

# **DRAFT STATEMENT OF ACCOUNTS**

for the year ended  
31<sup>st</sup> March 2025

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## Introduction

**This Statement of Accounts for the year ended 31<sup>st</sup> March 2025 has been prepared and published in accordance with the Code of Practice on Local Authority Accounting 2024/25, issued by the Chartered Institute of Public Finance and Accountancy and the Accounts and Audit Regulations 2015.**

The accounting policies adopted by the Council comply with the relevant recommended accounting practices and the latest revisions to these from 1 April 2024. There have been no major changes in the Council's statutory functions during the year.

### The Key Accounting Statements

The Statement of Accounts comprises Core Financial Statements and related notes along with Supplementary Financial Statements. The Core Financial Statements are as follows:-

- **Movement in Reserves Statement** – This 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 'unusable reserves'. 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.
- **Comprehensive Income and Expenditure Statement** – This Statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount funded from Council Tax. Councils raise Council Tax to cover expenditure incurred in accordance with regulations; 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.
- **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 Council (assets less liabilities) are matched by the reserves held by the Council. Reserves are reported in two categories; usable and unusable. Usable reserves are those reserves that the Council may use to provide services. Unusable reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), and reserves that hold timing differences shown in the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations
- **Cash Flow Statement** – The Cash Flow Statement shows the changes in cash and cash equivalents of the Council 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.

In addition to the core statements outlined above is the **Expenditure and Funding Analysis (EFA)**. The Expenditure and Funding Analysis shows how annual expenditure is used and funded from resources (government grants, Council tax and business rates) by the Council in comparison with those resources consumed or earned by the Council in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the Council's service departments.

### **Supplementary Statement**

**The Collection Fund** is an agent's statement required by law. It shows transactions that have arisen because Pendle Borough Council is a billing authority responsible for the collection and distribution of Council Tax and Business Rates on behalf of Central Government and presenting authorities. In addition to Pendle, the major presenting authorities for Council Tax are Lancashire County Council, the Police and Crime Commissioner for Lancashire and the Lancashire Fire and Rescue Service. The Collection Fund records the income we receive from local tax payers and the money that is paid out as precepts.

The Government introduced the Business Rates Retention scheme in 2013/14 as part of its reform of the local government finance regime under which a key objective is to provide an incentive for Councils to generate business growth in their locality. There are also financial risks associated with the scheme arising from potential losses due to non-collection and changes in the business rate base as a result of appeals by businesses against their rating assessment. During 2024/25 under this scheme the Council retains 40% of total business rate income. The remainder is apportioned to the Government (50%), the County Council (9%) and the Fire Authority (1%) in accordance with regulations governing the scheme.

Our accounting policies are outlined in this document on page 20 and have been fairly and consistently applied. We keep proper and up-to-date accounting records and take all reasonable steps to prevent and detect fraud and irregularities which might undermine the figures provided in these accounts.

The Director of Resources (DoR) is the statutory officer responsible for the proper administration of the Council's financial affairs. The DoR is required by law to confirm that the Council's system of internal controls and related governance arrangements can be relied upon to produce an accurate Statement of Accounts. The DoR's statement of assurance appears on page 39 of this document.

## Narrative Report for 2024/25 by the Director of Resources

The Statement of Accounts has been prepared in accordance with the requirements of the Chartered Institute of Public Finance and Accountancy (CIPFA). It aims to provide information so that members of the public, including electors and residents of Pendle, Councillors, partners, stakeholders and other interested parties can:

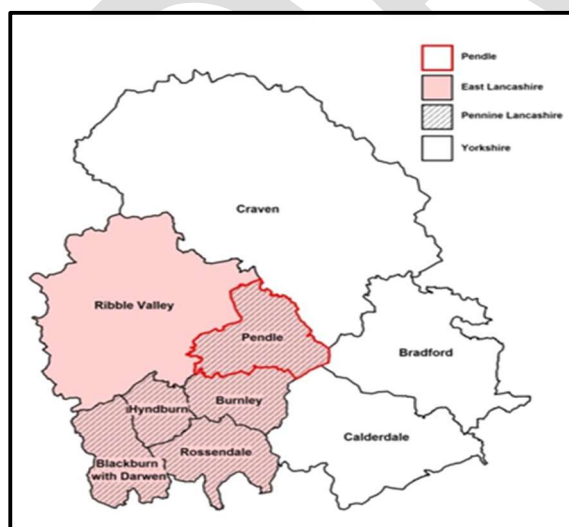
- Understand the overall financial position of the Council and the outturn for 2024/25.
- Have confidence that the public money with which the Council has been entrusted has been used and accounted for in an appropriate manner, and
- Be assured that the financial position of the Council is sound and secure.

The Council continues to review the content of the accounts as recommended by CIPFA and our External Auditor.

This Narrative Report provides information about Pendle, including key issues affecting the Council and its accounts. It also provides a summary of the Council's financial position at 31<sup>st</sup> March 2025 and adopts the following structure:-

1. An introduction to Pendle
2. Key facts about Pendle
3. Information about the Council
4. The 2024/25 revenue budget process and medium term position
5. The capital programme for 2024/25 and over the medium term
6. Financial performance of the Council in 2024/25
7. Non-financial performance of the Council in 2024/25
8. Overview of strategic risks facing the Council
9. The financial outlook to 2027/28
10. Access to further information

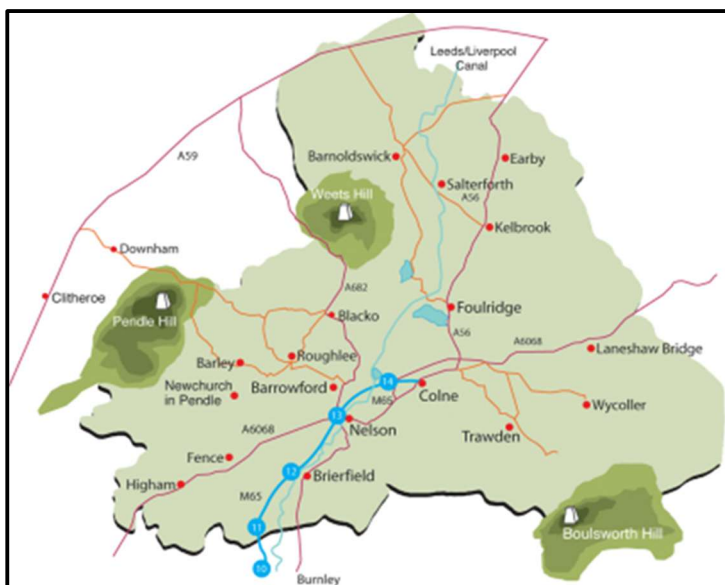
### An introduction to Pendle



The Borough of Pendle is situated in north-west England on the border between Lancashire and Yorkshire. A product of local government reorganisation in 1974, it is one of twelve district Councils in the county of Lancashire. Together with Blackburn-with-Darwen, Burnley, Hyndburn and Rossendale it forms part of the Pennine Lancashire sub-region.

To the west and south, Pendle shares its border with the Lancashire districts of Ribbles Valley and Burnley. To the southeast Calderdale and Bradford which are both part of West Yorkshire, whilst to the north and east lies Craven which is in North Yorkshire.

## Key facts about Pendle



### Geography

The Borough covers an area of 169.4 km<sup>2</sup>, and takes its name from Pendle Hill which stands prominently at a height of 557m in the west of the Borough. Pendle Hill also forms part of the larger Forest of Bowland Area of Outstanding Natural Beauty, which extends into Ribble Valley and Lancaster.

The south of the Borough is comprised of an extensive broad valley which is highly urbanised. This extends into narrower rural steeply sided valleys with moorland tops to the north, south and east. The north of the borough,

West Craven is in stark contrast to this landscape with a predominantly rural character marked by distinct drumlin features.

The Lancashire Green Belt extends into the Borough from the west, occupying much of the undeveloped central part of the M65 urban corridor. The Green Belt fulfils an important function in maintaining separation between Nelson, Barrowford, and Colne. Within Pendle there are 329 Listed Buildings, 11 scheduled monuments, and 23 Conservation Areas. The built heritage of the Borough largely relates to traditional farming landscape and its industrial legacy.

Two-thirds of Pendle's population is concentrated in four adjoining settlements - Nelson, Colne, Brierfield and Barrowford – situated in the south of the Borough. This densely populated urban area extends 8km north-east from the boundary with neighbouring Burnley. To the north, Barnoldswick and Earby are the largest settlements in West Craven. The overall population for the area is 97,039 (ONS 2023 mid-year population estimate).

### Towns and Villages

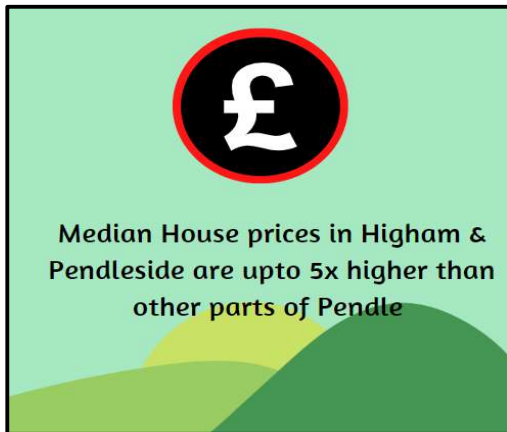
- **Nelson** (pop. 33,800) is the largest town in Pendle and its administrative centre. It grew from a series of small hamlets during the 18th and 19th Century with industrialisation associated with the textile industry. The Nelson Town Centre Masterplan, approved in December 2021, seeks to reverse the declining fortunes of the town centre. The Council has received £25 million Town Deal funding and has established a Town Deal Board to take the project forward.
- **Colne and surrounding villages and hamlets** (pop. 23,100) is an attractive market town with medieval origins which sits prominently on a ridge. The town centre retains a high proportion of independent retailers such as Boundary Mill which can be found at the end of the M65 along with cafes and restaurants lining the high street and a number of well used theatres make it a popular night-time destination. In January 2023 the Council was granted c£6.5 million levelling up Funding for town centre projects.
- **Barrowford and surrounding villages and hamlets** (pop. 9,900) Barrowford is a large linear settlement sitting astride the busy A682 and retains strong links with the industrial towns to the south and the rural villages Pendle side to the north.
- **Brierfield** (pop. 10,900) is home to former textile mills along the banks of the Leeds and Liverpool Canal which have been converted to residential, commercial and retail uses.



- **Barnoldswick** (pop. 9,200) is the home of the jet engine, with Rolls-Royce making a significant contribution to its economy and is a large employer. Silentnight, a manufacturer of beds, is also based in the town and is a major employer.
- **Earby** (pop. 4,400) lies just 3km east of Barnoldswick. The West Craven Business Park has attracted new investment and a significant number of jobs into the area.

## Housing

Pendle has deep-seated and challenging housing problems. It was formerly within the Pennine Lancashire Housing Market Renewal (HMR) pathfinder, one of just nine in the country that ended in 2010. In 2024, Pendle had 41,640 dwellings - a major part of this infrastructure (54%) built before 1919, more than twice the national average. Of all the Lancashire districts, Pendle has the highest proportion of its housing stock (60.5%) in the lowest Council tax band (Band A); with 89% of the stock in private ownership. However, there is a significant need for affordable housing in Pendle with needs assessed at between 187 and 257 dwellings per year. The Council does not own any housing stock, and is reliant on registered providers to meet these needs.



Average property prices within Pendle are less than half the national average at £134K (March 2023). Detached properties, given their limited supply, sell for a significant premium in contrast to the average position at £315K. House prices also vary substantially within the Borough with properties at their cheapest within the urban M65 corridor. The affordability ratio for Pendle is 4.8 which is significantly below the national average. With affordability declining at one of the fastest rates in Lancashire, driven by high demand in rural areas, limited new stock, low wages and the type of housing available for purchase.

Viability is a significant challenge in the urban areas of Pendle. The Council has established a joint venture, PEARL, with local construction company Barnfield as a means to encourage regeneration in the Borough. Homes England funding has been secured for the development of affordable housing schemes on a number of major sites within Nelson and Colne. The Council has also been successful in bids for government funding to support the regeneration of Colne and Nelson Town Centres attracting investment of £6.5 million (Levelling Up) and £25 million (Town Deal) respectively.

There has been a significant reduction in empty properties in Pendle over the last few years. As of October 2023, there were 1,133 empty properties which equates to 2.7% of all dwellings. As a comparison, the average for the districts of Lancashire was 3.2%. Of much greater concern is the number of properties which have been long-term empty. Of the 635 properties considered long-term empty in October 2023, there were 41 empty for over five years and 24 empty for over 10 years. All empty properties are considered a wasted resource and may contribute towards problematic issues such as blight.



The most recent Pendle House Condition Survey revealed that 36.3% failed the Decent Homes Standard and according to the Housing Health and Safety Rating System, 22.1% contain a Category 1 hazard. This hazard is excess cold due to the stone construction.

Older homes, which dominate the private rented sector, tend to have a lower energy efficiency rating. This means that households in the lower income brackets are most susceptible to fuel poverty, as they are likely to pay a greater proportion of their income on fuel and keeping warm. With 19.6% of all households considered to be in fuel poverty in 2022, tackling this issue remains a key priority for Pendle, particularly in parts of Brierfield and Nelson, where one-quarter of all households are estimated to be in fuel poverty. The main factors that determine this are the energy efficiency status of the property, the cost of energy and low household income. The profile of the rented stock differs markedly from the national profile with private rented housing (18.1%) significantly higher than the national average (11.0%) and the overall proportion of social rented housing is significantly lower at 11.9% compared to 18.0%.

### **Deprivation**

The 2019 Indices of Deprivation reveals that Pendle was the 36th most deprived area out of 317 authorities in England, when measured by the rank of average LSOA rank. Pendle is the 6<sup>th</sup> most deprived district in the country for living environment. This places Pendle within the top 11% most deprived places in England. 18 of its 57 LSOAs are among the 10% most deprived in the country. Pendle is in the most deprived 20% of the lower-tier Councils in England on the IMD average rank measure. In contrast, adjoining Ribbles Valley is in the least deprived 20% in England.

### **Income and Employment**

There are around 33,500 jobs within Pendle and 3,145 employers. Only 10 employers based within the Borough employ more than 250 people with the majority employing less than five. Around 30% of residents in Pendle are employed in the manufacturing industry, with 1 in 10 Pendle businesses in the manufacturing sector. This is significantly higher than the regional and national averages and is the second highest in England. Pendle forms part of one of the largest aerospace manufacturing clusters in Europe which stretches west across Lancashire to the Fylde. Rolls-Royce in Barnoldswick is a core part of this cluster. Operations at Rolls-Royce are currently being rationalised following the effects of the pandemic on the aerospace industry with significant job losses feared. This is likely to have a knock-on effect to suppliers also based within the Borough.

The relatively narrow industrial base of Pendle and its reliance on the manufacturing industry means it is especially at risk of economic decline. The Borough took significantly longer than the wider region to recover from the 2008 economic recession and early data suggests that residents and businesses have been hit particularly hard by the economic effects of the pandemic with recovery slower than the regional and national average. The industrial base of Pendle also affects wages. Weekly wages (£565.50) are lower than the regional (£627.40) and national averages (£677.70). This disparity is even more significant for residents of the Borough with inward commuters tending to take higher paid jobs. The lowest wages are concentrated in Brierfield, Nelson and Colne.

The major employment site within the Borough is Lomeshaye which is a relatively modern industrial estate built following the development of the M65 motorway. Retail, health and education also make an important contribution to the economy of Pendle and are major employers. The largest employer in the Borough is Boundary Mill Stores which is based in Colne. Retail presence within the town centres is largely made up of small independent outlets – a strength in towns like Colne and Barnoldswick.

Moreover, tourism has increasingly become important to Pendle with visitors attracted by the high quality landscape, industrial legacy, and cultural history. The Council has had success in marketing the Borough as a destination for cyclists. Pendle is also an important centre for manufacturing bicycles and fitness/sports.



## Tourism & Recreation



Almost 62% of the borough (16,660 hectares) is officially designated as open countryside, with the three peaks of Pendle (557m, as displayed in the image), Weets (397m) and Boulsworth (517m) overlooking a gently rolling landscape containing some of the most interesting and attractive villages in Lancashire.

The Leeds and Liverpool Canal is a major feature and attraction within both the urban and rural areas. Tourism provides an

increasingly important contribution to the local economy. There are currently 77 attractions and 54 accommodation providers in the district.

The latest figures available indicate there are almost 3million visitors to Pendle annually. Visitor spend is around £130million per year with 28% of this from staying visitors. The Tourism and hospitality industry supports around 1,700 full time jobs locally.

The Pendle area hosts a number of significant events throughout the year including the Colne Cycling Grand Prix, Pendle Walking Festival (one of the UK's largest free walking festivals) as well as the multi-award winning Great British Rhythm and Blues Festival attracting thousands of people to the area each year.

### **Did you know?**

Pendle is most famous for its links to the now notorious witch trials of 1612. Villages like Barley and Roughlee have become a tourist attraction and base from which people climb Pendle Hill, or visit the home of one of the most famous of the Pendle Witches, Alice Nutter, who has a sculpture built of her in the village

## Information about the Council

### Our Corporate Plan 2023 - 2027

As a Council we have signed up to the vision and we are committed to working with our partners to ensure we achieve our vision:

***“Pendle: A richly characterful place with ambition, opportunities and strong connections.”***

***Pendle Borough Council: Working to deliver an approachable, responsive and efficient Council that aims to foster happy communities thriving in an economically ambitious and sustainable way.***

The Corporate Plan sets out our ambitions and priorities for the years ahead. It outlines what we want to achieve and how we intend to do it.

Our Financial Strategy is informed by the key priorities. How we intend to achieve our priority outcomes, can be found in our individual service plans and target delivery plans/ policies and strategies.

The Council's four strategic priorities are as follows;



### **Our Leadership**

In 2019, the Council's Political Make-Up and leadership underwent a review of its electoral arrangements by the Local Government Boundary Commission. This reduced the number of Councillors from 49 to 33 and the number of wards from 20 to 12. These are a mix of three, two and one single member. The Council continues to have elections by thirds i.e. a third of the councillors are elected every year for 3 years, with no elections in the 4th year. The political make-up as at 31<sup>st</sup> March 2025 is:

Party	Elected Members
Conservative	11
Independent	10
Liberal Democrat	9
Pendle's True Independents	2
<b>Total</b>	<b>32*</b>

\*One seat was vacant as at 31<sup>st</sup> March 2025.

In 2023/24 the Council moved from a committee system to a Leader and Executive model. The Leader of the Council has responsibility for the appointment of Members of the Executive, the allocation of Portfolios and the delegation of executive functions.

The Executive is comprised of a Leader and six Councillors, exercising responsibility for strategic decision making, implementation of agreed policies, providing political leadership and recommending proposals for approval by full Council on the budget, Council Tax levels and the Council's policy framework.

### **Senior Management Team**

Supporting the work of Elected Members is the organisational structure of the Council headed by the Chief Executive. The Chief Executive leads the management of the Council through the Corporate Management Team comprising of Directors, Assistant Directors and Heads of Service.

The Chief Executive and the members of the Management Team provide managerial leadership of the Council and support Elected Members in:

- Developing strategies;
- Identifying and planning resources;
- Delivering plans;
- Reviewing the Authority's effectiveness with the overall objective of delivering the strategic plan where everyone does their bit to foster happy communities thriving in an economically ambitious and sustainable way;
- Delivering effective services for the borough's diverse communities; and
- Ensuring that Pendle plays a full part in national, regional and sub-regional activities.

The Chief Executive is the Head of Paid Service and Returning Officer, the Head of Legal Services is the Monitoring Officer, and the Director of Resources is the s151 Officer.

The officer leadership structure as at 31st March 2025 is shown overleaf. Rose Rouse was the Chief Executive for the majority of 2024/25, leaving in March 2025.

