit Practice, for relevant authorities other than local NHS bodies we are required to issue our Auditor's Annual Report no later than 30 September or, where this is not possible, issue an audit letter setting out the reasons for delay.

As a result of the ongoing pandemic, and the impact it has had on both preparers and auditors of accounts to complete their work as quickly as would normally be expected, the National Audit Office has updated its guidance to auditors to allow us to postpone completion of our work on arrangements to secure value for money and focus our resources firstly on the delivery of our opinions on the financial statements. This is intended to help ensure as many as possible could be issued in line with national timetables and legislation.

As a result, we have therefore not yet issued our Auditor's Annual Report for 2021-22 including our commentary on arrangements to secure value for money, and it will not be issued by 30 September. We now expect to publish our report no later than 31 December 2022.

For the purposes of compliance with the 2020 Code, this letter constitutes the required audit letter explaining the reasons for delay.

Yours faithfully

Georgia Jones

Director

Grant Thornton

grantthornton.co.uk

Annual Governance Statement

2021/22

CONTENTS

INTRODUCTION

1. SCOPE AND RESPONSIBILITY

1.1 Burnley Borough Council is responsible for ensuring that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and properly accounted for, and used economically, efficiently and effectively. Burnley Borough Council has also a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

1.2 In discharging this overall responsibility, Burnley Borough Council is responsible for putting in place proper arrangements for the governance of its affairs; facilitating the effective exercise of its functions, which includes arrangements for the management of risk.

1.3 Burnley Borough Council has approved and adopted a Code of Corporate Governance, which is consistent with the principles of the CIPFA[1]/SOLACE[2] Framework *Delivering Good Governance in Local Government*. A copy of the code is on our website at:

Part 5.8 Local Code for Corporate Governance 2019 LP251119.pdf (moderngov.co.uk)

Or can be obtained from:

Legal & Democratic Services
Burnley Borough Council
Town Hall
Manchester Road
Burnley
BB11 9SA.

1.4 This statement explains how Burnley Borough Council has complied with the Code and also meets the requirements of regulation 6(1)[a] of the Accounts and Audit (England) Regulations 2015, which requires all relevant bodies to prepare an Annual Governance Statement.

2 THE PURPOSE OF THE GOVERNANCE FRAMEWORK

2.1 The Governance Framework comprises the systems and processes, and culture and values, by which the authority is directed and controlled and its activities through which it accounts to, engages with, and leads its communities. It enables the council to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate services and value for money.

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[1] Chartered Institute of Public Finance and Accountancy

[2] Society of Local Authority Chief Executives

2.2 The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of Burnley Borough Council's polices, aims and objectives, to evaluate the likelihood and potential impact of those risks being realised, and to manage them efficiently, effectively and economically.

2.3 The Governance Framework has been in place at Burnley Borough Council for the year ended 31st March 2022 and up to the date of approval of the Annual Statement of Accounts.

3. THE GOVERNANCE FRAMEWORK

3.1 The key elements of the Council's governance arrangements are outlined in the Local Code of Corporate Governance. Some of these features of the Governance Framework are explained in the following paragraphs.

3.2 The **Strategic Plan** sets out the contribution we will make to enabling communities in Burnley to thrive now and in the future. The Strategic Plan is linked to the revenue and capital budget, ensuring that the aspirations in the plan are realistic in the context of the funding constraints placed on the Council. The Strategic Plan is reviewed on an annual basis. The review takes account of **feedback** from surveys conducted with the public in Burnley.

3.3 Delivery of the Strategic Plan is supported by **Service Plans** and individual's **Performance Development Reviews**. These include competencies, targets and, where appropriate, service standards against which service quality and improvement can be measured. Officers attend staff conferences and participate in job chats amongst other means to keep informed of organisational and service development.

3.4 Burnley Borough Council's **Constitution** sets out how the Council operates, how decisions are made and the procedures that are followed to ensure that these are efficient, transparent and accountable to local people. It establishes the roles and responsibilities for members of the Executive, Regulatory and Standards Committees, together with officer functions. It includes the Scheme of Delegation, codes of conduct and protocols for member/officer relations. The Constitution is regularly reviewed to ensure that it continues to be fit for purpose.