# Pendle Borough Council Structure

## CHIEF EXECUTIVE (INTERIM)

(Head of Paid Service and Returning Officer)



**Lawrence Conway**

- Overall responsibility for running the Council on a day-to-day basis
- Responsible for staff and performance
- Main link between Councillors & Officers
- Principal policy adviser to the Council and Executive
- Develops corporate policy and strategy to reflect political priorities
- Represents the Council's interests externally, including Lancashire 2050
- Lead on the development of effective partnerships

## DIRECTOR OF PLACE



**Phillip Spurr**

- Economic development, regeneration and inward investment
- Climate change
- JV companies director role
- Major service transformation
- Leisure client
- Client of assets

## DIRECTOR OF RESOURCES (s.151)



**Karen Spencer**

- Strategic finance
- Corporate Planning & Performance
- Governance
- Liberata contract management



**Asst. Director OPERATIONAL SERVICES**  
David Walker

- Waste Management
- Street Cleansing
- Refuse Collection & Recycling
- Landscape Maintenance
- Bereavement Services
- Fleet Street Administration Support
- Environmental Crime
- Parks, Sports & Green Spaces
- Countryside Access
- Emergency Planning
- Health and Safety

**Head of ECONOMIC GROWTH**  
Iftikhar Bokhari

- Economic Development
- Regeneration
- Climate Change
- Corporate Property
- Leisure

**Head of HOUSING & ENVIRONMENTAL HEALTH**  
Sarah Whitwell

- Housing Strategy
- Housing Needs
- Environmental Health (Housing)
- Environmental Health (Commercial)
- Town Hall Service Support
- Health

**Asst. Director PLANNING, BUILDING CONTROL & REGULATORY SERVICES**  
Neil Watson

- Planning Policy
- Development Management
- Building Control
- Conservation
- Tree Preservation
- Planning Enforcement
- Licensing (Taxi and Legal)

**Head of PROPERTY & ENGINEERING**  
Phil Kirby

- Facilities Management
- Office Cleaning
- Estates & Asset Management
- Markets

**Head of FINANCE**  
Gemma-Louise Wells

- Financial Services
- Procurement
- Revenues & Benefits Lead

**Head of LEGAL & DEMOCRATIC SERVICES**  
(Monitoring Officer)  
Howard Culshaw

- Legal Services
- Land Charges
- Democratic Services
- Caretaking
- Mayoralty
- Elections

**Head of POLICY & COMMISSIONING**  
Sarah Astin-Wood

- Policy
- Communications
- Contract Management (Liberata client)
- Governance
- Performance
- Community Safety
- Programme Support

The Council's staffing establishment at the end of March 2025 comprised of 213 full time equivalent staff.

### The 2024/25 Revenue Budget Process and Medium-Term Position

The Council's budget process for the year was shaped by the on-going requirement to make reductions in net expenditure whilst trying to minimise the impact on front-line services for the people of Pendle.

Council agreed a net revenue budget of £16,160m for 2024/25. This included a number of savings across service and a contribution to reserves of £0.117m.

### Council Tax

Council agreed to increase its share of Council tax by £8.67 (2.99%). The Council set a Band D Council tax for the year of £298.59. The total Band D Council tax for the year was £2,300.01 (exc parish precepts), an increase of 3.91% on the previous year made up as follows

£	2023/24	2024/25
Pendle Borough Council	289.92	298.59
Lancashire County Council	1,589.85	1,653.29
Police & Crime Commissioner	251.45	263.40
Fire & Rescue Authority	82.27	84.73
<b>Total Council Tax at Band D</b>	<b>2,213.49</b>	<b>2,300.01</b>

The Council set a Council tax base (expressed as the number of Band D equivalent properties) of 24,956 which represented an increase of 0.76% on the previous year of 24,776.

### Medium Term Financial Plan 2024/25 to 2026/27

The Council's financial strategy is linked to the corporate objectives outlined above and is based around the following 4 themes:-

- **Growing** – promoting housing and employment growth
- **Charging** – where permissible to recover full costs and develop income streams
- **Saving** – reducing net expenditure by means of savings or service efficiencies
- **Stop** – stop spending on areas that are lesser priorities or which are no longer priorities

An update of the Council's medium term financial plan was considered by the Executive in February 2024 covering the plan period to 2026/27.

Medium Term Financial Plan	2024/25	2025/26	2026/27
Net Expenditure	16,160	17,107	16,848
<b>Funded By:</b>			
Council Tax (at 2.99%)	(7,190)	(7,721)	(7,986)
Retained Business Rates	(6,634)	(5,988)	(6,084)
Revenue Support Grant and Core Government Grant	(2,453)	(1,948)	(1,828)
<b>Funding (-) Surplus/Deficit</b>	<b>- 117</b>	<b>1,450</b>	<b>950</b>
Level of Reserves	9,938	8,488	7,538

The scale of savings/efficiencies required over the next three years represents a significant challenge to the Council and work is already underway to develop options for savings and income generation.



## The Capital Programme

The Council is reliant on diminishing receipts from asset disposals, government grant, contributions it can make from its revenue budget and what it can afford to borrow.

The Capital Programme for 2024/25 was approved by the Council in February 2024, the overall programme (2024/25 – 2027/28) was £51.234m. The final outturn spend for 2024/25 was £14.195m against a revised budget of £37.743m.

### **Capital Expenditure and Income 2024/25**

Our Capital Account is used to record expenditure on the acquisition, improvement and enhancement of our assets including, for example, buildings, playing fields and parks. It is also used to account for income received by us for capital projects.

In 2024/25, we spent £14.195m on a range of capital projects. This is summarised in the table below which indicates the expenditure on those projects compared to the Approved Programme.

Capital Outturn 2024/25	Revised Budget £000	Outturn 2024/25 £000	Var 2024/25 £000
Housing	2,118	1,304	(814)
Regeneration	29,825	11,189	(18,636)
Council Assets	2,629	1,205	(1,424)
Resources	23	73	49
Environmental Services	3,000	410	(2,590)
Planning	147	14	(132)
Other	-	-	-
<b>TOTAL</b>	<b>37,743</b>	<b>14,195</b>	<b>(23,548)</b>

The variance shown above will be assessed to determine carried forward amounts to support capital expenditure in 2025/26. The table below shows the sources of capital income used to meet the cost of capital expenditure in the year:

Capital Financing 2024/25	Actual £000
Capital Grants and Contributions (including S106 contributions)	12,624
Revenue Contributions	647
Capital Receipts	494
Prudential Borrowing	1,608
<b>TOTAL</b>	<b>15,385</b>

\*The difference between the 2024/25 capital outturn and the 2024/25 capital financing of £1.190m relates solely to the implementation of the new lease standard IFRS16.



## Service Financial Performance

The table below provides details of financial performance of individual services for 2024/25.

Service Area – Revenue Outturn	Base Budget Inc slippage from 2023/24 £000	Virements / Use of reserves £000	Approved Budget £000	Actual Expenditu re £000	Over/ (Under) Spend £000	Slippage Requeste d £000	Final Over/ (Under) Spend £000
Directorate	39	(39)	0	87	87	-	87
Policy and Commissioning	110	(26)	83	(111)	(194)	(43)	(151)
Financial Services (inc Liberata)	6,445	400	6,846	7,439	593	(4)	597
Democratic & Legal Services	1,461	(14)	1,447	1,326	(121)	(117)	(4)
Planning, Building Control & Regulatory	618	51	668	605	(64)	-	(64)
Operational Services	6,049	150	6,199	6,137	(62)	(129)	67
Property Services	444	(4)	440	950	510	-	510
Economic Growth	1,249	42	1,291	1,210	(81)	-	(81)
Housing & Environmental Health	1,136	54	1,191	1,215	24	-	24
<b>Net Cost of Services</b>	<b>17,551</b>	<b>614</b>	<b>18,165</b>	<b>18,857</b>	<b>692</b>	<b>(293)</b>	<b>985</b>
<b>Corporate Income &amp; Expenditure</b>							
Interest & Investment Income	(750)	-	(750)	(1,892)	(1,142)	-	(1,142)
Other	(314)	(508)	(822)	(842)	(20)	-	(20)
<b>Net Revenue Expenditure</b>	<b>16,487</b>	<b>107</b>	<b>16,594</b>	<b>16,124</b>	<b>(470)</b>	<b>(293)</b>	<b>(177)</b>

## The General Fund Working Balance

In view of the out-turn position outlined above on our General Fund Revenue Account for the year, it has not been necessary to draw on the General Fund Working Balance. At 31st March 2025 the Council retained a General Fund Working Balance of £1.0m. This is unchanged from the position reported for the previous year.

## Treasury Management (Borrowings and Investments)

At 31<sup>st</sup> March 2025, the Council's long term borrowing was £18.359m, this was the same as the balance on 1<sup>st</sup> April 2024. The overall cost of debt at 31st March 2025 was 2.82%.

The balance of investments at 31st March 2025 was £33.1m (compared to £31.75m at the beginning of the financial year). The investment return achieved for the year was 4.89%.

## Pension Fund

The pension liabilities have been assessed on an actuarial basis using an estimate of the pensions that will be payable in future years, taking into account assumptions about inflation and mortality rates, salary levels, factors which can vary over time. The pension liabilities will not become due immediately or all at once as they relate to estimated pensions payable to current scheme members on their normal retirement date. The position reported simply represents a snapshot as at the Balance Sheet date based on prevailing market and other economic conditions and assumptions. As such it may fluctuate markedly from one year to the next.

## Revenue Reserves

As at 31st March 2025 the pre audit balance of revenue reserves is £13.474m (including External Funding Receipts and Developers' Contributions). Of this amount, £1.0m represents the Council's General Fund Working Balance with £12.474m held in specific earmarked reserves. Included within specific reserves is the Budget Strategy Reserve (£4.4m at 31st March 2025) which is used to support future General Fund expenditure.

## **Non-Financial Performance of the Council in 2024/25**

The Council has a robust performance management process to ensure that our plans and strategies have the desired effect and are delivering effective outcomes. Once the Corporate Plan has been agreed by the Council it is managed through a corporate performance management system and monitored by the Executive.

The methods by which we measure our progress in delivering our priorities and achieving our desired outcomes include monitoring our locally driven performance indicator set and our Life in Pendle Survey (which is our Resident Satisfaction survey). The performance indicator set is reviewed on an annual basis to ensure it remains relevant and meaningful and the Life in Pendle Survey is undertaken every two years.

Our Corporate Plan identifies our priorities and objectives and details on how we plan to deliver them. It is supported by the Service Plans. These are used by Service Managers of each service group (including Liberata) as part of the day-to-day management of our services and set out what the service aims to deliver over the coming year and the performance targets it strives to meet. In turn these are also linked to the individual performance management reviews (PMRs) for all staff.

The table below provides a summary highlighting our progress over the last financial year against our core strategic objectives.

<b><u>Providing High Quality Services and Facilities</u></b>	<b><u>Proud and Connected Communities and Places</u></b>
<ul style="list-style-type: none"><li>• The Council hosted a summit with partners to look at ways to improve life for Pendle people</li><li>• Awarded a £1.7m Public Sector Decarbonisation Grant for West Craven Sports Centre and Pendle Wavelengths</li><li>• The Council approved purchase of properties to increase temporary accommodation for Pendle's homeless.</li></ul>	<ul style="list-style-type: none"><li>• Awarded Plan for Neighbourhoods funding which brings a community led £20m investment in Nelson over 10 years</li><li>• Launched 'Bin you Butts' campaign to encourage residents to dispose of litter properly</li><li>• Earby, Barnoldswick and Brierfield secured £675,000 from the Government's UK Shared Prosperity Fund to transform the town centre, restore public pride and help businesses to thrive</li></ul>

### Good Growth

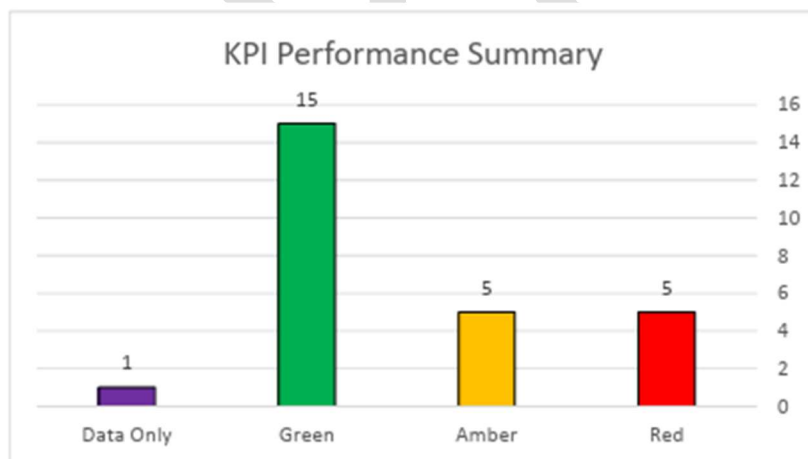
- Took ownership of Pendle Rise Shopping Centre as part of our plans to revitalise Nelson through Nelson Town Deal.
- Renovation work at The Little Theatre, Pendle Hippodrome and The Muni Theatre in Colne was completed bringing them back to their former glory.
- Pendle Business Awards was brought back after a six-year break.
- The Northlight development in Brierfield wins in first ever Lancashire Property Awards.

### Healthy Communities

- New junior playground created in Walverden Park and new cycle track opened in Victoria Park as part of Nelson Town Deal.
- Six of Pendle's parks receive Green Flag for 2024.
- New park created on Netherfield Road to bring 'green' to an urban area.

### Key Performance indicators

The Council has adopted a basket of 24 corporate key performance indicators (KPIs) which have been devised to provide Councillors with a gauge of performance representing a range of services delivered by and on behalf of the Council. This allows the Council to optimise the delivery of our strategic objectives. A report setting out the performance for 2024/25 was reported to the Executive in May 2025 and can be viewed at ([www.pendle.gov.uk](http://www.pendle.gov.uk)). A summary follows below:



Performance on the whole is considered to be fairly good across the Key Performance Indicators despite a number of targets not having been met.

Data Only PIs - this means that targets have not been set due to the nature of the PI (e.g. monitoring trends).

## **Overview of Strategic Risks facing the Council**

We endeavour to ensure that risk is managed across all of our activities. Our Risk Management Framework, supported by our performance management system, allows us to manage business risks in a measured way. It also provides a more robust approach to business planning and better informed decision making fostering a culture where uncertainty does not slow progress or stifle innovation. This ensures that our commitment and resources produce positive outcomes for the people who live and work in Pendle.

Our strategic risk register is a key component in ensuring that significant projects and programmes are delivered and address issues such as meeting community expectations, compliance with legal obligations, resource gaps and workforce development. Our Service Impact Assessments within the Service Planning process will identify gaps linked to equality, cohesion, health and community safety, alongside costs and legal obligations. We also use our approach to risk management to identify and drive opportunities for service development.

The Strategic Risk Register is reported quarterly to the Accounts and Audit Committee and the top key strategic risks faced by the Council were identified as follows:-

<b>Strategic Objectives</b>	<b>Risk (2024/2025)</b>
<b>ALL KEY OBJECTIVES</b>	Financial Sustainability
<b>Providing High Quality Services and Facilities</b>	Organisation's Internal Capacity to Deliver
	Effective ICT Systems and Cyber Security Arrangements
	Effective Information Governance Arrangements
	Effective Contract Performance Management
	Political Balance/Stability
	Joint Venture Companies
	Ability to deal with extreme weather and Civil Contingencies
<b>Proud and Connected Communities and Places</b>	Delivery of Key Government Programmes and Major Capital Projects
	Safeguarding Residents
<b>Good Growth</b>	Local Workforce Development
	Delivery of the Local Plan
<b>Healthy Communities</b>	Achievement of Carbon Neutral targets by 2030
	Public Health

Each risk is assigned to nominated officers and the overall framework is monitored regularly by the Corporate Governance Steering Group. The Council's updated Risk Management Strategy and Policy Statement was formally approved by Council in December 2021.

During 2024/25 the Council undertook a comprehensive review of the Strategic Risk Register and key officers have participated in a Risk Management Training Workshop. The updated Strategic Risk Register is more focussed on the current climate and issues facing the Council whilst also being much easier to digest, providing an immediate understanding of the risks facing the Council and the timescales and plans for mitigating actions.

### **The Financial Outlook to 2025/26**

Since 2010 the Council has experienced a significant reduction in funding from Central Government as the Government prioritised reducing the national deficit and implemented a range of austerity measures. Since then the Council has continuously reviewed services to look at ways of reducing costs whilst maintaining service provision. The current pressures on the Council are accurately reflected in the shortfall in funding over the medium term strategy.

There remains a huge degree of uncertainty around the future funding of local government and the extent to which Central Government wish to fund local services.

The Council continues to work hard to provide much needed local services within the resources available to it.

#### **Access to Further Information**

If you would like to receive further information about the Statement of Accounts please contact the Finance Team at Number 1 Market Street, Nelson, BB9 7LJ.

*K Spencer*

**Karen Spencer**  
**Director of Resources (s151 Officer)**

# STATEMENT OF ACCOUNTING POLICIES

DRAFT



# Statement of Accounting Policies

*N.B. These policies form part of the notes to the accounts.*

## 1. General Principles

The Statement of Accounts summarises the Council's transactions for the 2024/25 financial year and its position at the year-end of 31 March 2025. 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 under Section 21 of the Local Government Act 2003 primarily comprise the *Code of Practice on Local Authority Accounting in the United Kingdom 2024/25* supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under section 12 of the 2003 Act.

The Council's accounts are prepared on a 'going concern' basis i.e. that its functions and services will continue in operational existence for the foreseeable future. An assessment is undertaken each year of the Council as a going concern for the purposes of producing the Statement of Accounts. The outcome of the most recent assessment was reported to the Accounts and Audit Committee in March 2025 and can be viewed at [www.pendle.gov.uk](http://www.pendle.gov.uk).

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.

## 2. Accruals of Income and Expenditure

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

- Revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed – where there is a gap between the date supplies are received and their consumption, they are carried as inventories (stock) 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 subject to a de-minimus level of £500. Where it is doubtful that debts will be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

## 3. 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 within 3 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.

#### 4. Exceptional Items

When items of income and expense are material, their nature and amount is disclosed separately, either on the face of the Comprehensive Income and Expenditure Statement or in the notes to the accounts, depending on how significant the items are to an understanding of the Council's financial performance.

#### 5. 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.

#### 6. 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 (equal to an amount calculated on a prudent basis determined by the Council in accordance with statutory guidance). Depreciation, revaluation and impairment losses and amortisation are therefore replaced by the Minimum Revenue Provision (MRP) contribution, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

#### 7. 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 and non-monetary benefits (e.g. cars) 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 (or any form of leave, e.g. time off in lieu) earned by employees but not taken before the year-end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employees take 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.

### **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 segment or, where applicable, to a corporate service segment in the Comprehensive Income and Expenditure Statement at the earlier of when the Council can no longer withdraw the offer of those benefits or when the Council recognises costs for a restructuring.

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

### **Post-Employment Benefits**

Employees of the Council are members of the Local Government Pension Scheme, administered by Lancashire County Council. The scheme provides defined benefits to members (retirement lump sums and pensions), earned as employees worked for the Council.

### **The Local Government Pension Scheme**

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

- The liabilities of the Lancashire County Council pension scheme attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method – i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc. and projected earnings for current employees.
- Liabilities are discounted to their value at current prices, using a discount rate based on the indicative rate of return on high quality corporate bonds.
- The assets of the Lancashire County Council pension fund attributable to the Council are included in the Balance Sheet at their fair value:
  - quoted securities – current bid price.
  - unquoted securities – professional estimate.
  - unitised securities – current bid price.
  - property – 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 this year – allocated in the Comprehensive Income and Expenditure Statement to the services for which the employee 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 – debited to

the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

- Net interest on the 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 charges 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 Council 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 the year-end. The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits are earned by employees.

### **Discretionary Benefits**

The Council also has restricted powers to make discretionary awards of retirement benefits in the event of early retirements. Any liabilities estimated to arise as a result of an award to any member of staff are accrued in the year of the decision to make the award and accounted for using the same policies as are applied to the Local Government Pension Scheme.

## **8. 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:

- 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.
- 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.

## 9. 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 interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

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.

Gains and losses on the repurchase or early settlement of borrowing are credited and debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement in the year of repurchase/settlement. However, where repurchase has taken place as part of a restructuring of the loan portfolio that involves the modification or exchange of existing instruments, the premium or discount is respectively deducted from or added to the amortised cost of the new or modified loan and the write-down to the Comprehensive Income and Expenditure Statement is spread over the life of the loan by an adjustment to the effective interest rate.

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 was repaid. The reconciliation of 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 Instruments 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)

The authority's business model is to hold investments to collect contractual cash flows. Financial assets are therefore classified as amortised cost, except for those whose contractual payments are not solely payment of principal and interest (i.e. where the cash flows do not take the form of a basic debt instrument).

### **Financial Assets and Liabilities Measured at Amortised Cost**

Financial assets measured at amortised cost are recognised on the Balance Sheet when the authority 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 (CIES) for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For most of the loans that the Council has made, 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.

For most of the financial assets held by the authority, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest) and interest credited to the CIES is the amount receivable for the year in the loan agreement.

If the authority were to make a loan at less than market rate (soft loan), a loss would be recorded in the CIES (debited to the appropriate service) for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal.

Interest is credited to the Financing and Investment Income and Expenditure line in the CIES at a marginally higher effective rate of interest than the rate receivable from the voluntary organisations, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. Statutory provisions require that the impact of soft loans on the General Fund Balance is the interest receivable for the financial year – the reconciliation of amounts debited and credited to the CIES to the net gain required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

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

#### **Expected Credit Loss Model (Material Items)**

The authority recognises expected credit losses on all of its financial assets held at amortised cost [or where relevant FVOCI], 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 authority.

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 are classified as Financial Assets at amortised cost – assets that have fixed or determinable payments but are not quoted in an active market;

Where assets are identified as impaired because of a likelihood arising from a past event that payments due under the contract will not be made, the asset is written down and a charge made to the relevant service (for receivables specific to that service) or the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The impairment loss is measured as the difference between the carrying amount and the present value of the revised future cash flows discounted at the asset's original effective interest rate.

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



## 10. 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 grant and contributions for which conditions have not been satisfied are carried in the Balance sheet as creditors (receipts in advance). 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-ringfenced 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.

## 11. Heritage Assets

Tangible and Intangible Heritage Assets (described in this summary of significant accounting policies as heritage assets).

A tangible heritage asset is a tangible asset with historical, artistic, scientific, technological, geophysical or environmental qualities that is held and maintained principally for its contribution to knowledge and culture.

An intangible heritage asset is an intangible asset with cultural, environmental or historical significance. Examples of intangible heritage assets include recordings of significant historical events.

The Council's Heritage Assets primarily comprise Civic Regalia and public realm assets which are held in support of the primary objective of increasing the 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 in relation to heritage assets as detailed below. The accounting policies in relation to heritage assets that are deemed to include elements of intangible heritage assets are also presented below.

The Council's collection of heritage assets is accounted for as follows:

- Civic Regalia

The collection of civic regalia comprises the following:

- Various chains, pendants, badges of Office
- Silver Mace / Silver Crib
- Engraved ceremonial spades / trowels
- Documents relating to the granting of the Town Charter / Coat of Arms (Nelson)
- Coat of Arms (Pendle)
- Various miscellaneous items including clocks, models, silver cups/bowls
- Civic robes, hats and gloves

These items are carried on the Balance Sheet at a market valuation for insurance purposes. The collection of civic regalia is deemed to have an indeterminate life and a high residual value; hence the Council does not consider it appropriate to charge depreciation. The collection is relatively static and no further acquisitions or donations are expected.

- The Shuttle, Nelson Town Centre

The Shuttle monument formed the centrepiece of public realm improvements carried out by the Council in Nelson Town Centre during 2010/11 and 2011/12. The Shuttle is a 12m high steel sculpture of a weaving shuttle designed to celebrate the town's importance in the industrial revolution and the growth of the cotton industry. It is made from weathered steel to give it the same rusted colour as a traditional wooden shuttle. It is surrounded by granite blocks engraved with local phrases and a mill song. The Shuttle stands at the junction of Market Street and Scotland Road, and has a seated area around it and was officially unveiled in mid-August 2011. The Shuttle is reported on the Balance Sheet at cost (£36k).

- War Memorials and Other Heritage Assets

The Council is responsible for the preservation and maintenance of a number of war memorials in the following locations:

- Wellhouse Road, Barnoldswick
- Kelbrook Road, Barnoldswick
- Off Colne Road, Barrowford
- Colne Road, Brierfield
- Albert Road, Colne
- Market Square, Nelson
- Colne Road, Earby

The memorials include stone cenotaphs, stone sculptures and memorial gardens. The memorials are not recognised on the Balance Sheet as reliable cost or valuation information is not readily available. Another example of a Heritage Asset is the bust of Wallace Hartley which stands in Colne. Wallace Hartley was the bandmaster on the Titanic which sank in 1912. In 1915 a statue of Wallace was erected in Colne funded by voluntary contributions to commemorate the heroism of a native of the town. As reliable cost or valuation information is not readily available the statue is not recorded on the Balance Sheet.

The carrying amounts of heritage assets are reviewed where there is evidence of impairment for heritage assets, e.g. where an item has suffered physical deterioration or breakage or where doubts arise as to its authenticity. Any impairment is recognised and measured in accordance with the Council's general policies on impairment – see note 16 in this summary of significant accounting policies.

## 12. Intangible Assets

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

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).

Expenditure on the development of websites 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 line(s) in the Comprehensive Income and Expenditure Statement.

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 line(s) 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 than £10,000) the Capital Receipts Reserve.

## 13. Interests in Companies and other Entities

The Council has interests in other companies that have the nature of joint venture arrangements but considers these not sufficiently material to require the preparation of group accounts. This assessment is reviewed annually.

## 14. 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 element 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 Council 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 authority 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 authority at the end of the lease period).

The authority 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 (e.g. there is a rent-free period at the commencement of the lease).

## **The Council as Lessor**

### **Finance Leases**

Leases of Council-owned land are, subject to materiality, not accounted for as a finance lease unless the term of the lease exceeds 150 years in which case, it is treated as an operating lease. 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 leased 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 the 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 in the Movement in Reserves Statement.

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

#### Operating Leases

Where the authority 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.

### 15. Overheads and Support Services

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

### 16. 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 costs of assets acquired other than by purchase is deemed to be its fair value, unless the acquisition does not have commercial substance (i.e. it 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:

- surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant's 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 that 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 land and buildings are revalued 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 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 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 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. An exception is made for freehold land, community assets and assets not currently in use (i.e. assets under construction).

Depreciation is calculated the following methods per category:

- |                                   |                                      |           |
|-----------------------------------|--------------------------------------|-----------|
| • Buildings (Sports Centres)      | Reducing Balance                     | 5%        |
| • Buildings (Other)               | Reducing Balance                     | 2% or 10% |
| • Community Assets                | Reducing Balance                     | 0% or 2%  |
| • Vehicles, Plant and Equipment - | Straight line over their useful life |           |
| • Right of Use Assets -           | Straight line over their useful life |           |

Where an item of Property, Plant and Equipment has major components whose cost is significant in relation to the total cost of the asset, the components are depreciated separately. In considering whether or not there is a component the policy followed is:

- The land element will continue to be considered as a separate asset with its own valuation which, except in very unusual circumstances, will not be subject to depreciation.
- For any Property, Plant and Equipment with a value above £750,000 consideration will be given as to whether or not there is any significant part which requires a separate component. For the purposes of this exercise it is considered that an element that has a cost which is more than 20% of the total cost of the asset is significant.
- Newly acquired assets are charged a full year's depreciation in the year of acquisition, although assets in the course of construction are not depreciated until they are brought into use, thereafter an annual charge to revenue is made.
- Depreciation is not required on heritage assets with indefinite lives. However, where there is evidence of physical deterioration to a heritage asset or doubts arise to its authenticity the value of the asset has to be reviewed.

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 the 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 previously 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 an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to the Other Operating Expenditure line in the 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 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). 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 balance of receipts remains within 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 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.

## **17. Provisions, Contingent Liabilities and Contingent Assets**

### **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 becomes aware of the 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 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.

### **Contingent Assets**

A contingent asset arises where an event has taken place that gives the Council a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Council.

Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

## **18. 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 in the Movement in Reserves Statement. 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 in the Movement in Reserves Statement 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.

For further details of the Council Usable and Non-usable reserves, see Notes 21 and 22 to the Core Financial Statements.

## **19. Revenue Expenditure Funded from Capital under Statute (REFCUS)**

Expenditure incurred during the year that may be capitalised under statutory provisions but 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.

## 20. VAT

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.

## 21. Fair Value Measurement

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

- 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 uses Liberata Property Services to provide a valuation of its surplus property assets in line with the highest and best use definition within the accounting standard. The highest and best use of the asset being valued is considered from the perspective of a market participant.

Inputs to the valuation techniques in respect of the Council's fair value measurement of its surplus property assets are categorised within the fair value hierarchy as follows:

Level 1 – quoted prices (unadjusted) in active markets for identical assets that the authority can access at the measurement date.

Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly.

Level 3 – unobservable inputs for the asset.

The Council's surplus assets are judged to be Level 2.

## 22. Collection Fund

The Council is required by statute to maintain a separate fund for the collection and distribution of amounts due in respect of Council Tax and National Non-Domestic Rates (NNDR). The Statutory Collection Fund (England) Statement is included as a supplementary statement in the accounts. In its capacity as billing authority the Council acts as an agent. During 2024/25 the Council collected and distributed NNDR on behalf of itself, the Government, Lancashire County Council and Lancashire Combined Fire Authority. Council Tax was collected and distributed on behalf of the Borough Council, the major preceptors, as per NNDR, as well as the Police and Crime Commissioner for Lancashire and local town and parish Councils.

Council Tax accrued income for the year and Council Taxpayers debtors, creditors and provision for bad debts at the 31 March are shared between the major preceptors and the Council based on their percentage share of the total demands/precepts for the year. Business rates accrued income for the year as well as business ratepayers, debtors, creditors and impairment allowance for doubtful debts and appeals are shared between the Council, Government and the major preceptors.

Collection Fund Debtors are reviewed collectively at the Balance Sheet date by debt type and provision is made for impairment based on the historical evidence of default in each category. The Council's share of the Collection Fund Debtors shown in the Balance Sheet is net of this impairment.

In accordance with the current accounting code of practice the Council's Comprehensive Income and Expenditure Statement includes its share of accrued Council tax and business rates income. Where this amount is more or less than the amount to be credited to the General Fund under statute, there is an adjusting transfer in the Movement in Reserves Statement, between the General Fund Balance and the Collection Fund Adjustment Account. This account holds the Council's share of the Collection Fund Surplus or Deficit at the 31 March. The Council's Balance Sheet includes the net creditor/debtor position with the Government and major preceptors for taxes collected on their behalf and not yet paid to them or taxes paid to them but not yet collected from taxpayers.

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## **STATEMENT OF RESPONSIBILITIES FOR THE STATEMENT OF ACCOUNTS**



## Statement of Responsibilities for the Statement of Accounts

### The Council's responsibilities

The Council is required to:-

- make arrangements for the proper administration of its financial affairs and to secure that one of its officers has responsibility for the administration of those affairs. In this Council that officer is the Director of Resources (as the Council's designated s151 Officer);
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets;
- approve the Statement of Accounts.

### The Director of Resources responsibilities (as s151 Officer for the Council)

As the Director of Resources, I am responsible for the preparation of the Authority's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC 2024/25 Code of Practice on Local Authority Accounting in the United Kingdom ('the Code').

In preparing this Statement of Accounts I have:-

- selected suitable accounting policies and applied them consistently;
- made judgements and estimates that were reasonable and prudent;
- complied with the Code of Practice on Local Authority Accounting.

I have also:-

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

I certify that the Statement of Accounts presents a true and fair view of the financial position of the Council at the reporting date and its expenditure and income for the year ended 31<sup>st</sup> March 2025.

*K Spencer*

**Karen Spencer**  
**Director of Resources (S151 Officer)**  
**30th June 2025**

## CORE FINANCIAL STATEMENTS

## Movement in Reserves Statement

This statement shows the movement in the year on the different reserves held by the authority, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other reserves. The Surplus or (Deficit) on the Provision of Services line shows the true economic cost of providing the authority's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. These are different from the statutory amounts required to be charged to the General Fund Balance for Council tax setting purposes. The Net Increase/Decrease before Transfers to Earmarked Reserves line shows the statutory General Fund Balance before any discretionary transfers to or from earmarked reserves undertaken by the Council.

	General Fund Balance	Capital Receipts Reserves	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Reserves
	£000's	£000's	£000's	£000's	£000's	£000's
<b>Balance at 31 March 2023</b>	<b>10,929</b>	<b>1,902</b>	<b>5,635</b>	<b>18,466</b>	<b>26,936</b>	<b>45,402</b>
<b>Movement in reserves during 2023/24</b>						
Total Comprehensive Income and Expenditure	5,362	-	-	5,362	5,048	10,410
Adjustments between accounting basis & funding basis under regulations (Note 6)	(5,473)	199	5,470	196	(196)	-
<b>Net Increase / Decrease before Transfers to Earmarked Reserves</b>	<b>(111)</b>	<b>199</b>	<b>5,470</b>	<b>5,558</b>	<b>4,853</b>	<b>10,410</b>
<b>Balance at 31 March 2024</b>	<b>10,819</b>	<b>2,100</b>	<b>11,105</b>	<b>24,024</b>	<b>31,788</b>	<b>55,812</b>
<b>Movement in reserves during 2024/25</b>						
Total Comprehensive Income and Expenditure	9,138	-	-	9,138	1,836	10,974
Adjustments between accounting basis & funding basis under regulations (Note 6)	(6,483)	(124)	4,056	(2,551)	2,551	-
<b>Net Increase / Decrease in Year</b>	<b>2,655</b>	<b>(124)</b>	<b>4,056</b>	<b>6,587</b>	<b>4,387</b>	<b>10,974</b>
<b>Balance at 31 March 2025</b>	<b>13,473</b>	<b>1,977</b>	<b>15,161</b>	<b>30,611</b>	<b>36,176</b>	<b>66,786</b>

### General Fund analysed over:

Amounts Earmarked (Note 7) 12,474

Amounts uncommitted (Bfwd/Cfwd) 1,000

**Total General Fund Balance at 31/03/2024** **13,474**

## Comprehensive Income and Expenditure Statement

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

Comprehensive Income and Expenditure Statement	2023/24			2024/25		
	Gross Expenditure	Income	Net Income/Expenditure	Gross Expenditure	Income	Net Income/Expenditure
	£000's	£000's	£000's	£000's	£000's	£000's
Directorate	487	-	487	528	1	527
Policy & Commissioning	1,024	418	605	1,071	450	621
Financial Services*	29,140	18,005	11,135	25,079	16,881	8,198
Legal & Democratic Services	1,392	188	1,204	1,697	396	1,301
Planning, Building Control & Regulatory Services	1,924	2,238	(314)	2,306	2,313	(7)
Operational Services	8,189	2,483	5,706	8,078	2,603	5,475
Property Services	-	-	-	4,896	1,026	3,871
Economic Growth	5,303	4,790	513	6,203	5,491	712
Housing & Environmental Health	3,590	3,512	78	3,466	2,902	564
<b>Cost Of Services</b>	<b>51,049</b>	<b>31,633</b>	<b>19,415</b>	<b>53,325</b>	<b>32,063</b>	<b>21,262</b>
Other Operating Expenditure (Note 8)	2,748	-	2,748	3,477	-	3,477
Financing and Investment Income and Expenditure (Note 9)	692	2,214	(1,522)	1,185	1,942	(757)
Taxation and Non-Specific Grant Income and Expenditure (Note 10)	4,775	30,779	(26,004)	3,388	36,508	(33,119)
<b>(Surplus) or Deficit on Provision of Services</b>			<b>(5,362)</b>			<b>(9,138)</b>
(Surplus) or deficit on revaluation of Property Plant and Equipment assets			(5,088)			(1,819)
Remeasurement of net Defined Benefit Liability (Note 34)			40			(18)
<b>Other Comprehensive Income and Expenditure</b>			<b>(5,048)</b>			<b>(1,836)</b>
<b>Total Comprehensive Income and Expenditure</b>			<b>(10,410)</b>			<b>(10,974)</b>

## Balance Sheet as at 31st March 2025

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the authority. The net assets of the authority (assets less liabilities) are matched by the reserves held by the authority. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the authority 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). The second category of reserves is those that the authority 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 in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

	Notes	31 March 2024 £000's	31 March 2025 £000's
Property, Plant & Equipment	11	49,500	56,896
Heritage Assets	11	768	768
Intangible Assets	12	811	253
Long Term Debtors	13	3,821	3,821
<b>Long Term Assets</b>		<b>54,900</b>	<b>61,738</b>
Short Term Investments	13	16,675	19,675
Assets Held For Sale	17	146	103
Inventories		68	97
Short Term Debtors	15	1,110	1,726
Cash and Cash Equivalents	16	14,509	14,425
<b>Current Assets</b>		<b>32,508</b>	<b>36,027</b>
Short Term Borrowing	13	(1,096)	(1,557)
Short Term Creditors	18	(8,584)	(8,449)
<b>Current Liabilities</b>		<b>(9,680)</b>	<b>(10,007)</b>
Long Term Creditors	13	(5)	(3)
Provisions	19	(935)	(1,002)
Long Term Borrowing	13	(18,359)	(16,859)
Pension Liability	34	(2,538)	(2,176)
Other Long Term Liabilities		(78)	(931)
<b>Long Term Liabilities</b>		<b>(21,916)</b>	<b>(20,972)</b>
<b>Net Assets</b>		<b>55,812</b>	<b>66,786</b>
<b>Usable Reserves</b>	20	24,024	30,611
<b>Unusable Reserves</b>	21	31,787	36,175
<b>Total Reserves</b>		<b>55,812</b>	<b>66,786</b>

**Karen Spencer**  
Director of Resources (S151)

## Cash Flow Statement

The Cash Flow Statement shows the changes in cash and cash equivalents of the authority during the reporting period. The statement shows how the authority 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 authority are funded by way of taxation and grant income or from the recipients of services provided by the authority. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the authority'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 authority.

		2023/24	2024/25
	Note	£000's	£000's
Net (surplus) or deficit on the provision of services		(5,362)	(9,138)
Adjustments to net surplus or deficit on the provision of services for non-cash movements		(1,477)	(2,448)
Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities		12,333	16,988
<b>Net Cash Flows from Operating Activities</b>	<b>22</b>	<b>5,494</b>	<b>5,402</b>
Investing Activities	<b>23</b>	(9,369)	(2,725)
Financing Activities	<b>24</b>	3,000	(2,595)
<b>Net (Increase) / Decrease in Cash and Cash Equivalents</b>		<b>(875)</b>	<b>82</b>
Cash and cash equivalents at the beginning of the reporting period		(13,633)	(14,508)
<b>Cash and Cash Equivalents at the end of the reporting period</b>	<b>16</b>	<b>(14,508)</b>	<b>(14,426)</b>



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## Notes to the Core Financial Statements

### 1. Accounting Standards that have been issued but have not yet been adopted

The Council is required to disclose the impact on an accounting change required by a new accounting standard that has been issued on or before 1 January but not yet adopted by the Code of Practice on Local Authority Accounting in the United Kingdom (the Code).

At the balance sheet date the following new standards and amendments to existing standards have been published but not yet adopted by the Code of Practice of Local Authority Accounting in the United Kingdom and are therefore required to be disclosed:

The following standards have been issued/amended but are not yet adopted. These are not considered to have a material impact on the council's accounts.

- IFRS 17 Insurance Contracts. This standard replaces IFRS 4 Insurance Contracts and specifies the approach to identifying, quantifying and reporting on insurance contracts.
- Amendments to IAS 21 The Effects of Changes in Foreign Exchange Rates.
- Changes to the measurement of non-investment assets including adaptations and interpretations of IAS 16 Property, Plant and Equipment and IAS 38 Intangible Assets.

### 2. Critical judgements in applying accounting policies

In applying the Accounting Policies set out in the Statement of Accounting Policies on pages 20 to 37, the Council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are:

- As outlined in the Narrative Report there remains a high degree of uncertainty about future levels of funding for local government. The Council has determined, however, that this uncertainty is not yet sufficient to indicate that the assets of the Council might be impaired as a result of a need to close facilities and reduce levels of service provision. This will be re-assessed when details of the Government's Comprehensive Spending Review and Fair Funding Review are published.
- Under the terms of an agreement dated 29th September 2000 the Council entered into a long term agreement with Pendle Leisure Ltd (a registered industrial and provident society) for the provision of Community Arts and Leisure Services within the administrative area of Pendle. This agreement runs to 2028. In February 2005 the Council entered into a public/private partnership with Liberata, covering a 15 year period, for the provision of a range of services previously provided in-house. In May 2017 the arrangement with Liberata was extended to 2030. Neither Liberata nor Pendle Leisure Trust is considered to fall within the local authority group.

The partnership with Liberata is considered a contract for services under which no entity is established. As an exempt charity the governance of the Leisure Trust is such that the Council cannot and does not exercise sufficient influence over its activities to amount to control.

- At the reporting date the Council had established five joint venture arrangements with private sector partners trading as Pendle Enterprise and Regeneration Limited (PEARL, PEARL 2, PEARL (Brierfield Mill) Limited, PEARL Together) and PenBrook Ltd. Whilst each is considered a jointly controlled entity, they are not regarded as so financially material to the Council to require the preparation of Group Accounts. More detail on the joint venture arrangements is provided at Note 36.