3.5 The Constitution also contains **procedure rules** including Standing Orders and Financial Procedure Rules that define how decisions are taken and where authority rests for decision making. The **statutory roles** of Head of Paid Service, Chief Finance Officer and Monitoring Offer are described together with their contributions to provide robust assurance on governance and that expenditure is lawful and in line with approved budgets and procedures. The influence and oversight exerted by the Head of Paid

Service (the Chief Executive) and the Chief Finance Officer (Head of Finance and Property) is backed by the post-holders' membership of the Management Team.

3.6 The **Chief Financial Officer** (CFO) has responsibility for the proper administration of the Council's financial affairs. This includes responsibility for maintaining and reviewing Financial Procedure Rules to ensure they remain fit for purpose and submitting amendments to Full Council for approval. The Chief Financial Officer is also responsible for reporting, where appropriate, breaches of the Rules to the Executive and/or the Council. The Chief Financial Officer reports directly to the Chief Operating Officer.

3.7 The role of the CFO has been defined by CIPFA in its document titled, 'The Role of the Chief Financial Officer, in Local Government'. The Council's financial management arrangements conform to these governance requirements, and this is explained in the constitution.

3.8 The Head of Finance and Property fulfils the role of **Head of Internal Audit**. This includes championing best practice and assessing adequacy in governance, management, and risk, providing an opinion on these aspects, and leading an effective Internal Audit service.

3.9 The **Full Council** and the **Executive** are the decision-making bodies of the Council. **Regulatory Committees** including Development Control and Licensing Committees undertake decisions delegated to it under the Constitution. The Council's **Scrutiny Committee** works to improve service delivery and to review the Executive decisions. The **Audit and Standards Committee** oversees the review of the Council's audit and governance arrangements and the production of this statement.

3.10 In recognition of the exposure to fraud, the Council has adopted an **Anti-Fraud Bribery and Corruption Policy** which is part of the Constitution. This is relevant to all members, officers and its partners. Fraud risks are considered as part of strategic and service risk management. Fraud awareness training is made available to further raise awareness of the matter.

3.11 To complement the anti-fraud policy, Council has a **complaints procedure** and a **whistle-blowing policy** that is maintained and regularly reviewed, which provide the opportunity for members of the public and staff to raise concerns when they believe that appropriate standards have not been met. The **Audit and Standards Committee** is responsible for overseeing the investigation of complaints against members and promotion and maintenance of high standards of conduct in the authority.

3.12 The Council has an embedded **risk management** function. The Risk Management Policy and Strategy are reviewed regularly. The Risk Management Group draws together risk issues from across the authority to ensure that issues and concerns are shared and that a consistent approach is adopted throughout the organisation.

3.13 **The Data Protection Act 2018 (UK General Data Protection Regulation** GDPR**)** came into force in 2018. It is recognised that the data protection requirements present a significant risk to the Council, however controls and measures are in place. While significant, the risk is considered acceptable at this time.

3.14 **Training** needs of members and officers are identified through appraisal and review processes. Appropriate training is made available to staff to ensure that individuals are able to undertake their present role effectively and that they have the opportunity to develop to meet their and the Council's needs. All newly elected members undertake an induction programme so that they can make an effective contribution to the work of the authority. Specific committee training is given to members so that they may discharge their responsibilities more effectively along with general member development training such as on finance and conduct. The Council is committed to continue to embed best practice within our organisational development and Health and Wellbeing work.

3.15 The Council is committed to **partnership** working. The Strategic Partnerships with Urbaser, Liberata and Burnley Leisure will ensure that vital services will continue to be delivered in these financially challenging times. The **Burnley Bondholders** work to promote Burnley in the region and wider area.

3.16 The council declared a **climate emergency** in 2019 and has since committed to making the borough carbon neutral by 2030. It set out its **climate change strategy** in 2021/22 and has started to implement the commitments it made.

Impact of the Covid-19 Pandemic

3.17 In February 2020, the Council activated its business continuity plans and adopted approaches to maintain critical business activities. A Business Response Group was in operation between the Council and some of its partners. Regular meetings were place until October 2021.

3.18 The Council maintained engagement with Lancashire Resilience Forum and still follows the national guidelines for local authorities.

3.19 **The Community Recovery Strategy** continues to demonstrate how the Council, and its partners meet the challenges of the pandemic and will build on the opportunities it has created.

3.20 The Council has continued during 2021/22 to meet the Pandemic challenges through the provision of emergency accommodation for the Homeless, supporting the community Hub (including volunteers and partner organisations and food banks), and the funding for the local economy through the Business Support Grants scheme.