- The Council's land and buildings are valued on the balance sheet in accordance with the statement of asset valuation principles and guidance notes issued by the Royal Institution of Chartered Surveyors (RICS). The Council carries out a rolling programme that ensures all required Plant, Property and Equipment valuations are revalued within a five year cycle. Assets subject to review had a valuation date of 1 April 2024. Any confirmed material changes after this date have been accounted for.

### **3. 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 Council 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 most significant items in the Authority's Balance Sheet at 31st March 2025 for which there is a risk of material adjustment in the forthcoming financial year are as follows:

#### *Property, Plant and Equipment (PPE)*

As at the 31st March 2025, the Council's Balance Sheet includes PPE assets of £57.7m. All assets measured at fair value are revalued as part of a rolling 5 year programme with valuations provided by Property Services. The terms of engagement between the parties for property valuations comply with the requirements of the Royal Institution of Chartered Surveyors (RICS).

#### *Debt Impairment*

At 31st March 2025 the Council had a balance of debtors of £8.103m. A review of significant balances suggested that an impairment of doubtful debts of £6.377m was appropriate (equivalent to 79% of the debt outstanding). This compares to 85% as at 31 March 2024 .

#### *Pensions*

The estimation of the net liability to pay pensions depends on a number of complex judgements. The Fund Actuary makes judgements in relation to factors such as 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.

The effects on the net pension liability of changes in individual assumptions can be measured. However, changes are complex because the different assumptions interact. Under current accounting rules, a change in the pension liability does not impact upon the net cost of the General Fund.

#### *Business Rates*

Since the introduction of the Business Rates Retention Scheme on 1st April 2013, Local Authorities are liable for successful appeals against business rates charged to businesses following the 2017 Revaluation in their proportionate share.

Therefore, a provision has been recognised for the best estimate of the amount that businesses may have been overcharged up to 31st March 2025. The estimate has been calculated using the latest Valuation Office Agency ratings list of appeals as at 31st March 2025. The Council's share of the provision held at this date is £0.645m being 40% and a increase of £0.063m compared to the previous year (£0.582m). Appeals can be made on the basis of local and national issues that may impact on the Rateable Values of hereditaments.

#### **4. Material items of income and expense**

There are no material items of income and expenditure in 2024/25 other than those disclosed separately in the Statement of Accounts. The Council has adopted IFRS 16 *Leases* in accordance with the Code; this has a material impact on the financial statements.

#### **5. Events after the balance sheet date**

The draft Statement of Accounts was authorised for issue by the Director of Resources (as Chief Finance Officer) on 30<sup>th</sup> June 2025. Events taking place after this date are not reflected in the financial statements. Where events taking place before this date provided information about conditions existing at 31st March 2025, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

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## 6. 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 Authority in the year in accordance with proper accounting practice to the resources that are specified by statutory provisions as being available to the Authority to meet future capital and revenue expenditure.

2024/25	Usable Reserves				
	General Fund Balance	Earmarked Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000's	£000's	£000's	£000's	£000's
<b>Adjustments involving the Capital Adjustment Account:</b>					
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>					
Charges for depreciation and impairment of non-current assets	1,848	-	-	-	(1,848)
Revaluation losses on Property Plant and Equipment	3,537	-	-	-	(3,537)
Impairment of Long Term Debtor	-	-	-	-	-
Amortisation of intangible assets	212	-	-	-	(212)
Capital grants and contributions applied	(4,523)	-	-	-	4,523
Movement in the Donated Assets Account	-	-	-	-	-
Revenue expenditure funded from capital under statute	4,054	-	-	-	(4,054)
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	758	-	-	-	(758)
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>					
Statutory provision for the financing of capital investment	(651)	-	-	-	651
Voluntary provision for the financing of capital investment	-	-	-	-	-
Capital expenditure charged against the General Fund	(15)	-	-	-	15
<b>Adjustments primarily involving the Capital Grants Unapplied Account:</b>					
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	(12,156)	-	-	12,156	-
Application of grants to capital financing transferred to the Capital Adjustment Account	-	-	-	(8,085)	8,085
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>					
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(277)	-	277	-	-
Capital receipts unapplied credited to the Comprehensive Income and Expenditure Statement	(34)	-	34	-	-
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	(494)	(14)	509
Contribution from the Capital Receipts Reserve towards administrative costs of noncurrent asset disposals	-	-	-	-	-
Contribution from the Capital Receipts Reserve to finance the payments to the Government capital receipts pool.	-	-	-	-	-
Transfer in respect of Long Term Debtor proceeds	-	-	62	-	(62)
Transfer from Deferred Capital Receipts Reserve upon receipt of cash	3	-	(3)	-	-
<b>Adjustments primarily involving the Deferred Capital Receipts Reserve</b>					
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	-	-	-	-	-
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>					
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	(6)	-	-	-	6
<b>Adjustments primarily involving the Pensions Reserve:</b>					
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement (see Note 34)	1,355	-	-	-	(1,355)
Employer's pensions contributions and direct payments to pensioners payable in the year	(1,700)	-	-	-	1,700
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>					
Amount by which council tax and non-domestic rating income credited to the Comprehensive Income and Expenditure Statement is different from council non-domestic rating income calculated tax and for the year in accordance with statutory requirements	1,101	-	-	-	(1,101)
<b>Adjustment primarily involving the Accumulated Absences Account:</b>					
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	11	-	-	-	(11)
<b>Total Adjustments</b>	<b>(6,483)</b>	<b>-</b>	<b>(124)</b>	<b>4,056</b>	<b>2,551</b>

2023/24	Usable Reserves				
	General Fund Balance	Earmarked Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000's	£000's	£000's	£000's	£000's
<b>Adjustments involving the Capital Adjustment Account:</b>					
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>					
Charges for depreciation and impairment of non-current assets	1,470	-	-	-	(1,470)
Revaluation losses on Property Plant and Equipment	2,246	-	-	-	(2,246)
Impairment of Long Term Debtor	-	-	-	-	-
Amortisation of intangible assets	190	-	-	-	(190)
Capital grants and contributions applied	(1,738)	-	-	-	1,738
Movement in the Donated Assets Account	-	-	-	-	-
Revenue expenditure funded from capital under statute	4,102	-	-	-	(4,102)
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	282	-	-	-	(282)
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>					
Statutory provision for the financing of capital investment	(515)	-	-	-	515
Voluntary provision for the financing of capital investment	-	-	-	-	-
Capital expenditure charged against the General Fund	(243)	-	-	-	243
<b>Adjustments primarily involving the Capital Grants Unapplied Account:</b>					
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	(10,234)	-	-	10,234	-
Application of grants to capital financing transferred to the Capital Adjustment Account	-	-	-	(4,499)	4,499
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>					
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(198)	-	198	-	-
Capital receipts unapplied credited to the Comprehensive Income and Expenditure Statement	(65)	-	65	-	-
Use of the Capital Receipts Reserve to finance new capital expenditure	-	-	(207)	(264)	472
Contribution from the Capital Receipts Reserve towards administrative costs of noncurrent asset disposals	-	-	-	-	-
Contribution from the Capital Receipts Reserve to finance the payments to the Government capital receipts pool.	-	-	-	-	-
Transfer in respect of Long Term Debtor proceeds	-	-	57	-	(57)
Transfer from Deferred Capital Receipts Reserve upon receipt of cash	(86)	-	86	-	-
<b>Adjustments primarily involving the Deferred Capital Receipts Reserve</b>					
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	-	-	-	-	-
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>					
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	(7)	-	-	-	7
<b>Adjustments primarily involving the Pensions Reserve:</b>					
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement (see Note 34)	1,273	-	-	-	(1,273)
Employer's pensions contributions and direct payments to pensioners payable in the year	(1,503)	-	-	-	1,503
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>					
Amount by which council tax and non-domestic rating income credited to the Comprehensive Income and Expenditure Statement is different from council non-domestic rating income calculated tax and for the year in accordance with statutory requirements	(494)	-	-	-	494
<b>Adjustment primarily involving the Accumulated Absences Account:</b>					
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	48	-	-	-	(48)
<b>Total Adjustments</b>	<b>(5,473)</b>	<b>-</b>	<b>199</b>	<b>5,470</b>	<b>(196)</b>



## 7. MOVEMENTS IN EARMARKED RESERVES

This note sets out the amounts set aside from the General Fund in other earmarked funds and reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund expenditure in 2024/25.

	2023/24			2024/25		
	Transfers In	Transfers Out	Balance at 31 March 2023	Transfers In	Transfers Out	Balance at 31 March 2023
	£000's	£000's	£000's	£000's	£000's	£000's
Budget Strategy	2,500	(716)	2,510	2,433		4,943
Business Rates Volatility Reserve	-	(710)	1,842	1,022	(261)	2,603
Revenue Grants Received	1,252	(523)	1,711	1,908	(1,738)	1,881
Revenue Expenditure	327	(1,300)	878	434	(520)	792
External Funding Receipts	996	(551)	700	99	(25)	774
Inward Investment Reserve	535	-	535		(535)	-
One-off Projects Reserve	-	-	500			500
Towns Fund Reserve	-	-	162		(162)	-
ICT Strategy	175	(243)	159			159
Future High Streets Reserve	-	-	138			138
Business Growth Incentive	-	-	123			123
Local Development Framework	40	-	112			112
Performance	-	-	98			98
Growth Sites Development	-	(111)	85			85
Developers' Contributions	-	-	71			71
Renewals Reserve	-	-	68			68
Insurance/Risk Management	-	-	66			66
VAT Partial Exemption	-	-	50			50
Community Projects Reserve	-	(10)	12			12
Energy Reserve	-	(1,250)	-			-
Pearl Development Reserve	-	(300)	-			-
Staff Development/Apprentices	-	(123)	-			-
COVID19 Response Reserve	-	(70)	-			-
Portas Pilot	-	(7)	-			-
New Homes Bonus Reserve	-	(2)	-			-
High Street Innovation Fund	-	(2)	-			-
Community Investment Reserve	-	(2)	-			-
Transformation Reserve	-	(16)	(0)			(0)
	<b>5,825</b>	<b>(5,936)</b>	<b>9,819</b>	<b>5,896</b>	<b>(3,241)</b>	<b>12,474</b>

Further information on the reserves shown above is provided in Appendix 1 on page 119.

In addition to those Earmarked Reserves outlined above, the Council also has other Usable Reserves as reported in the Balance Sheet (page 43).

The Council's Usable Reserves at 31 March 2025 are presented below:

	£'000
Earmarked Reserves	12,474
Uncommitted Funds	1,000
Capital Receipts Reserve*	1,977
Capital Grants Unapplied**	15,160
<b>Total Usable Reserves</b>	<b>30,611</b>

\*Brought forward and carry forward balances for these reserves are shown in the Movement in Reserves Statement (page 41) with in-year movements disclosed in Note 6 (page 49).

	2023/24			2024/25		
	General Capital Grants	S106 Receipts	£000's	General Capital Grants	S106 Receipts	£000's
Brought forward	5,244	391	5,635	10,975	130	11,105
Received in year	11,968	3	11,971	16,661	18	16,679
Used in year	(6,237)	(264)	(6,502)	(12,608)	(14)	(12,623)
<b>Total</b>	<b>10,975</b>	<b>130</b>	<b>11,105</b>	<b>15,028</b>	<b>133</b>	<b>15,161</b>

\*\*Capital Grant Unapplied

## 8. OTHER OPERATING EXPENDITURE

	2023/24 £000's	2024/25 £000's
Parish Council Precepts	2,557	2,872
Levies (County Council share of retained Business Rates Levy)	70	82
(Gains)/Losses on the disposal of Non-Current Assets	85	482
Pensions - Fund Administration Costs	37	41
<b>Total</b>	<b>2,748</b>	<b>3,477</b>

## 9. FINANCING AND INVESTMENT INCOME AND EXPENDITURE

	2023/24 £000's	2024/25 £000's
Interest payable and similar charges	597	1,102
Pensions interest cost and expected return on pensions assets	95	83
Interest Income	(2,059)	(1,892)
Other income	(155)	(51)
<b>Total</b>	<b>(1,522)</b>	<b>(757)</b>

## 10. TAXATION AND NON SPECIFIC GRANT INCOMES

	2023/24 £000's	2024/25 £000's
Council Tax Income (Net)	(9,973)	(10,422)
Non Domestic Rates (Net)	(3,258)	(4,104)
Non-ringfenced Government Grants:		
- Revenue Support Grant	(1,459)	(1,556)
- New Homes Bonus Grant	(162)	(87)
- Levy/Surplus Allocation	(34)	(34)
- Council Tax Support scheme (New Burdens)	(13)	-
- New Burdens	(152)	(191)
- Small Business Rate Relief Grant	(2,253)	(3,263)
- Funding Guarantee Grant	(406)	(720)
- Lower Tier Services	(165)	(28)
- Capital Grants and Contributions	(8,129)	(12,714)
<b>Total</b>	<b>(26,004)</b>	<b>(33,119)</b>

## 11. LEASES

### Council as a Lessee – Assets leased in;

The Council adopted IFRS 16 from 1 April 2024. Properties and other vehicles, plant and equipment that fall under the scope of IFRS16 have now been reclassified as right of use assets on the balance sheet. The disclosures below for 2024/25 relate to low value and leases that have less than 12 months to run.

The Council leases in property, land, vehicles and printing equipment. The amount charged to the Comprehensive Income and Expenditure Statement under these arrangements and the value of future payments under operating leases is shown below.

Under these operating leases, the Council is committed to paying the following sums:

	2023/24 £000's	2024/25 £000's
<b>Future Repayment Period</b>		
Not later than 1 year	926	0
Later than 1 year, not later than 5 years	929	1
Later than 5 years	181	180
	<b>2,036</b>	<b>181</b>
<b>Value 31 March</b>		
Other Land and Buildings	43	181
Vehicles, Plant, Furniture & Equipment	883	-
	<b>926</b>	<b>181</b>
<b>Recognised as an expense during the year</b>	<b>926</b>	<b>181</b>

In 2024/25 expenditure included in the Net Cost of Services in the Comprehensive Income and Expenditure Statement in relation to the below leases was £201 (£926,074 in 2023/24).

### Council as a Lessor – Assets leased out;

Rental income received under operating leases is credited to the relevant service in accordance with the terms specified in the lease agreement.

	2023/24 £000's	2024/25 £000's
Not later than 1 year	(427)	(163)
Later than 1 year, not later than 5 years	(1,161)	(253)
Later than 5 years	(242)	-
	<b>(1,829)</b>	<b>(416)</b>

In 2024/25 income included in the Net Cost of Services in the Comprehensive Income and Expenditure Statement in relation to the below leases was £348,897 (£678,552 in 2023/24).

It is to be noted that the decrease in income received from 2023/24 to 2024/25 relates mostly to the lease of the ground and first floor of No1 Market Street, Nelson to Liberata UK LTD. This lease was amended from circa £230K per annum to a peppercorn lease, ending 06/02/2030.

### IFRS16 – Right of Use Assets;

The Council has adopted IFRS 16 from 1 April 2024, to recognise right of use assets, which meant that the majority of leases where the Council acts as lessee came onto the balance sheet. Right-of-use assets and lease liabilities will have been calculated as if IFRS 16 had always applied but recognised in the year of adoption and not by adjusting prior year figures.

The main impact of the new requirements is that, for arrangements previously accounted for as service concessions, a right-of-use asset and a lease liability are now on the balance sheet at 1 April 2024. Leases for items of low value and leases that expire on or before 31 March 2025 are exempt from IFRS 16 disclosure requirements.

As a lessee, the Council has previously classified leases as operating or finance leases based on its assessment of whether the lease transferred significantly all of the risks and rewards incidental to ownership of the underlying asset to the Council. Under IFRS 16, the Council recognises right-of-use assets and lease liabilities for most leases.

The Council has decided to apply recognition exemptions to short-term leases and has elected not to recognise right-of-use assets and lease liabilities for short term leases that have a term of 12 months or less and leases of low value assets. The Council recognises the lease payments associated with these leases as an expense on a straight-line basis over the lease term.

<b>ROUA Lease Liabilities</b>	<b>2024/25</b>
	<b>£000's</b>
Value at 1st April	-
Additions during the year	1,190
Disposals	-
Principal paid in year	- 328
<b>Value at 31st March</b>	<b>863</b>
Other Land and Buildings	40
Vehicles, Plant, Furniture & Equipment	822
Community Assets	- 0
<b>Value at 31st March</b>	<b>863</b>

**Analysed by:**

Current	863
Non-Current	- 0
	<b>863</b>

**Finance Lease Liabilities**

Not later than 1 year	446
Later than 1 year, not later than 5 years	417
Later than 5 years	-
<b>Total liabilities</b>	<b>863</b>

In 2024/25 expenditure included in the Net Cost of Services in the Comprehensive Income and Expenditure Statement in relation to interest expenses on the lease liabilities for the above leases was £541,102 (£0 in 2023/24).

## 12. PROPERTY, PLANT AND EQUIPMENT

Movements in property, plant and equipment for 2024/25 are as follows:-

	Other Land and Buildings	Vehicles, Plant, Furniture & Equipment	Heritage Assets	Community Assets	Assets under Construction	Surplus Assets	Right of Use Assets (ROUA)	Total
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
<b>Cost or Valuation</b>								
At 1st April 2024	47,588	6,401	768	422	2,185	802	-	58,166
Additions	7,603	207	-	349	1,788	-	1,384	11,331
Revaluations increases/(decreases)								
- to Revaluation Reserve	-	1,752	-	67	0	-	-	1,819
- to Provision of Services	(11)	-	-	-	-	(11)	-	(22)
Derecognition								
- disposals	(746)	(49)	-	-	-	-	-	(795)
- other	(53)	(2,550)	-	(22)	(938)	(5)	-	(3,568)
Reclassification of Assets	(431)	-	-	(0)	205	-	226	(0)
- (to)/from Held for Sale	-	-	-	-	-	-	-	-
Other movements	(254)	-	-	-	-	(2)	-	(256)
<b>At 31st March 2025</b>	<b>53,695</b>	<b>5,762</b>	<b>768</b>	<b>816</b>	<b>3,241</b>	<b>784</b>	<b>1,610</b>	<b>66,675</b>
<b>Accumulated Depreciation and Impairment</b>								
At 1st April 2024	2,460	5,353	-	-	83	2	-	7,898
Depreciation charge	-	-	-	-	-	-	-	-
Depreciation								
- to Revaluation Reserve	-	-	-	-	-	-	-	-
- to Provision of Services	1,215	109	-	-	-	2	521	1,848
Impairments								
- to Revaluation Reserve	-	-	-	-	-	-	-	-
- to Provision of Services	-	-	-	-	-	-	23	23
Derecognition								
- disposals	(15)	(40)	-	-	-	-	-	(56)
- other	-	(447)	-	-	-	-	-	(447)
Reclassification of Assets	(63)	-	-	-	59	-	4	-
- (to)/from Held for Sale	-	-	-	-	-	-	-	-
Other movements	(254)	-	-	-	-	(2)	-	(256)
<b>At 31st March 2025</b>	<b>3,343</b>	<b>4,975</b>	<b>-</b>	<b>-</b>	<b>142</b>	<b>2</b>	<b>549</b>	<b>9,011</b>
<b>Net Book Value 31st March 2025</b>	<b>50,352</b>	<b>786</b>	<b>768</b>	<b>816</b>	<b>3,100</b>	<b>782</b>	<b>1,061</b>	<b>57,664</b>
<b>Net Book Value 31st March 2024</b>	<b>45,128</b>	<b>1,047</b>	<b>768</b>	<b>422</b>	<b>2,103</b>	<b>800</b>	<b>-</b>	<b>50,269</b>



Comparative movements in property, plant and equipment for 2023/24 were as follows:-

	Other Land and Buildings	Vehicles, Plant, Furniture & Equipment	Heritage Assets	Community Assets	Assets under Construction	Surplus Assets	Total
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
<b>Cost or Valuation</b>							
At 1st April 2023	43,455	6,372	768	154	6,154	872	57,776
Additions	508	222	-	418	1,723	-	2,871
Revaluations increases/(decreases)							
- to Revaluation Reserve	5,295	-	-	-	(205)	(2)	5,088
- to Provision of Services	(53)	-	-	(990)	(1,025)	-	(2,068)
Derecognition	-	-	-	-	-	-	-
- disposals	(144)	(35)	-	-	-	(68)	(247)
- other	(22)	(2,276)	-	-	-	-	(2,298)
Reclassification of Assets	(290)	-	-	840	(550)	-	-
- (to)/from Held for Sale	-	-	-	-	-	-	-
Other movements	-	-	-	-	-	-	-
<b>At 31st March 2024</b>	<b>48,749</b>	<b>4,283</b>	<b>768</b>	<b>422</b>	<b>6,097</b>	<b>802</b>	<b>61,122</b>
<b>Accumulated Depreciation and Impairment</b>							
At 1st April 2023	2,447	5,112	-	-	3,978	-	11,537
Depreciation charge	-	-	-	-	-	3	3
Depreciation	-	-	-	-	-	-	-
- to Revaluation Reserve	-	-	-	-	-	-	-
- to Provision of Services	1,195	273	-	-	-	-	1,468
Impairments	-	-	-	-	-	-	-
- to Revaluation Reserve	-	-	-	-	-	-	-
- to Provision of Services	-	-	-	-	-	-	-
Derecognition	-	-	-	-	-	-	-
- disposals	(3)	(31)	-	-	-	(1)	(35)
- other	(2)	(2,118)	-	-	-	-	(2,120)
Reclassification of Assets	(16)	-	-	-	16	-	-
- (to)/from Held for Sale	-	-	-	-	-	-	-
Other movements	-	-	-	-	-	-	-
<b>At 31st March 2024</b>	<b>3,621</b>	<b>3,236</b>	<b>-</b>	<b>-</b>	<b>3,994</b>	<b>2</b>	<b>10,853</b>
<b>Net Book Value 31st March 2024</b>	<b>45,128</b>	<b>1,047</b>	<b>768</b>	<b>422</b>	<b>2,103</b>	<b>800</b>	<b>50,269</b>
<b>Net Book Value 31st March 2023</b>	<b>41,008</b>	<b>1,260</b>	<b>768</b>	<b>154</b>	<b>2,176</b>	<b>872</b>	<b>46,239</b>

## Heritage Assets

Detailed information on the Council's Heritage Assets is provided in the Accounting Policies note 11 on page 27. There have been no disposals or acquisitions of heritage assets since 2011/12 when the Shuttle in Nelson town centre was recognised as a heritage asset and included in the Council's balance sheet.

## Depreciation

Depreciation, using the methods as set out in the Council's Statement of Accounting Policies on page 33.

## Capital Commitments

At 31st March 2025, the Council had contractual commitments to the value of £1.463m for the acquisition, construction or enhancement of Property, Plant and Equipment.

## Revaluations

The Authority carries out a rolling programme that ensures that all Property, Plant and Equipment required to be measured at fair value is revalued at least every five years. All valuations have been carried out by RICS qualified staff under Mr P Kirby, the Property Services Manager. 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, furniture and equipment are based on current prices where there is an active second-hand market or latest list prices adjusted for the condition of the asset.

	Other Land and Buildings	Vehicles, Plant, Furniture & Equipment	Heritage Assets	Community Assets	Assets under Construction	Surplus Assets	Right of Use Assets (ROUA)	Total
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Carried at historical cost	41	162	36	209	62	-	-	510
Valued at fair value as at:								
31 March 2025	10,643	176	-	73	-	378	818	12,088
31 March 2024	13,384	199	-	62	-	61	241	13,947
31 March 2023	1,951	83	-	-	31	2	-	2,067
31 March 2022	4,648	-	-	374	-	26	2	5,050
31 March 2021	19,686	167	732	97	3,006	315	-	24,003
<b>Total Cost or Valuation</b>	<b>50,353</b>	<b>787</b>	<b>768</b>	<b>815</b>	<b>3,099</b>	<b>782</b>	<b>1,061</b>	<b>57,665</b>

### 13. INTANGIBLE ASSETS

The Authority accounts for its software as intangible assets, to the extent that the software is not an integral part of a particular IT system and accounted for as part of the hardware item of Property, Plant and Equipment. The intangible assets are software and associated licences.

The carrying amount of intangible assets is amortised on a straight line basis. The amortisation of £212k charged to revenue in 2024/25 was charged to Corporate Management and then absorbed as an overhead across all the service headings in the Net Expenditure on Services. It is not possible to quantify exactly how much of the amortisation is attributable to each service heading.

The movement on Intangible Asset balances during the year is as follows:

	2023/24	2024/25
	Total	Total
	£000's	£000's
<b>Balance at 1st April</b>		
Gross carrying amount	2,190	2,434
Accumulated amortisation	(1,434)	(1,623)
<b>Net carrying amount at 1st April</b>	<b>756</b>	<b>811</b>
Additions	244	-
Assets reclassified as held for sale	-	-
Other Disposals	-	(346)
Revaluations	-	-
Impairment losses/(reversals)	-	-
Amortisation for the period	(189)	(212)
<b>Balance at 31st March</b>	<b>811</b>	<b>253</b>
Comprising:		
- Gross carrying amounts	2,434	937
- Accumulated amortisation	(1,623)	(684)
	<b>811</b>	<b>253</b>

There are no items of capitalised software that are individually material to the financial statements.

### 14. FINANCIAL INSTRUMENTS

A financial instrument is a contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another entity. Non-exchange transactions, such as those relating to taxes and Government grants, do not give rise to financial instruments.

The term 'financial instrument' covers both financial assets and financial liabilities. These range from straight forward trade receivables and trade payables to more complex transactions such as financial guarantees, derivatives and embedded derivatives. The Council's borrowing and investment transactions are classified as financial instruments.

The Code requires disclosures in relation to financial instruments with two objectives relating to helping users evaluate:

- the significance of financial instruments for the Council's financial position and performance;
- the nature and extent of risks arising from financial instruments to which the Council was exposed and how the Council manages those risks.

## Categories of Financial Instruments

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

	2023/24		2024/25	
	Carrying Amount	Fair Value	Carrying Amount	Fair Value
	£000's	£000's	£000's	£000's
<b><u>Financial Assets Measured at:</u></b>				
<b>Amortised Cost</b>				
Investments*	31,184	31,184	34,100	34,100
<b>Total Investments</b>	<b>31,184</b>	<b>31,184</b>	<b>34,100</b>	<b>34,100</b>
Long-Term Debtors	3,821	3,821	3,821	3,821
Short-Term Debtors	623	623	1,195	1,195
	<b>4,444</b>	<b>4,444</b>	<b>5,016</b>	<b>5,016</b>
	<b>35,628</b>	<b>35,628</b>	<b>39,116</b>	<b>39,116</b>
<b><u>Financial Liabilities Measured at:</u></b>				
<b>Amortised Cost</b>				
Long-Term Borrowing	18,359	18,359	16,859	16,859
Short-Term Borrowing	1,096	1,096	1,557	1,557
Other Borrowing			863	863
	<b>19,456</b>	<b>19,456</b>	<b>19,279</b>	<b>19,279</b>
Long-Term Creditors	5	5	3	3
Short-Term Creditors	2,956	2,956	2,616	2,616
<b>Total Creditors</b>	<b>2,961</b>	<b>2,961</b>	<b>2,619</b>	<b>2,619</b>
	<b>22,417</b>	<b>22,417</b>	<b>21,898</b>	<b>21,898</b>

\* Included in this balance are the short term investments, cash and cash equivalents shown on the face of the Balance Sheet.

## Income, Expense, Gains and Losses

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

	2023/24					2024/25				
	Financial Liabilities : measured at amortised cost	Financial Assets : Loans and Receivables	Financial Assets : Loans and Receivables	Assets and Liabilities at Fair Value Through I&E	Total	Financial Liabilities : measured at amortised cost	Financial Assets : Loans and Receivables	Financial Assets : Loans and Receivables	Assets and Liabilities at Fair Value Through I&E	Total
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Interest expenses	597				597	1,102				1,102
<b>Total expense in Surplus or Deficit on the Provision of Services</b>	<b>597</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>597</b>	<b>1,102</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,102</b>
Interest income	(2,059)				(2,059)	(1,892)				(1,892)
<b>Total income in Surplus or Deficit on the Provision of Services</b>	<b>(2,059)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(2,059)</b>	<b>(1,892)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(1,892)</b>
<b>Net (gain)/loss for the year</b>	<b>(1,462)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(1,462)</b>	<b>(789)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(789)</b>

## Fair Values of Assets and Liabilities

Financial assets classified as loans and receivables and financial liabilities are carried in the Balance Sheet at amortised cost. The fair value of short-term instruments, including trade payables and receivables is assumed to approximate to the carrying amount.

The disclosures relating to Financial Instruments are meant to highlight differences that may exist between the value assigned to an item on the Balance Sheet and the value as ascertained by a 'fair value' calculation e.g. if the Council's portfolio of loans included a number of fixed rate loans where the interest rate paid is higher than the rates available for similar loans at the Balance Sheet date then this commitment to pay interest above market rates increases the amount we would have to pay if the lender agreed to early repayment of the loans. Accordingly the fair value would be higher than shown on the face of the balance sheet.

The Balance Sheet is required to have a minimum of four balances relating to financial instruments: long term investments, current assets (short term investments and debtors), current liabilities (short term borrowing and creditors) and long term borrowing. An analysis of each item within these categories has been carried out with the following conclusions:-

### Amortised Costs £39.11m

The following assets are shown on the Balance Sheet at amortised cost. Unless otherwise stated, all balances shown are an adequate approximation of fair value in view of the amounts involved.

- Investments                      £34.10m
- Long Term Debtors            £3.82m
- Current Debtors                £1.19m

### **Investments £34.10m**

These amounts are cash deposits held within financial institutions or on loan to Lancashire County Council. These relate to surplus cash balances held over the year end and loaned out temporarily as part of treasury management operations to financial institutions and local authorities. To mitigate against the risk of loss, the Council places investment limits (approved annually) on each financial organisation depending on its credit rating and asset base.

The Council has not suffered any counterparty defaults during the year. The deposits invested at the year-end have been assessed for impairment by looking at each institution's credit rating and general standing. It has not been considered necessary to write off or impair any of the investments held at the balance sheet date.

- Temporary Loans           £28.43m
- Bank                         £0.82m
- LCC Call                   £4.85m

### **Long Term Debtors £3.82m**

The Council has a small number of debtors being repaid over various periods longer than one year. These are shown in the Balance Sheet at principal outstanding.

- Housing Advances       £0.02m
- PEARL                     £3.30m
- Penbrook Ltd             £0.05m
- Other                     £0.45m

Housing advances are for previous Council Housing tenants where they are buying their house under the Governments RTB scheme for unconventional build construction.

PEARL (Pendle Enterprise and Regeneration) consists of three joint venture Limited Companies with shares held jointly between Barnfield Investment Properties Limited and Pendle Borough Council. The Council also has a fourth joint venture (PEARL Together) with Barnfield Investment Properties and Harewood Housing Society Ltd. The loans made to PEARL cover regeneration capital schemes. The loans are offered on deferred repayment terms.

Penbrook Ltd is a joint venture company, in Partnership with the Brookhouse Group Ltd. The £0.05m represents a loan advance made in the year 2023/24. Further details can be found in Note 36.

### **Current Debtors £1.19m**

The sum of £1.19m (for contributions and reimbursements and sales, fees charges and other income) has been included as amortised cost financial assets. Council tax and business rate arrears are statutory debts and do not arise from contracts and so are not classed as financial assets, and prepayments are not included as financial assets as they are not contracts giving rise to financial assets and liabilities.

### **Financial Liabilities £21.89m**

- Borrowing               £18.41m
- Creditors               £2.62m
- Leases                   £0.86m

Financial liabilities are shown on the Balance Sheet at amortised cost. Fair values are disclosed below for each type of financial liability where the carrying value on the Balance Sheet is not an adequate approximation.

- **Borrowings £18.41m**

All borrowings are shown at amortised cost which for these loans is the same as principal outstanding. Of the total borrowings £18.34m has been borrowed from the PWLB, with £0.057m being borrowed from other bodies.

The Council has a comprehensive cash flow management system that seeks to ensure that cash is available as needed. If unexpected movements happen, the Council has immediate access to liquid investments as well as ready access to borrowings from the money markets and PWLB. There is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments.

As the Council has ready access to borrowings from the PWLB, there is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments. The main risk is that the Council will need to replace a significant proportion of its borrowings at a time of unfavourable interest rates. The main treasury management strategy to deal with this is to manage the Council's debt maturity profile so that it is as smooth as possible taking account of historic debt and available interest rates.

There is a range of possible fair values for these borrowings at the Balance Sheet date. A fair value of £11.9m is based on 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 interest that the Council will pay over the remaining terms of the loans under the agreements with PWLB, against what would be paid if the loans were at prevailing market rates.

- **Creditors £2.62m**

The total of £2.62m is for trade and other payables, tax and social security creditors has been included in financial liabilities. All other categories of creditor arising from statutory debts (Council tax and business rates), are governed by more specific reporting standards, or are not contracts giving rise to financial assets and liabilities.

- **Leases £0.86m**

The total of £0.86m is for future lease liabilities under IFRS16. Note 11 provides a detailed explanation for this.

### Fair Values

Investments and borrowings; the Council has obtained a 'fair value' calculation carried out by our external Treasury Management consultants in respect of these items on the balance sheet which is shown in the table below:

	2023/24		2024/25	
	Carrying Amount £000's	Fair Value £000's	Carrying Amount £000's	Fair Value £000's
PWLB borrowing*	19,359	13,959	18,359	11,998
<b>Total financial liabilities</b>	<b>19,359</b>	<b>13,959</b>	<b>18,359</b>	<b>11,998</b>
Loans and receivables*	31,750	31,750	33,100	33,100
<b>Total loans and receivables</b>	<b>31,750</b>	<b>31,750</b>	<b>33,100</b>	<b>33,100</b>



\*The carrying amount for short-term Financial Instruments (i.e. less than 365 days) is considered an acceptable approximation of fair value at the Balance Sheet date by the Code. Short-term Public Works Loan Board (PWLB) borrowing with a carrying amount of £1.5m is included in the above table. All loans and receivables are short-term.

In terms of the long-term PWLB debt, the fair value is different than the carrying amount because the Council's portfolio of loans includes a number of loans where the interest rate payable is higher than the rates available for similar loans in the market at the Balance Sheet date. As the purpose of the fair value disclosure is primarily to provide a comparison with the carrying amount in the Balance Sheet and as this contains accrued interest then the fair value figure also includes accrued interest.

When calculating the fair value of long-term PWLB debt our Treasury Management consultants have used the borrowing rate for new PWLB loans as the discount factor for all borrowing whereas the PWLB use the premature repayment rates for their values. The Code Guidance Notes for Practitioners confirms that it is acceptable for either or both valuations to be used. Applying premature repayment rates result in a fair value figure for PWLB borrowing of £11.902m rather than the value of £11.998m shown in the table above.

## **15. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS**

### **Key risks**

The Council's activities expose it to a variety of financial risks. The key risks are:

- Credit risk - the possibility that other parties might fail to pay amounts due to the Council;
- Liquidity risk - the possibility that the Council might not have funds available to meet its commitments to make payments;
- 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 might arise for the Council as a result of changes in such measures as interest rates movements.

### **Overall procedures for managing risk**

The Council's overall risk management procedures focus on the unpredictability of financial markets, and are structured to implement suitable controls to minimise these risks. The procedures for risk management are set out through a legal framework based on the Local Government Act 2003 and associated regulations. These require the Council to comply with the CIPFA Prudential Code, the CIPFA Code of Practice on Treasury Management in the Public Services and investment guidance issued through the Act. Overall, these procedures require the Council to manage risk in the following ways:

- by formally adopting the requirements of the CIPFA Treasury Management Code of Practice;
- by the adoption of a Treasury Policy Statement and treasury management clauses within its financial regulations/standing orders/constitution;
- by approving annually in advance prudential and treasury indicators for the following three years limiting:
  - The Council's overall borrowing;
  - Its maximum and minimum exposures to fixed and variable rates;
  - Its maximum and minimum exposures to the maturity structure of its debt;

- Its maximum annual exposures to investments maturing beyond a year.
- by approving an investment strategy for the forthcoming year setting out its criteria for both investing and selecting investment counterparties in compliance with Government guidance.

These are required to be reported and approved before the start of the year to which they relate. These items are reported with the annual treasury management strategy which outlines the detailed approach to managing risk in relation to the Council's financial instrument exposure. Actual performance is also reported after each year, as is a mid-year update.

The annual treasury management strategy for 2024/25 which incorporates the prudential indicators was approved by Council in March 2024. The strategy document is available on the Council website at [www.pendle.gov.uk](http://www.pendle.gov.uk).

The key issues within the strategy were:

- Inclusion of Commercial Investment activity;
- The Authorised Limit for 2024/25 was set at £31.5m. This is the maximum limit of external borrowings or other long term liabilities.
- The Operational Boundary was set at £28.5m. This is the level beyond which external debt is not normally expected to exceed.
- The maximum amounts of fixed and variable interest rate exposure were set at 100% and 25% based on the Council's net debt.

The Council maintains written principles for overall risk management, as well as written policies (Treasury Management Practices – TMPs) covering specific areas, such as interest rate risk, credit risk, and the investment of surplus cash. These TMPs are a requirement of the Code of Practice and are reviewed periodically.

### **Credit risk**

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

This risk is minimised through the Annual Investment Strategy, which requires that deposits are not made with financial institutions unless they meet identified minimum credit criteria, as laid down by Fitch Ratings. The Annual Investment Strategy also imposes a maximum sum to be invested with any approved financial institution and other approved sectors (e.g. local authorities). The credit criteria in respect of financial assets held by the authority are as detailed below.

Deposits are only made with main UK clearing banks and three UK building societies (taking in to account credit ratings issued by Fitch and supplied weekly by our Treasury Management consultants). Limits are assigned for each counterparty in relation to the maximum duration and amount of investment. The maximum duration limits that have applied during 2024/25 range from 100 days to 364 days. The maximum sums invested range from £5.0m to £10.0m (£10.0m for the Council's Bankers) and £6.0m for Lancashire County Council. The Council also holds a maximum of £3.0m in Money Market Funds with CCLA in the Public Sector Deposit Fund.

Any short-term operational breaches of these limits are reported to the Council's Accounts and Audit Committee during the year. The Council does not expect any losses from non-performance by any of its counterparties. The Council has not breached its counterparty limits during 2024/25.

Customers for goods and services are assessed, taking into account their financial position, past experience and other factors.

The Authority's maximum exposure to credit risk in relation to its investments in banks and building societies 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 31st March 2025 that this was likely to crystallise.

### Amounts arising from Expected Credit Losses

We have assessed the Council's short and long term investments and concluded that the expected credit loss is not material therefore no allowances have been made.

A summary of the credit quality of the Council's individual investments at 31st March 2025 is shown below, along with the potential maximum exposure to credit risk, based on duration to maturity, experience of default and un-collectability.

Cash Deposits	Principal (£)	Lowest Long Term Rating	Historic Risk of Default	Expected Credit Loss (£)
CCLA PSDF MMF	3,000,000	AAAm		
Lancashire CC	4,850,000	AA-	0.000%	0
Lloyds Bank PLC	3,000,000	A+	0.004%	120
DMO	3,000,000	AA-	0.001%	0
DMO	1,000,000	AA-	0.001%	0
DMO	3,000,000	AA-	0.001%	0
DMO	1,750,000	AA-	0.004%	0
DMO	4,000,000	AA-	0.006%	0
DMO	4,000,000	AA-	0.009%	0
DMO	2,500,000	AA-	0.009%	0
DMO	3,000,000	AA-	0.010%	0
<b>Total</b>	<b>33,100,000</b>			<b>120</b>

\*The Code does not recognise a loss allowance where the counterparty is central government or a local authority since relevant statutory provisions prevent default.

The following analysis summarises the Council's maximum exposure to credit risk on other financial assets, based on experience of default, adjusted to reflect current market conditions:-

	Amount	Historical experience of default	Adjustment for market conditions	Estimated maximum exposure to default	Estimated maximum exposure to default
	£000s	%	%	£000s	£000s
<b>Cash deposits :</b>	31-Mar-25	31-Mar-25	31-Mar-25	31-Mar-25	31-Mar-24
<b>Banks &amp; Building Societies</b>	3,877	0.00%	0.00%	Nil	Nil
<b>Other / Local Authorities / Govt</b>	30,223	0.00%	0.00%	Nil	Nil
<b>Sundry / Trade Debtors</b>	742	3.00%	48.00%	378	414
<b>Total</b>	<b>34,842</b>			<b>378</b>	<b>414</b>

The trade debtor amount can be analysed by age as follows:-

	2023/24 £000's	2024/25 £000's
Less than one month	226	160
Less than three months	103	73
Three to six months	34	42
Six months to one year	89	38
More than one year	359	429
	<b>812</b>	<b>742</b>

Trade debtors are not subject to internal credit rating and have been collectively assessed in the following groupings for the purposes of calculating expected credit losses:-

#### **Maximum Exposure: £378k**

Expected credit losses are calculated based on historical data for defaults adjusted for current and forecast economic conditions. Debt write-off is considered when normal recovery procedures have been unable to secure payment. Prior to write-off, all possible action will have been taken to secure the debt, however the extent to which it is pursued is dependent on the amount of the debt and the financial circumstances of the debtor.