3.21 The organisation has adopted hybrid home working arrangements for applicable staff. Services that were closed have been reopened or adapted to comply with national guidelines covering living with Covid.

3.22 Committee meetings and other meetings have returned to face-to-face arrangements.

3.23 The main areas of the Council's Governance Framework, and key evidence of delivery, are set out next, under the headings of the seven **CIPFA/SOLACE Core Principles of Good Governance**.

BEHAVING WITH INTEGRITY, DEMONSTRATING STRONG COMMITMENT TO ETHICAL VALUES AND RESPECTING THE RULE OF THE LAW.

- Codes of Conduct exist for both officers and members
- Statutory Officers are in post:
  - the Chief Executive as Head of Paid Service,
  - Chief Operating Officer as the Monitoring Officer
  - the Head of Finance and Property as the Section 151 Officer.
- The Constitution and Scheme of Delegation define the roles and responsibilities of officers and members, and sets out the rules on how the Council conducts its business
- TEAM values are in place.

ENSURING OPENNESS AND COMPREHENSIVE STAKEHOLDER ENGAGEMENT.

- Council meetings are conducted in public; decisions have been properly recorded and are in the public domain.
- Public consultations have been carried out:
  - Gambling Policy
  - Supplementary Planning Documents (SPD):
    - Shopfront & Advertisement Design SPD (adopted)
    - Developer Contributions SPD (adopted)
    - Air Quality Management: Protecting Health and Addressing Climate Change SPD (adopted)
    - Local List SPD (adopted)
    - Houses in Multiple Occupation and Small Flats SPD (adopted)
  - Selective licensing extensions:
    - Leyland Road
    - Burnley Wood and Healey Wood
- Partnership boards for the strategic partners:
  - Liberata
  - Urbaser

DEFINING OUTCOMES IN TERMS OF SUSTAINABLE ECONOMIC, SOCIAL AND ENVIRONMENTAL BENEFITS.

- The Strategic Plan is in place and is underpinned by Service Plans.
- The Community Recovery Strategy and Climate Change Strategy are in place.
- Balanced Scorecards are used to monitor the achievement of stated outcomes.

- The Council makes best use of resources by always considering options for the way services are delivered.

DETERMINING THE INTERVENTIONS NECESSARY TO OPTIMISE THE ACHIEVEMENT OF INTENDED OUTCOMES.

- Balanced Scorecards exist to monitor progress on intended outcomes.
- Decision makers receive analysis of options to achieve intended outcomes. This includes risk analysis associated with making key decisions.
- The Council is continually reviewing how services are provided.

DEVELOPING THE ENTITY'S CAPACITY, INCLUDING THE CAPABILITY OF ITS LEADERSHIP AND THE INDIVIDUALS WITHIN IT.

- Member training programmes are in place. Training during 2021/22 included several finance related training events.
- Officer training is identified during Performance Development Reviews which is linked to the Service Plan.
- New officers receive corporate and service unit induction. Training is also provided to new members.
- Arrangements are in place to maintain the health and wellbeing of the workforce.
- There are regular meetings between the Chief Executive and the Leader of the Council. Similar meetings take place between Heads of Service and Executive Members.

MANAGING RISKS AND PERFORMANCE THROUGH ROBUST INTERNAL CONTROL AND STRONG FINANCIAL MANAGEMENT.

- There is a risk management framework in place that identifies and reports risk and how it is managed.
- The system on Internal Control is reviewed on an on-going basis by Internal Audit.
- The Head of Finance and Property Services is responsible for the financial management of the council and is the Section 151 Officer.
- Robust budget monitoring arrangements for both capital and revenue with budget reporting to management team and members.
- The council has an appropriate anti-fraud and corruption culture.

IMPLEMENTING GOOD PRACTICES IN TRANSPARENCY, REPORTING AND AUDIT TO DELIVER EFFECTIVE ACCOUNTABILITY.

- Information on the decision-making process is readily available to all stakeholders.
- Internal Audit will review the internal control framework on an on-going basis, particularly the key financial systems.
- Internal Audit have provided an objective opinion on the internal control framework that was in place for 2021-22

- External Audit (Grant Thornton) will review the arrangements that the Council has in place to secure value for money. This will also provide an opinion on the accuracy and completeness of the Statement of Accounts.

THE EFFECTIVENESS OF THE GOVERNANCE FRAMEWORK

4. REVIEW OF EFFECTIVENESS

4.1 Burnley Borough Council has responsibility for conducting, at least annually, a review of the effectiveness of its Governance Framework, including the system of internal control. The review of effectiveness is informed by the work of the Management Team, who have responsibility for the development and maintenance of the governance environment, the Head of Internal Audit's annual report and the findings and reports issued by the external auditors.