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

#### **Liquidity risk**

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 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 requirements, 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.

#### **Refinancing and Maturity risk**

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 within the Treasury Management Strategy:

	2023/24 £000's	2024/25 £000's
Less than one Year	1,000	1,500
Between one and two years	1,500	-
Between two and five years	-	1,500
Between five and ten years	4,000	2,500
More than ten years	12,859	12,859
	<b>19,359</b>	<b>18,359</b>

## Market risk

### 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). As an example, a 1% increase in the discount rate would reduce the fair value of the Council's borrowing liabilities shown on page 63 from £11.998m to £10.732m;
- Investments at variable rates – the interest income credited to the Comprehensive Income and Expenditure Statement will rise;
- Investments at fixed rates – the fair value of the assets will fall for long-term investments i.e. for those in excess of 365 days (no impact on revenue balances). The Council does not hold any long-term investments.

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.

The Council has a number of strategies for managing interest rate risk. The Annual Treasury Management Strategy draws together the 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. To limit the potential impact of changes in interest rates on variable rate borrowing a limit of 25% of total borrowing is set at the maximum that may be borrowed at variable rate. During 2024/25 the Council had no borrowings with variable interest rates.

### Price risk

The Council does not invest in equity shares or marketable bonds.

### 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.

## 16. SHORT-TERM DEBTORS

	2023/24 Total £000's	2024/25 Total £000's
Central Government Departments	1,105	511
Other Local Authorities	356	260
NHS Bodies	-	1
Public Corporations and Trading Funds	-	-
Business Rate Payers/Council Tax Payers	2,848	3,409
Prepayment of Pension Fund Contributions	-	-
Other Entities and Individuals	2,939	3,922
<b>Total Debtor Balance</b>	<b>7,248</b>	<b>8,103</b>
Provision for Bad and Doubtful Debts	(6,139)	(6,377)
<b>Net Debtor Balance</b>	<b>1,110</b>	<b>1,726</b>

## 17. CASH AND CASH EQUIVALENTS

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

	2023/24 Total £000's	2024/25 Total £000's
Cash held by the Council	-	1
Bank current accounts	(773)	820
Bank/Other Deposits - instant access	7,950	7,850
Short term deposit	7,331	5,755
	<b>14,508</b>	<b>14,426</b>

## 18. ASSETS HELD FOR SALE

	2023/24 £000's	2024/25 £000's
<b>Balance at 1st April</b>	<b>205</b>	<b>146</b>
In year capital expenditure	11	0
Impairment losses	-	(25)
Assets sold	(70)	(18)
<b>Balance at 31st March</b>	<b>146</b>	<b>103</b>

## 19. CREDITORS

	2023/24 Total £000's	2024/25 Total £000's
Central Government bodies	1,831	1,041
Other Local Authorities	300	295
NHS bodies		
Business Rate Payers/Council Tax Payers	4,596	4,358
Other entities and individuals	1,856	2,756
	<b>8,584</b>	<b>8,449</b>
Receipts in Advance included in the above creditors:		
Central Government bodies	97	144
Other Local Authorities	-	35
Business Rate Payers/Council Tax Payers	181	569
Other entities and individuals	148	83
	<b>425</b>	<b>832</b>

## 20. PROVISIONS

The provisions relate to service areas where there is a known liability but uncertainty about the exact amount or the dates on which they will arise.

Details of the main provisions are shown below:-

	2023/24 £000's	Advanced £000's	2024/25 Utilised £000's	£000's
Burnley and Pendle JTC	77	2	-	<b>78</b>
Municipal Mutual Insurance	264	-	-	<b>264</b>
Other	13	2		<b>14</b>
Business Rates Appeals*	582	302	(239)	<b>645</b>
	<b>935</b>	<b>305</b>	<b>(239)</b>	<b>1,002</b>

\*The provision for Business Rates Appeals represents the Council's estimated share of sums repayable to businesses on successful appeal against their rateable value, as determined by the Valuation Office Agency (VOA).

## 21. USABLE RESERVES

Movements in the Authority's usable reserves are detailed in the Movement in Reserves Statement and Notes 6 and 7.



## 22. UNUSABLE RESERVES

Unusable Reserves include:

- unrealised gains and losses, particularly in relation to the revaluation of property, plant and equipment (e.g. the Revaluation Reserve)
- adjustment accounts that absorb the difference between the outcome of applying proper accounting practices and the requirements of statutory arrangements for funding expenditure (e.g. the Capital Adjustment Account and the Pensions Reserve).

	2023/24 £000's	2024/25 £000's
Revaluation Reserve	27,528	27,462
Capital Adjustment Account	5,690	10,887
Pensions Reserve	(2,538)	(2,176)
Financial Instruments Adjustment Account	(101)	(95)
Collection Fund Adjustment Account	1,369	269
Accumulated Absences Account	(161)	(172)
	<b>31,787</b>	<b>36,175</b>

### Revaluation Reserve

The Revaluation Reserve contains the gains made by the Council arising from increases in the value of its Property, Plant and Equipment (and Intangible Assets). The balance is reduced when assets with accumulated gains are:

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

The 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.

	2023/24 £000's	2024/25 £000's
<b>Balance at 1st April</b>	<b>23,195</b>	<b>27,528</b>
Upward Revaluation of assets	5,380	1,865
Downward revaluation of assets and impairment losses not charged to the Surplus or Deficit on the Provision of Services	(292)	(46)
Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services	5,088	1,819
Difference between fair value depreciation and historical cost depreciation	(581)	(1,527)
Accumulated gains on assets sold or scrapped	(174)	(357)
Amount written off to the Capital adjustment Account	(755)	(1,884)
<b>Balance at 31st March</b>	<b>27,528</b>	<b>27,462</b>

## Capital Adjustment Account

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

The Account contains accumulated gains and losses on Investment Properties and gains recognised on donated assets that have yet to be consumed by the Council. The Account also contains revaluation gains accumulated on Property, Plant and Equipment before 1st April 2007, the date that the Revaluation Reserve was created to hold such gains.

Note 6 provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

	2023/24 £000's	2024/25 £000's
	<b>5,813</b>	<b>5,689</b>
Charges for depreciation and impairment of non current assets	(1,471)	(1,872)
Revaluation losses on Property, Plant and Equipment	(2,246)	(3,514)
Amortisation of intangible assets	(189)	(212)
Revenue expenditure funded from capital under statute	(4,102)	(4,054)
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	(282)	(758)
	(8,290)	(10,408)
Adjusting amounts written out re Long Term Debtor	(57)	(62)
Adjusting amounts written out of the Revaluation Reserve	755	1,884
	(7,592)	(8,586)
Use of the Capital Receipts Reserve to finance new capital expenditure	208	494
Use of the Major Repairs Reserve to finance new capital expenditure		
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	1,755	4,537
Application of grants to capital financing from the Capital Grants Unapplied Account	4,747	8,085
Statutory provision for the financing of capital investment charged against General Fund balances	506	651
Amounts voluntarily set aside for repayment of debt	9	-
Capital expenditure charged against General Fund balances	243	15
	7,468	13,784
<b>Balance at 31 March</b>	<b>5,689</b>	<b>10,887</b>

## Pensions Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post-employment benefits and for funding benefits in accordance with statutory provisions. The Council accounts for post-employment benefits in the 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 the pension fund or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the Authority 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.

	2023/24 £000's	2024/25 £000's
<b>Balance at 1st April</b>	<b>(2,728)</b>	<b>(2,538)</b>
Remeasurements of the net defined benefit liability	5,501	10,554
Removal of Pension Surplus - Change due to impact of Asset Ceiling	(3,002)	(10,536)
Present Value of unfunded benefit obligations	(2,538)	-
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	(1,274)	(1,355)
Employer's pensions contributions and direct payments to pensioners payable in the year	1,503	1,699
	<b>(2,538)</b>	<b>(2,176)</b>

## Collection Fund Adjustment Account

	2023/24 £000's	2024/25 £000's
<b>Balance at 1st April</b>	<b>875</b>	<b>1,369</b>
Amount by which council tax and non-domestic rating income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non-domestic rating income calculated for the year in accordance with statutory requirements	494	(1,100)
	<b>1,369</b>	<b>269</b>

### 23. CASH FLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:-

a) Adjust net surplus or deficit on the provision of services for non-cash movements

	2023/24 £000's	2024/25 £000's
Depreciation charged to Comprehensive Income & Expenditure Statement	1,471	1,847
Amortisation of Intangible Assets	189	212
Movement in contract assets, liabilities and costs (IFRS 16)		(198)
Deferred revenue/ deferred payment agreements (IFRS 16)		521
Impairment and Downward Revaluations	2,245	3,537
Increase / (Decrease) in Creditors	(2,906)	(3,779)
(Increase) / Decrease in Debtors	565	(684)
(Increase) / Decrease in Inventories	(16)	(29)
Pensions Liability	(228)	(344)
Contributions to / (from) Provisions	-	-
Revaluation Losses	-	-
Carrying value on disposal of Property, Plant and Equipment, Investment Property and Intangible Assets	282	757
Other non-cash movements	(125)	608
	<b>1,477</b>	<b>2,448</b>

b) Adjust for items included in the net surplus on the provision of services that are investing or financing activities

	2023/24 £000's	2024/25 £000's
Any other items for which the cash effects are investing or financing cash flows	11,986	16,681
Adjustment re sale of short-term investments		
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	347	307
	<b>12,333</b>	<b>16,988</b>

c) Interest received and interest paid

	2023/24 £000's	2024/25 £000's
Interest received	(1,834)	1,851
Interest paid	597	561
	<b>(1,237)</b>	<b>2,412</b>

## 24. CASH FLOW STATEMENT – INVESTING ACTIVITIES

	2023/24 £000's	2024/25 £000's
Purchase of property, plant and equipment, investment property and intangible assets	2,986	11,331
Purchase of short-term investments	203,520	248,945
Other payments for investing activities	50	-
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(197)	(278)
Other Asset Related Proceeds (Mainly easements & sale deposits)	(149)	(30)
Proceeds from short-term investments	(203,520)	(245,945)
Other receipts from investing activities (mainly capital grants)	(12,059)	(16,748)
<b>Net cash flows from investing activities</b>	<b>(9,369)</b>	<b>(2,725)</b>

## 25. CASH FLOW STATEMENT – FINANCING ACTIVITIES

	2023/24 £000's	2024/25 £000's
Cash receipts of short- and long-term borrowing		
Repayments of short- and long-term borrowing	1,009	1,048
Other payments for financing activities	1,991	(3,643)
<b>Net cash flows from financing activities</b>	<b>3,000</b>	<b>(2,595)</b>

## 26. 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 Service Areas. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

	2023/24			2024/25		
	Net Expenditure Chargeable to the General Fund £000's	Adjustment between the Funding and Accounting Basis £000's	Net Expenditure in the Comprehensive Income and Expenditure Statement £000's	Net Expenditure Chargeable to the General Fund £000's	Adjustment between the Funding and Accounting Basis £000's	Net Expenditure in the Comprehensive Income and Expenditure Statement £000's
Directorate	436	52	487	478	50	527
Policy & Commissioning	517	88	605	545	77	621
Financial Services*	7,682	3,453	11,135	6,781	1,417	8,198
Legal & Democratic Services	1,116	88	1,204	1,186	115	1,301
Planning, Building Control & Regulatory Services	(440)	126	(314)	(125)	118	(7)
Operational Services	4,739	967	5,706	3,846	1,629	5,475
Property Services	-	-	-	713	3,158	3,871
Economic Growth	377	136	513	581	131	712
Housing & Environmental Health	(108)	186	78	419	145	564
<b>Cost Of Services</b>	<b>14,320</b>	<b>5,096</b>	<b>19,415</b>	<b>14,422</b>	<b>6,839</b>	<b>21,262</b>
Other Income and Expenditure	(14,209)	(10,569)	(24,777)	(17,077)	(13,323)	(30,400)
<b>(Surplus) or Deficit</b>	<b>111</b>	<b>(5,473)</b>	<b>(5,362)</b>	<b>(2,655)</b>	<b>(6,483)</b>	<b>(9,138)</b>
<b>Opening General Fund Balance</b>			<b>10,931</b>			<b>10,820</b>
Less/Plus Surplus or (Deficit) on General Fund Balance in Year			(111)			2,655
<b>Closing General Fund Balance at 31st March</b>			<b>10,820</b>			<b>13,475</b>

## 27. NOTE TO THE EXPENDITURE AND FUNDING ANALYSIS

This note provides a reconciliation of the main adjustments to Net Expenditure Chargeable to the General Fund to arrive at the amounts in the Comprehensive Income and Expenditure Statement. The relevant transfers between reserves are explained in the Movement in Reserves Statement.

	2023/24					2024/25				
	As reported for resource management £000's	Adjustment to arrive at the net amount chargeable to General Fund £000's	Net Expenditure chargeable to General Fund £000's	Adjustments between Funding and Accounting Basis (Note 6) £000's	Net Expenditure in the Comprehensive Income and Expenditure Statement £000's	As reported for resource management £000's	Adjustment to arrive at the net amount chargeable to General Fund £000's	Net Expenditure chargeable to General Fund £000's	Adjustments between Funding and Accounting Basis (Note 6) £000's	Net Expenditure in the Comprehensive Income and Expenditure Statement £000's
Directorate	923	(487)	436	52	487	(175)	653	478	50	527
Policy & Commissioning	1,070	(553)	517	88	605	(907)	1,452	545	77	621
Financial Services*	8,813	(1,131)	7,682	3,453	11,135	(2,969)	9,750	6,781	1,417	8,198
Legal & Democratic Services	1,133	(18)	1,116	88	1,204	(1,223)	2,409	1,186	115	1,301
Planning, Building Control & Regulatory Services	(950)	510	(440)	126	(314)	(3,299)	3,173	(125)	118	(7)
Operational Services	4,193	546	4,739	967	5,706	(2,742)	6,588	3,846	1,629	5,475
Property Services	-	-	-	-	-	(1,588)	2,301	713	3,158	3,871
Economic Growth	(270)	647	377	136	513	(1,837)	2,418	581	131	712
Housing & Environmental Health	(593)	486	(108)	186	78	(3,331)	3,750	419	145	564
<b>Net Cost Of Services</b>	<b>14,320</b>	<b>(0)</b>	<b>14,320</b>	<b>5,096</b>	<b>19,415</b>	<b>(18,072)</b>	<b>32,494</b>	<b>14,422</b>	<b>6,839</b>	<b>21,262</b>
Other Income and Expenditure	(14,209)		(14,209)	(10,569)	(24,777)	15,417	(32,494)	(17,077)	(13,323)	(30,400)
<b>(Surplus) or Deficit</b>	<b>111</b>	<b>(0)</b>	<b>111</b>	<b>(5,473)</b>	<b>(5,362)</b>	<b>(2,655)</b>	<b>(0)</b>	<b>(2,655)</b>	<b>(6,483)</b>	<b>(9,138)</b>
<b>Opening General Fund Balance</b>					<b>10,931</b>					<b>10,820</b>
Less/Plus Surplus or (Deficit) on General Fund Balance in Year					(111)					2,655
<b>Closing General Fund Balance at 31st March</b>					<b>10,820</b>					<b>13,475</b>



## **27. (contd) NOTE TO THE EXPENDITURE AND FUNDING ANALYSIS ABOVE**

### **Adjustments for Capital Purposes**

This column adds in depreciation and impairment and revaluation gains and losses in the services 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 i.e. Minimum Revenue Provision (MRP) 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 for 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 line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

### **Net change for the Pensions Adjustments**

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

- **For services**
  - This represents the removal of the employer pension contributions made by the authority 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.

### **Other Adjustments**

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

- **For financing and investment income and expenditure**
  - The other adjustments column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
- **The charge under Taxation and Non-Specific grant income and expenditure**
  - This represents the difference between what is chargeable under statutory regulations for Council Tax and Business Rates 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.

Adjustments between the Funding and Accounting Basis are shown below for both 2024/25 and 2023/24.

Adjustments between Funding and Accounting Basis				
2024/25				
Adjustments from General Fund to arrive at the amounts shown on the Comprehensive Income and Expenditure Statement	Adjustments for Capital Purposes £000's	Net Change for the Pensions Adjustments £000's	Other Adjustments £000's	Total Adjustments £000's
Directorate	-	54	(4)	50
Policy & Commissioning	-	75	1	77
Financial Services	1,252	166	(0)	1,417
Democratic & Legal Services	24	86	5	115
Planning, Building Control & Licensing	-	115	3	118
Operational Services	1,163	456	10	1,629
Property Services	3,083	72	3	3,158
Economic Growth	68	61	3	131
Housing, Health & Economic Development	8	147	(9)	145
<b>Net Cost Of Services</b>	<b>5,597</b>	<b>1,231</b>	<b>11</b>	<b>6,839</b>

Other Income and Expenditure from the Funding Analysis      (12,833)      (1,576)      1,085      (13,323)

**Difference between the General Fund surplus or deficit and that shown on the face of the Comprehensive Income and Expenditure Statement**      **(7,236)**      **(344)**      **1,097**      **(6,483)**

Adjustments between funding and accounting basis for 2023/24 were as follows:

Adjustments between Funding and Accounting Basis				
2023/24				
Adjustments from General Fund to arrive at the amounts shown on the Comprehensive Income and Expenditure Statement	Adjustments for Capital Purposes £000's	Net Change for the Pensions Adjustments £000's	Other Adjustments £000's	Total Adjustments £000's
Directorate	-	54	(3)	52
Policy & Commissioning	-	76	13	88
Financial Services	3,340	105	8	3,453
Democratic & Legal Services	2	86	-	88
Planning, Building Control & Licensing	-	124	2	126
Operational Services	490	474	4	967
Economic Growth	65	57	13	136
Housing, Health & Economic Development	8	167	11	186
<b>Net Cost Of Services</b>	<b>3,906</b>	<b>1,142</b>	<b>48</b>	<b>5,096</b>

Other Income and Expenditure from the Funding Analysis      (8,686)      (1,372)      (511)      (10,569)

**Difference between the General Fund surplus or deficit and that shown on the face of the Comprehensive Income and Expenditure Statement**      **(4,780)**      **(230)**      **(463)**      **(5,473)**

## 28. EXPENDITURE AND INCOME ANALYSED BY NATURE

This table shows expenditure and income by category (nature) and how this relates to the surplus or deficit on the Provision of Services included in the Comprehensive Income and Expenditure Statement.

	2023/24 £000's	2024/25 £000's
<b>Gross Expenditure</b>		
Employee Benefits Expense	9,286	10,071
Other Service Expenses	37,894	37,849
Support Service Recharges	-	(150)
Depreciation Amortisation and Impairment	3,906	5,597
Interest Payments	597	1,102
Expenditure Associated with Council Tax/NNDR	4,775	3,388
Precepts and Levies	2,627	2,953
Gain or Loss on Disposal of Non Current Assets/Pension Interest	179	565
<b>Gross Expenditure</b>	<b>59,265</b>	<b>61,375</b>
<b>Gross Income</b>		
Fees and Charges and Other Service Income	7,336	6,924
Income from Council Tax/NNDR	18,006	17,914
Government Grants and Contributions	36,781	43,470
Support Service Recharge	289	262
Interest and Investment Income	2,214	1,942
<b>Gross Income</b>	<b>64,626</b>	<b>70,513</b>
<b>Net Expenditure (Deficit on Provision of Services)</b>	<b>(5,362)</b>	<b>(9,138)</b>

## 29. OFFICERS' REMUNERATION

The remuneration paid to the Authority's senior employees is as follows:

Post Title		Salary, Fees and Allowances	Bonuses	Expenses Allowances *	Compensation Loss of Office	Benefits in Kind **	Pension Contribution	Total
<b>Chief Executive</b>								
	2024/25	113,388	-	805	-	-	22,678	136,871
	2023/24	113,053	-	664	-	-	22,611	136,328
<b>Director of Place</b>								
	2024/25	90,095	-	246	-	-	18,019	108,360
	2023/24	87,897	-	353	-	-	17,580	105,830
<b>Director of Resources (S151)</b>								
Fixed staff	2024/25	69,323	-	23	-	-	13,865	83,211
Agency staff	2024/25	78,242	-	-	-	-	-	78,242
Fixed staff	2023/24	65,923	-	-	-	-	13,185	79,108
Agency staff	2023/24	73,059	-	-	-	-	-	73,059
<b>Asst. Director Operational Services</b>								
	2024/25	74,200	-	308	-	-	14,840	89,348
	2023/24	72,390	-	173	-	-	14,478	87,041
<b>Asst. Director Planning, Building Control &amp; Regulatory Services</b>								
	2024/25	74,206	-	305	-	-	14,840	89,351
	2023/24	72,390	-	93	-	7,908	14,478	94,869
<b>Head of Economic Growth</b>								
	2024/25	57,045	-	-	-	-	11,409	68,454
	2023/24	51,738	-	530	-	-	10,348	62,616
<b>Head of Housing &amp; Environmental Health</b>								
	2024/25	57,045	-	-	-	-	11,409	68,454
	2023/24	51,923	-	-	-	-	10,385	62,308
<b>Head of Finance</b>								
	2024/25	62,300	-	-	-	-	12,460	74,760
	2023/24	59,452	-	-	-	-	11,890	71,342
<b>Head of Legal &amp; Democratic Services</b>								
	2024/25	55,118	-	171	-	-	11,024	66,313
	2023/24	63,892	-	15	-	-	11,699	75,606
<b>Head of Policy &amp; Commissioning</b>								
	2024/25	66,300	-	45	-	-	14,340	80,685
	2023/24	63,892	-	-	-	-	11,699	75,591
<b>Head of Property &amp; Engineering</b>								
	2024/25	9,418	-	-	-	-	1,884	11,302
	2023/24	-	-	-	-	-	-	-

\* Expense Allowances are the payment of subscriptions

\*\* Benefits in Kind are a contribution towards a leased car based on a 10% of the post holder's salary

The Chief Executive is the Council's Returning Officer for elections for which a payment of £1,837 per annum was made. This is included in the post-holder's salary shown above.

The lease car scheme is closed to new entrants.

The Council's Pay Policy is approved annually. The Pay Policy Statement for 2024/25 was approved by the Council in March 2024 and can be found on the Council's website at [www.pendle.gov.uk](http://www.pendle.gov.uk).

There were some changes during 2024-25 for the Senior employee's roles. The interim Director of Resources (S151 Officer) was replaced with a permanent appointment in June 2024, and the Chief Executive departed the Council in March 2025 and was replaced with a temporary appointment for the remainder of the financial year.

The Council's employees receiving more than £50,000 remuneration for the year, excluding employer's pension contributions, were paid the following amounts:

Remuneration band	Number of employees	
	2023/24	2024/25
£50,000 - £54,999	2	
£55,000 - £59,999	1	2
£60,000 - £64,999	1	1
£65,000 - £69,999	1	2
£70,000 - £74,999	2*	2
£75,000 - £79,999		1
£80,000 - £84,999	1	
£85,000 - £89,999	1	
£90,000 - £94,999		1
£110,000 - £114,999	1	
£115,000 - £119,999		1

There were no exit packages made in 2024/25.

### 30. MEMBERS' ALLOWANCES

The Council paid the following amounts to members of the Council during the year.

	2023/24 £	2024/25 £
Allowances	128,035	133,478
Expenses	1,371	1,064
<b>Total</b>	<b>129,407</b>	<b>134,542</b>

Payments are made to Members a month in arrears and the above figures represent the actual payments made in the financial year.

### 31. 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 and to non-audit services provided by the Council's external auditors.

	2023/24 Total £000's	2024/25 Total £000's
<b>Fees Payable:</b>		
- with regard to external audit services carried out by the appointed auditor for the year, payable to Grant Thornton.	136	73
- with regard to external audit services carried out by the appointed auditor for prior years, payable to Grant Thornton.	49	79
- to external auditors for certification of grant claims and returns, payable to KPMG.	23	13
<b>Total</b>	<b>207</b>	<b>165</b>

### 32. GRANT INCOME

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2024/25:

	2023/24 Total £000's	2024/25 Total £000's
<b>Credited to Taxation and Non Specific Grant Income</b>		
- Revenue Support Grant	1,459	1,556
- New Homes Bonus Grant	162	87
- Levy/Surplus Allocation	34	34
- Council Tax Support scheme (New Burdens)	13	-
- New Burdens	152	191
- Small Business Rate Relief Grant	2,253	3,263
- Funding Guarantee Grant	406	720
- Lower Tier Services	165	28
- Local Council Tax Support	-	-
- Capital Grants and Contributions	8,129	12,714
	<b>12,773</b>	<b>18,594</b>
<b>Credited to Services</b>		
Housing Benefits and Council Tax	15,954	15,754
Support for energy bills - CT rebate	(36)	-
Capital grants funding Revenue Expenditure Under Statute	3,857	3,947
Household Support Fund	961	834
UKSPF	684	1,737
Asylum Dispersal Scheme Grant	863	394
Nelson Town Deal	492	630
Holiday Activities Fund	406	377
Ukrainian Crisis Response	126	205
Energy Bills Support Scheme Alternative Funding	9	-
Misc Grants from MHCLG (mainly Housing/Homelessness)	290	349
Colne Levelling Up Fund	86	60
Affordable Warmth Grant	98	50
Parks Levelling Up Fund	5	-
Cyber Security Grant	1	15
DEFRA	1	-
Individual Electoral Registration Grant	36	-
Elections Grants	-	209
Urban Tree Challenge	2	-
Town Centre Masterplans	88	40
Plan for Neighbourhoods (was LTPFT's)	50	200
Redmond Review Implementation	-	18
Community Cohesion and Resilience Programme	-	57
Local Authority Housing Fund	-	1
DEFRA - Coronation Living Heritage	34	-
	<b>24,008</b>	<b>24,876</b>
<b>Total</b>	<b>36,781</b>	<b>43,470</b>

The Council received no capital grants in year that have yet to be recognised as income due to the conditions attached which if not met will require the monies to be returned to the grantor. The Council had no such grants at the end of 2024/25 (£nil 2023/24).

### **33. 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. The financial statements must contain the disclosure necessary to draw attention to 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 effective control over the general operations of the Council – it is responsible for providing the statutory framework, within which the Council operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties (e.g. Council tax bills, housing benefits). Grants received from government departments are set out in the subjective analysis in Note 27 on the Expenditure and Funding Analysis.

#### **Other Public Bodies**

Precepts in relation to Police & Crime Commissioner for Lancashire, Lancashire Combined Fire Authority and Lancashire County Council – refer to the Collection Fund on page 97. Precepts payable to local Town and Parish Councils – refer to Note 8 on page 52. For details of payments to the Lancashire County Council Pension Fund refer to Note 35 below.

#### **Mersey Internal Audit Agency (MIAA)**

The Council has engaged Mersey Internal Audit Agency (MIAA) to carry out its Internal Audit and Assurance service.

#### **Chief Officers and Elected Members**

Members of the Council have direct control over the Council's financial and operating policies for which they are paid allowances and expenses. Members' allowances and expenses paid in 2024/25 totalling £134,542 (£129,407 in 2023/24) are shown in Note 30. The total of members' allowances paid in 2023/24 is shown in Note 30.

During the year some Members and Officers acted in a number of other capacities for related parties. This involved being either employed by other local authorities or serving on the Management Boards of Companies and Voluntary Organisations. Principal examples include: Lancashire County Council, Together Housing Association Ltd (formerly Housing Pendle), Pendle Leisure Ltd and the three joint venture arrangements that the Council has established in partnership with Barnfield Investment Properties (PEARL, PEARL 2 and PEARL Brierfield Mill). The Council has a fourth joint venture with Barnfield Investment Properties and Harewood Housing Society Limited (PEARL Together). The Council has a fifth joint venture company Penbrook Developments Ltd which was incorporated in June 2022 in Partnership with Brookhouse Group Ltd.

With regard to Pendle Leisure Limited, the Council pays an annual grant towards the costs incurred by the Trust in managing and developing a wide variety of leisure related facilities and activities for the people of Pendle. As well as providing multi-purpose centres for swimming, fitness, sports, exercise and entertainment, the Trust also has staff dedicated to providing specialist projects relating to Healthy Lifestyles, Sports Development and Arts Development.

In 2024/25 the Council paid an initial grant of £1.989m to the Trust (£1.969m in 2023/24). A further supplementary grant was also agreed and paid of £0.32m. At the Balance Sheet date the Council owed Pendle Leisure Trust £0.42m and was owed £0.37m. During the year 3 Councillors served on the Trust's Board of Trustees as the Council's representatives.

Housing Pendle was established in 2006 to receive the transfer of the Council's housing stock. A number of arrangements between the Council and Housing Pendle stem from the transfer. Housing Pendle forms part of Together Housing. Together Housing is a large housing association which manages more than 36,000 homes across Lancashire and Yorkshire. At the Balance Sheet date the Council owed Together Housing £Nil and Together Housing owed the Council £1.76k. Payments totalling £29.8k were made in 2024/25 (£27k in 2023/24).

Four Councillors serve on the Board as Directors for the four PEARL entities (JVCs). Total payments of £1.837m were made to PEARL entities during the year (£185k in 2023/24), of which most of the payments related to the contract awarded to PEARL for the development of the Colne Market Hall under



the Levelling-Up Funding (LUF) programme for Colne. Additional information on PEARL entities is disclosed in Note 36. At the Balance Sheet date the Council owed PEARL entities £Nil and PEARL entities owed the Council £1.76k.

Four Councillors serve on the Board as Directors for the fifth Joint Venture Company (JVC), Brookhouse Group. Total payments of £1k was made during the year. Additional information on this entity is disclosed in Note 36. At the Balance Sheet date the Council owed Penbrook Developments Ltd £4.2k and Penbrook Developments Ltd owed the Council £NIL.

Organisations where Members served, and payments were made in 2024-25 for goods and services; and/or grants paid have been tabulated below:

Organisation	Member	Role/Related Party	£'000s
Burnley & Pendle CAB	M Hanif	Nominated representative	5
Colne BID Limited	S Cockburn-Price A Sutcliffe K McGladdery*	Director Director Family member works for CBL	158
Colne Youth Action Group	S & D Cockburn-Price	Chairperson / Treasurer	142
District Councils Network	A Mahmood	Nominated representative	3
Growth Lancashire Ltd	A Mahmood	Director	2
In-Situ-In-Place	M Hanif	Director	231
Local Government Association	A Mahmood	Nominated representative	13

\*K McGladdery resigned as a Councillor in December 2024.

Several Councillors also serve on Town and Parish Councils and during previous years the Council completed a range of asset transfers to local Councils including ad hoc parcels of land in parts of the Borough. Consideration of transactions related to these bodies are included in 'Other Public Bodies' above. At the Balance Sheet date, the Council owed Town and Parish Councils £25.3k and Town and Parish Councils owed the Council £25.3k.

The Council's Standing Orders require Members who believe they have an interest in a matter to be discussed at a Full Council, Executive Committee or other Committee meeting to declare that interest and withdraw from the meeting while the matter is being discussed.

It is considered, after examining the Register of Members Interests and making enquiries with Councillors and Senior Officers, that there are no further material transactions that need to be disclosed.

### 34. CAPITAL EXPENDITURE AND CAPITAL FINANCING

The total amount of capital expenditure incurred in the year is shown in the table below, including the value of assets acquired under finance leases, 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.

	2023/24 £000's	2024/25 £000's
<b>Opening Capital Financing Requirement</b>	<b>21,151</b>	<b>20,961</b>
Adjustment to carried balance of Long Term Debt Balance	-	(12)
<b>Capital Investment</b>		
Property Plant and Equipment	2,871	11,331
Investment Properties	11	-
Intangible Assets	244	-
Expenditure on Loans	51	-
Revenue Expenditure funded from Capital under Statute	4,102	4,054
<b>Sources of Finance</b>		
Capital Receipts	(207)	(494)
Government Grants and Other Contributions	(6,502)	(12,624)
Sums set aside from Revenue:		
Direct Revenue Contributions	(243)	(15)
Minimum Revenue Provision	(508)	(622)
Amounts voluntarily set aside for debt repayment	(9)	(10)
<b>Closing Capital Financing Requirement</b>	<b>20,961</b>	<b>22,569</b>
<b>Explanation of Movements in Year</b>		
In year use of borrowing for capital expenditure (unsupported by government financial assistance).	(190)	1,608
<b>Increase/(decrease) in Capital Financing Requirement</b>	<b>(190)</b>	<b>1,608</b>

## **35. DEFINED BENEFIT PENSION SCHEMES**

### **Participation in Pension Schemes**

As part of the terms and conditions of employment of its officers, the Council makes contributions towards the cost of post-employment benefits. Although these benefits will not actually be payable until employees retire, the Council has a commitment to make the payments that needs to be disclosed at the time that employees earn their future entitlement. The Council participates in the Local Government Pension Scheme, administered locally by Lancashire County Council. This is a funded scheme and pays defined benefits based on how long employees are active members and their salary when they leave (a “final salary” scheme) for service up to 31st March 2014 and on revalued average salary (a “career average” scheme) for service from 1st April 2014 onwards. A funded scheme means that the Council and employees pay contributions into the fund, calculated at a level intended to balance the pension liabilities with investments assets.

The pension scheme is operated under the regulatory framework for the Local Government Pension Scheme and the governance of the scheme is the responsibility of the Lancashire County Council Pension Fund Committee. The Committee is assisted by an investment panel which advises it on investment strategy and risk management provisions.

### **Risks and Investment Strategy**

The Fund’s primary long-term risk is that the Fund’s assets will fall short of its liabilities (i.e. promised benefits payable to scheme 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 Fund portfolio. The Fund achieves this through asset diversification to reduce exposure to market 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 Fund’s forecast cash flow.

### **Transactions Relating to Post-employment Benefits**

The Council recognises the cost of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge we are required to make 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.

Lancashire County Pension Fund - Pendle Borough Council	2023/24 £000's	2024/25 £000's
<b>Comprehensive Income and Expenditure Statement</b>		
<b>Cost of Services</b>		
Current service costs	1,142	1,231
Past service costs		
Settlements and Curtailments		
<b>Total Service Cost</b>	<b>1,142</b>	<b>1,231</b>
<b>Other Operating Expenditure</b>		
Fund Administration Expenses	37	41
<b>Financing and investment Income and Expenditure</b>		
Net interest expense	94	82
<b>Total Post-Employment Benefits charged to the Surplus or Deficit on the Provision of Services</b>	<b>1,273</b>	<b>1,354</b>
<b>Remeasurements of the Net Defined Benefit Liability comprising:</b>		
Return on plan assets (excluding amounts included in net interest)	(3,642)	1,696
Experience (gain)/loss	865	(129)
Actuarial gains and losses arising from changes in demographic/experience assumptions	(1,320)	(11,807)
Actuarial (gains) or losses arising from changes in financial assumptions	(1,403)	(314)
Removal of Pension Surplus - Change due to impact of Asset Ceiling *	5,540	10,536
Present Value of unfunded benefit obligations**	2,538	2,175
Present Value of unfunded benefit obligations	(2,538)	(2,175)
<b>Total remeasurements recognised in Other Comprehensive Income</b>	<b>40</b>	<b>(18)</b>
<b>Total Post-Employment Benefits charged to the Comprehensive Income and Expenditure Statement</b>	<b>1,313</b>	<b>1,336</b>
<b>Movement in Reserves Statement</b>		
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post-employment benefits in accordance with the Code	1,273	1,355
<b>Actual amount charged against the General Fund Balance for pensions in the year:</b>		
Employer contributions payable to the scheme	1,503	1,699

## Pensions Assets and Liabilities Recognised in the Balance Sheet

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

Lancashire County Pension Fund - Pendle Borough Council	2023/24 £000's	2024/25 £000's
Fair Value of employer assets	111,414	112,017
Present value of funded benefit liabilities	(95,751)	(85,050)
Present value of unfunded benefit liabilities	(2,538)	(2,175)
<b>Closing balance at 31st March (Per Pension Actuary Report)</b>	<b>13,125</b>	<b>24,792</b>
Change due to impact of Asset Ceiling *	(13,125)	(26,967)
Present Value of unfunded benefit obligations**	(2,538)	-
<b>Closing Balance on Balance Sheet</b>	<b>(2,538)</b>	<b>(2,175)</b>

\*An asset ceiling is the limit above which further increases in net pension cease to be recognised for accounting purposes. The pension surplus has been adjusted by the asset ceiling as the surplus is not fully realisable by the Council in the form of either refunds or reductions in employee contributions.

\*\*A further adjustment has been made to recognise the Council's liabilities for Pension obligations which at present are not covered by contributions made to the pension fund.

## Reconciliation of the Movements in the Fair value of Scheme Assets

Lancashire County Pension Fund - Pendle Borough Council	2023/24 £000's	2024/25 £000's
<b>Opening fair value of scheme assets</b>	<b>105,410</b>	<b>111,414</b>
Interest income	4,997	5,384
Remeasurement gain / (loss):	3,642	(1,696)
Return on plan assets excluding amounts included in net interest		
Other	(37)	(41)
Contributions from employer	1,503	1,699
Contributions from employees into the scheme	395	443
Benefits paid	(4,496)	(5,185)
<b>Closing fair value of scheme assets</b>	<b>111,414</b>	<b>112,018</b>

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

Lancashire County Pension Fund - Pendle Borough Council	2023/24 £000's	2024/25 £000's
<b>Opening balance at 1st April</b>	<b>98,481</b>	<b>98,289</b>
Current service cost	1,142	1,231
Interest cost	4,626	4,700
Contributions from scheme participants	394	442
Remeasurement (gains) and losses:		
- Experience (gain)/loss	865	(130)
- Actuarial gains/losses arising from changes in demographic assumptions	(1,403)	(11,807)
- Actuarial (gains)/losses arising from changes in financial assumptions	(1,320)	(314)
- Other		
Past service cost		
Curtailments		
Benefits paid	(4,496)	(5,185)
<b>Closing balance at 31st March</b>	<b>98,289</b>	<b>87,226</b>

## Pensions Ruling – The McCloud Case

The case concerned the transitional protections given to scheme members, who in 2012 were within 10 years of their normal retirement age, in the judges and fire fighters schemes as part of public services pension reforms. Judgements have upheld claimants' cases that the method of implementation of the Career Average Revalued Earnings (CARE) schemes discriminated against younger members.

The pension scheme assets comprised the following:

<b>Lancashire County Pension Fund - Pendle Borough Council</b>	<b>2023/24 £000's</b>	<b>2024/25 £000's</b>
<b>Asset Category:</b>		
<b>Cash and Cash equivalents</b>	2,060	1,426
<b>Equities*</b>		
- Financials	122	112
- Other	-	235
	122	347
<b>Bonds*</b>		
Overseas corporate	89	112
	89	112
<b>Property</b>		
Retail	373	224
Commercial	1,059	1,120
	1,432	1,344
<b>Other</b>		
Private Equity - UK and Overseas	8,390	6,885
Pooled Equity Funds - UK and Overseas	52,833	55,327
Infrastructure	16,849	14,885
Credit Funds	16,476	17,995
Pooled Fixed Income	4,303	6,043
Indirect Property Funds	8,860	7,653
	107,711	108,788
<b>Closing balance at 31st March</b>	<b>111,414</b>	<b>112,017</b>

\* denotes asset categories that have quoted prices in active markets.

### Basis for estimating assets and liabilities

Within the pension scheme the Council is responsible for the pension costs, liabilities and funding risks relating to its own employees and former employees. 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 pension scheme benefits liabilities have been assessed by Mercer Limited, an independent firm of actuaries, estimates being based on the latest full valuation of the Lancashire County Pension Fund scheme as at 31st March 2023. The next valuation will use data from 31st March 2027 and become effective with effect from 1st April 2028.



The significant assumptions used by the actuary have been:

Local Government Pension Scheme - Pendle Borough Council	2023/24	2024/25
Mortality assumptions:		
Longevity at 65 for current pensioners (years)		
Men	21.1	21.1
Women	23.5	23.6
Longevity at 65 for future pensioners (years)		
Men	22.4	22.3
Women	25.3	25.4
Rate of CPI inflation	2.7%	2.6%
Rate of increase in salaries	4.2%	4.1%
Rate of increase in pensions	2.8%	2.7%
Rate for discounting scheme liabilities	4.9%	5.8%

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 are consistent with those used in 2023/24.