4.2 Burnley Borough Council's Internal Audit section, via specific responsibility assigned to the Head of Internal Audit, is required to provide an annual independent and objective opinion to the Authority on its risk management, governance and control environment. The Head of Internal Audit's report for 2021/22 concluded that the Council's internal controls continue to operate effectively.

4.3 The review of compliance with the Governance Framework has involved:

- Heads of Service and key officers (Chief Finance Officer, Monitoring Officer and Health & Safety Officer) providing signed Assurance Statements to Management Team. These have been supported by a control and risk self-assessment questionnaire and were collated by Internal Auditors. Additional questions relating to the impact of the pandemic were included in the questionnaire. Management Team considered these statements and the signed Assurance Statement from the Chief Operating Officer.
- Liberata providing a signed Assurance Statement to the Chief Operating Officer.
- Executive Members and Chair of Scrutiny completing a self-assessment questionnaire and providing a signed Assurance Statement to the Leader of the Council and Chief Executive.
- Internal Audit completing a review of the corporate documents and evidence for the key elements of Governance and Internal Control. The Internal Audit Opinion (draft) is included as part of the consideration, as are external audit reports etc.
- A draft of the Annual Governance Statement is prepared and provided to Management Team.
- An Annual Governance Statement is then provided to the Chief Executive and Leader to sign.
- Work is currently ongoing with the Financial Management Code.

4.4 Governance arrangements continue to be regarded as fit for purpose in accordance with the Governance Framework. The review process has highlighted no significant issues.

5. FUTURE CHALLENGES

5.1 Burnley Council has recognised current and future financial challenges in its strategic risk register and medium-term financial strategy. The authority will continue to meet these challenges as it has done in the past; taking steps to manage this by considering modernisation and rationalisation.

5.2 Burnley Council will continue to deal with and respond to the issues arising from coronavirus pandemic. This includes involvement with the economic recovery in the local community and dealing with the financial impact of the pandemic.

6. ACTION TAKEN TO ADDRESS PREVIOUS ISSUES

6.1 No significant issues had been identified on the previous (2020/21) governance statement.

7. CERTIFICATION

7.1 The Council has governance procedures that contain comprehensive systems, cultures and values by which it is controlled, and through which it engages with the community in a timely, inclusive, open, honest and accountable manner.

Signed: .... **Signed**: ....

Leader of the Council **Chief Executive**

Date: ____________________ **Date:** ____________________

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AUDIT & STANDARDS COMMITTEE

Work Programme 2022/23 – as at 7th November 2022

DATE OF MEETING	AREAS TO BE CONSIDERED
6th July 2022	• Approval of 2020/21 Statement of Accounts (Audited SoA, Letter of Representation, External Audit Findings and Signed AGS 2020/21) • Internal Audit Opinion 2021/22 • CIPFA Audit Committee Position Statement 2022 • Standards Complaints Update • Work Programme 2022/23
22nd September 2022	• External Audit Plan 2021/22 – Grant Thornton • External Audit Annual Report – Grant Thornton • External Audit Progress Report & Sector Update • Internal Audit Progress Report 2022/23 Q1 • Strategic Risk Register • Annual Governance Statement 2021/22 • Work Programme 2022/23
16th November 2022	• Approval of Audited Statement of Accounts
26th January 2023	• ~~Approve Audited Accounts 2021/22~~ Moved to 16th November 2022 • External Audit Progress Report 2021/22 • External Audit Plan 2022/23– Grant Thornton • Annual Governance Statement 2022/23 Arrangements • Internal Audit Progress Report 2022/23 Q2 • Fraud Risk Assessment 2022/23 • Strategic Risk Register • Regulation of Investigatory Powers Act – Annual Return • Standards Complaints Update • Work Programme 2022/23
16th March 2022	• External Audit Plan 2022/23-Grant Thornton • External Audit Progress Report 2022/23 • External Audit Annual Audit Letter • Audit Findings 2021/22 and Annual Statement of Accounts 2021/22 • Annual Governance Statement 2021/22 • Internal Audit Progress Report 2022/23 Q3 • Strategic Risk Register 2022/23 • Terms of Reference of Audit and Standards Committee – Refresh (tbc) • Work Programme 2022/23

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