Local Government Pension Scheme - Pendle Borough Council	2023/24 Impact on the Defined Benefit Obligation £'000	2024/25 Impact on the Defined Benefit Obligation £'000
<i>Sensitivity Analysis - Assumptions</i>		
change in discount rate	+0.5% (6,181)	+0.5% (10,523)
change in inflation rate	+0.25% 3,245	+0.25% (12,537)
change in pay growth	+0.25% 1,101	+0.25% (11,710)
1 year increase in life expectancy	2,456	(12,194)

### Impact on the Council's Cash Flows

The objectives of the scheme are to keep the employers' contribution rate as constant as possible.

The scheme will need to take account of the national changes to the Local Government Pension Scheme (LGPS) under the Public Pensions Services Act 2013. Under the Act, the LGPS in England and Wales may not provide benefits in relation to service after 31st 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.

The Council anticipates paying employer contributions of £1.698m to the scheme in 2025/26.

The Council's weighted average duration of the defined benefit obligation for scheme members is 15 years.

### **36. JOINT VENTURE ARRANGEMENTS**

In partnership with Barnfield Investment Properties Limited (BIP), the Council has established three joint venture companies (JVC), and a fourth JVC was established with BIP and Harewood Housing Society Limited (part of the Together Housing Group). Whilst they are considered to be jointly controlled entities, they are not regarded as so financially material to the Council to require the preparation of Group Accounts for 2024/25. This position is subject to an annual review in response to any changes in the scale of activity of the Council and PEARL entities.

In June 2022 the council established a fifth Joint Venture company, Penbrook Developments Limited, in Partnership with the Brookhouse Group Ltd, £50k in loan advances were made in the year 2023/24. Again, whilst they are considered to be jointly controlled entities, they are not regarded as so financially material to the Council to require the preparation of Group Accounts for 2024/25. This position is subject to an annual review in response to any changes in the scale of activity of the Council and Penbrook Developments Ltd.

#### **Pendle Enterprise and Regeneration Ltd (Company No. 06375571)**

Pendle Enterprise and Regeneration Ltd (PEARL) was incorporated in September 2007. PEARL's principal activities comprise the following:-

- Management of the Enterprise Units in the ACE Centre, Nelson.
- Management of the Shopping Precinct (Hartley Square), Colne.

PEARL has an authorised share capital of £1,000 of which BIP has 700 £1 shares and the Council has 300 £1 shares. The issued share capital is £10.00 and has been called up, and paid, in proportion to the authorised share capital. Both BIP and the Council are entitled to appoint up to five Directors each to form the Board of Directors.

In accordance with the Shareholders Agreement for the Company, both BIP and the Council agreed to make loan advances to the Company. For every £1 of loan capital advanced by the Council to the Company, BIP matches that with a loan capital of £2.33 (an investment ratio of 30:70).

The total approved loan advances agreed by the Council as at 31st March 2025 was £570k. There were no further advances made to PEARL during the year. The value of these loan notes (with accrued interest) has been reflected as a Long Term Debtor in the Council's accounts since 2008/09. The total value of the loan notes as at 31<sup>st</sup> March 2025 is £948K including accrued interest of £378K.

#### **Pendle Enterprise and Regeneration (2) Ltd (Company No 06684862)**

Pendle Enterprise and Regeneration (2) Ltd (PEARL 2) was incorporated in September 2008 but did not start actively trading until November 2009. The principal activity of the Company is the regeneration of the Borough of Pendle.

PEARL 2 has an authorised share capital of £100 of which BIP has 70 £1 shares and the Council has 30 £1 shares. The issued share capital is £100 and has been fully called up, and paid, in proportion to the authorised share capital. As with PEARL, both BIP and the Council are entitled to appoint up to five Directors each to form the Board of Directors.

PEARL 2 has undertaken a number of development projects. These include, for example:-

- the acquisition and refurbishment of Shackleton Hall, Colne;
- the refurbishment of properties in the Whitefield Area of Nelson;
- the redevelopment of the sites of the former Lob Lane Mill, Brierfield now known as Quaker Heights and Bunkers Hill site;
- the redevelopment of three Pavilions – Bullholme in Barrowford, Holt House in Colne and Edge End in Brierfield;
- the refurbishment of Booth Street Offices, Nelson;
- development of new market and affordable housing on Clitheroe Road, Brierfield

In support of these developments, and in accordance with the Shareholders Agreement for the Company, both BIP and the Council agreed to make loan advances to the Company. For every £1 of loan capital advanced by the Council to the Company, BIP matches that with loan capital of £2.33 (an investment ratio of 30:70).

The total approved loan advances agreed by the Council as at 31st March 2025 was £1.192m. There were no further loan advances made to PEARL 2 during the year.

As with PEARL 1, loan notes to the value of loans advanced have been issued to the Council by the Company. The value of these loan notes (with accrued interest) has been reflected as a Long Term Debtor in the Council's accounts for the year. The total value of the loan notes as at 31st March 2025 is £1.731 m (including accrued interest of £538k).

#### **Pendle Enterprise and Regeneration (Brierfield Mill) Ltd (Company No 07951533)**

Pendle Enterprise and Regeneration (Brierfield Mill) Ltd was incorporated in February 2012. The principal activity of the Company is the redevelopment of the site of Brierfield Mill, Brierfield, Lancashire.

PEARL (Brierfield Mill) Ltd is a wholly owned subsidiary of PEARL 2. It has an authorised share capital of £1,000 of which BIP has 700 £1 shares, the Council has 299 £1 shares and PEARL 2 has £1. The issued share capital is £1,000 and has been fully called up, and paid, in proportion to the authorised share capital. As with PEARL and PEARL 2, both BIP and the Council are entitled to appoint up to five Directors each to form the Board of Directors.

The Council has allocated funding as a contribution to the overall redevelopment of the Brierfield Mill site, of which £481k has been advanced by way of loans to the company at 31st March 2025. There were no further loan advances made to the company during the year.

As with PEARL and PEARL2, any loan advance made by the Council is matched by BIP in line with the investment ratio (2.33:1). Loan notes to the value of loans advanced have been issued to the Council by the Company. The value of these loan notes (with accrued interest) have been reflected as a Long Term Debtor in the Council's accounts for the year. The total value of the loan notes as at 31st March 2025 is £481K. The previously accrued loan note interest of £122k has been reversed as there will not be sufficient monies in the company to pay this interest.

In addition to the loans recognised as a long-term debtor, during the year the Council made a grant payment to PEARL (BM) of £250k. The Council has accounted for the grant as capital expenditure in 2021/22.

#### **PEARL Together Ltd (Company No 11229691)**

PEARL Together was incorporated in February 2018. The principal activity of the Company is the construction of domestic buildings.

PEARL Together has an authorised share capital of £100 of which Harewood Housing Society Limited has 50 £1 ordinary shares, BIP has 35 £1 shares and the Council has 15 £1 shares. The issued share capital is £100 and has been fully called up, and paid, in proportion to the authorised share capital. As with PEARL, both BIP and the Council are entitled to appoint up to five Directors each to form the Board of Directors.

In support of its activities the Council advanced loan payments totaling £122k at 31st March 2025. As with all PEARL entities loan notes to the value of loans advanced have been issued to the Council by the Company. The value of these loan notes (with accrued interest) has been reflected as a Long Term Debtor in the Council's accounts for the year. The total value of the loan notes as at 31st March 2025 is £137k (including accrued interest of £15K).

## **Other PEARL Joint Venture related matters**

Company Secretarial services were provided by the Council in 2024/25 to all four PEARL entities and the Council's Chief Executive is the Company Secretary for each.

Copies of the accounts for all the above Joint Venture companies can be obtained upon request in writing from the Company Secretary, Pendle Enterprise and Regeneration Ltd, c/o Nelson Town Hall, Nelson, Lancashire, BB9 7LG.

## **Penbrook Developments Limited (Company No 14157107)**

Penbrook Developments Limited was incorporated in June 2022. The principal activity of the company is the redevelopment of Pendle Rise Shopping Centre.

Penbrook Developments Limited has an authorised share capital of £20,000 divided into 18,000 A shares and 2,000 B shares. Brookhouse Group Limited (BGL) has 18,000 £1 A shares and the Council has 2,000 £1 B shares. The issued share capital is £20,000 and has been fully called upon but not paid, in proportion to the authorised share capital.

In accordance with the Shareholders Agreement for the Company, both BGL and the Council agreed to make loan advances to the Company. For every £1 of loan capital advanced by the Council to the Company, BGL matches that with a loan capital of £9 (an investment ratio of 90:10).

The Council has allocated funding as a contribution to the overall redevelopment of Pendle Rise Shopping Centre, of which £50k has been advanced by way of loans to the company at 31st March 2025. There were no further loan advances made to the company during the year.

Loan notes to the value of loans advanced have been issued to the Council by the Company. The value of these loan notes (with accrued interest) has been reflected as a Long Term Debtor in the Council's accounts for the year. The total value of the loan notes as at 31st March 2025 is £53k (including accrued interest of £3k).

## **37. CONTINGENT ASSETS**

### **Regenerate Pennine Lancashire**

During 2007/08, the Council introduced a Purchase Assistance Loan Scheme (PALs) in conjunction with Regenerate Pennine Lancashire (RPL) (now known as Growth Lancashire), one of the government's nine housing market renewal pathfinders. The purpose of the PALS Scheme was to provide loans to residents in proposed clearance areas to assist in the purchase of another property elsewhere within the District. Any loans provided are secured by way of a charge on the new property.

As at 31st March 2025, the Council had 5 loan advances outstanding of £128k, there were no loan repayments received in the year. All loan advances are fully funded by grant. However, the loans are repayable to the Council upon certain events, the timing of which cannot be determined as it is dependent on a number of factors. In view of this, the Council has not recorded the amounts due as long term debtors. As repayment is dependent on one or more uncertain future events not wholly within the Council's control, it is recorded here as a contingent asset. The classification of the loans will be subject to annual review and in the event that repayment is considered to be virtually certain, the accounting treatment will be changed accordingly.

## **38. CONTINGENT LIABILITIES**

Details of the material contingent liabilities that are applicable to the Council are as follows:-

## Large Scale Voluntary Transfer

As part of the transfer of the Council's housing stock to Together Housing (formerly Housing Pendle) on 30th October 2006, the Council gave a number of warranties and covenants to both Housing Pendle and their funders. These cover a range of potential liabilities which would require the Council to indemnify either the Housing Association or the funders in the event of these liabilities being realised. The likelihood of any of the liabilities arising diminishes as the time from transfer increases. Neither Together Housing nor its funders have indicated in any way that they intend making a claim against the Council under any of the warranties or covenants provided.

## Accountable Body Status

The Council acts as the Accountable Body for various Government and European Programmes which does involve an element of risk. There is a responsibility on the Accountable Body to manage the grant money received and should any project default or fail to repay an incorrectly paid grant the Council would have to repay the grant itself. This potential risk is being managed and is considered small particularly when measured against the considerable economic benefit generated by these programmes since their inception.

## 39. TRUST FUNDS

The Council has the following funds:

	2023/24 £000's	2024/25		Balance at 2024/25 £000's
		Advanced £000's	Utilised £000's	
Mayor's War Benevolent Fund	43	-	-	43
Winewall Inghamites	39	-	39	-
Carl Pritchard	14	-	-	14
	<b>96</b>	<b>-</b>	<b>39</b>	<b>57</b>

As at the 31st March 2025 these funds are included within the Council's Balance Sheet representing monies effectively on loan to the Council and which form part of our short-term borrowing as disclosed on the Balance Sheet. This is matched by an equivalent amount within our cash balance.

<b>COLLECTION FUND</b>
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#### 40. Collection Fund Revenue Account for the year ended 31st March 2025

	2023/24 Total £000's	Council Tax £000's	2024/25 NNDR £000's	Total £000's
<b>Income</b>				
Council Tax	58,883	62,188	-	62,188
Other Income	-	-	-	-
Council Tax Transitional Relief	2	-	954	954
Business Rates	19,635		19,384	19,384
<b>Total Income</b>	<b>78,520</b>	<b>62,188</b>	<b>20,338</b>	<b>82,526</b>
<b>Expenditure</b>				
Precepts				
Lancashire County Council	40,741	41,261	1,933	43,194
Pendle Borough Council	14,852	7,452	8,589	16,041
Lancashire Police Commissioner	6,230	6,574		6,574
Lancashire Combined Fire Authority	2,230	2,114	215	2,329
Town & Parish Councils	2,557	2,872		2,872
Central Government	9,586		10,736	10,736
Transfer of Collection Fund Surplus / (Deficit)	1,344	(412)	2,044	1,632
	<b>77,540</b>	<b>59,861</b>	<b>23,517</b>	<b>83,378</b>
Business Rates				
Collection Allowance	135	-	136	136
	<b>135</b>	<b>-</b>	<b>136</b>	<b>136</b>
Bad and Doubtful Debts				
Bad Debts Provision	290	1,360	(296)	1,064
Appeals Provision	(320)	-	757	757
Write-Offs	662	(36)	(597)	(633)
	<b>632</b>	<b>1,324</b>	<b>(136)</b>	<b>1,188</b>
<b>Total Expenditure</b>	<b>78,307</b>	<b>61,185</b>	<b>23,517</b>	<b>84,702</b>
Surplus / (Deficit) For The Year	213	1,003	(3,179)	(2,176)
Surplus / (Deficit) Brought Forward	4,117	1,590	2,745	4,335
Surplus / (Deficit) Carried Forward	4,330	2,593	(434)	2,159

### Notes to the Collection Fund

1. The Collection Fund 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.
2. In 2013/14, the local government finance regime was revised with the introduction of the retained business rates scheme. The main aim of the scheme is to give Councils a greater incentive to grow businesses in their locality. The scheme allows the Council to retain a proportion of the total business rates income received. Pendle's share for 2024/25 is 40% with the remainder paid to precepting bodies. For Pendle the precepting bodies are Central Government 50% share, Lancashire County Council 9% and the Lancashire Combined Fire Authority 1% share.
3. The total non-domestic rateable value was £58.559m as at 31<sup>st</sup> March 2025 (£59.961m as at 31<sup>st</sup> March 2024). The national non-domestic rate standard multiplier for 2024-25 was 54.6p, with a small business multiplier of 49.9p



4. The income from Business Rates shown on the face of the Collection Fund Statement is less than that derived by multiplying the NNDR rateable value by the NNDR multiplier primarily as a result of various reliefs which reduce the income yield (e.g. small business rate relief, transitional relief, charitable relief, empty property relief).
5. 2024/25 Band D Council Tax was set at £2,300.01, split £1,653.29 for Lancashire County Council, £298.59 for Pendle Borough Council, £263.40 for the Police and Crime Commissioner for Lancashire, and £84.73 for Lancashire Combined Fire Authority. Parish and Town Councils agreed additional Council Tax charges of between £16.39 and £191.60 at Band D level.

Property Band	Chargeable Dwellings	Band Multiplier	Relevant Amount
Additional Band (Disabled)	80	5/9	45
Band A	17,806	6/9	11,871
Band B	3,889	7/9	3,025
Band C	3,939	8/9	3,501
Band D	3,072	9/9	3,072
Band E	1,710	11/9	2,090
Band F	942	13/9	1,360
Band G	496	15/9	826
Band H	36	18/9	72
<b>Total Relevant Amount</b>			<b>25,862</b>
Multiplied by: Estimated Collection Rate			96.5%
<b>Council Tax Base</b>			<b>24,957</b>

6. The precepts and demands for Council Tax and Business Rates made on the Collection Fund together with analysis of the fund balance are shown in the tables below:

#### Council Tax

	2023/24 Total £000's	Precept/ Demand £000's	Share of Surplus £000's	2024/25 Total £000's
Pendle Borough Council	7,455	7,452	442	7,894
Lancashire County Council	40,103	41,261	1,775	43,036
Lancashire Police Commissioner	6,403	6,574	284	6,858
Lancashire Combined Fire Authority	2,093	2,115	92	2,207
	<b>56,054</b>	<b>57,402</b>	<b>2,593</b>	<b>59,995</b>

## Business Rates

	2023/24 Total	Precept/ Demand	Share of Deficit	2024/25 Total
	£000's	£000's	£000's	£000's
Central Government	10,957	10,736	(217)	10,519
Pendle Borough Council	8,766	8,589	(174)	8,415
Lancashire County Council	1,971	1,933	(39)	1,894
Lancashire Combined Fire Authority	210	215	(4)	211
	<b>21,904</b>	<b>21,473</b>	<b>(434)</b>	<b>21,039</b>

7. The Council has a statutory requirement to prepare an estimate each January of the surplus or deficit expected to arise at the end of the financial year. In January 2024 it was estimated that the following amounts were due to / (from) the preceptors in 2024/25

	2023/24 Total	Council Tax	Business Rates	2024/25 Total
	£000's	£000's	£000's	£000's
Central Government	(916)		1,022	1,022
Pendle Borough Council	386	(70)	818	748
Lancashire County Council	2,009	(282)	184	(98)
Lancashire Combined Fire Authority	93	(15)	20	5
Lancashire Police & Crime Commissioner	340	(45)		(45)
	<b>1,912</b>	<b>(412)</b>	<b>2,044</b>	<b>1,632</b>

8. Since 2016/17 this Council has been a member of the Lancashire Business Rates Pool.

In a Business Rates 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 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%. This arrangement operated for one year only, and then reverted to the 50% business rates retention scheme, and it has operated on this basis since.

Local authority membership of the pooling arrangement has varied over the years since 2016/17, but current membership has been the same since 2020/21.

The business rates income allocations in 2024/25 and 2023/24 are shown in the table below:

Lancashire Business Rates Pool - Income Allocations for 2023/24 and 2024/25	
District Authorities	40%
Lancashire County Council	9%
Lancashire Combined Fire Authority	1%
	<b>50%</b>
Central Government	50%
<b>Total</b>	<b>100%</b>

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 levy.

Lancashire Business Rates Pool Members 2024/25	Authority Type	Tariffs and Top- Ups in Respect of 2024/25 £	Retained Levy on Growth 2024/25 £	10% Retained Levy Payable to/received by Lancashire County Council £	Net Retained Levy 2024/25 £
Burnley Borough Council	Tariff	6,905,313	-1,159,582	115,958	-1,043,624
Chorley Borough Council	Tariff	7,863,271	-1,665,064	166,506	-1,498,558
Fylde Borough Council	Tariff	8,851,094	-719,596	71,960	-647,636
Hyndburn Borough Council	Tariff	5,040,763	-1,543,377	154,338	-1,389,039
Pendle Borough Council	Tariff	4,283,870	-781,679	78,168	-703,511
Ribble Valley Borough Council	Tariff	5,272,407	-979,687	97,969	-881,718
Rossendale Borough Council	Tariff	3,459,084	-593,709	59,371	-534,338
South Ribble Borough Council	Tariff	12,783,337	-2,103,915	210,392	-1,893,523
West Lancashire Borough Council	Tariff	10,657,450	-1,226,617	122,662	-1,103,955
Wyre Borough Council	Tariff	8,334,219	-922,579	92,258	-830,321
Lancashire County Council	Top-Up	-169,453,264		-1,169,582	-1,169,582
Central Government	-	96,002,456			
<b>Total</b>		<b>0</b>	<b>-11,695,805</b>	<b>0</b>	<b>-11,695,805</b>

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.

# ANNUAL GOVERNANCE STATEMENT 2024/25

## EXECUTIVE SUMMARY

Pendle Borough Council is committed to improving the lives of all residents and creating opportunity and prosperity for local people and businesses. This commitment is set out in the council's Corporate / Council Plan and describes how the council will meet the challenges ahead and make the most of opportunities.

To be successful the council must have a solid foundation of good governance and sound financial management. Pendle's Local Code of Corporate Governance ensures that we are doing the right things, in the right way, in line with our values. The Local Code is supported by a Governance Framework that sets out how and what the council will seek to obtain assurance on.

A copy of the Council's Local Code and Governance Framework is available on our website.

Each year the council is required to produce an Annual Governance Statement (AGS) which describes how its corporate governance arrangements set out in the Local Code have been working. This Statement gives assurances on compliance for the year ending 31 March 2025 and up to the date of approval of the Statement of Accounts.

The Leader of the Council and Chief Executive both recognise the importance of having a solid foundation of good governance and sound financial management. They pledge their commitment to address the matters highlighted in this Statement, and to further enhance our governance arrangements to enable delivery of our Corporate Plan.

The Leader and Chief Executive confirm they have been advised of the implications of the review by Senior Management and the Audit & Risk Committee and are satisfied that the steps outlined in this document will ensure that our governance arrangements remain fit for the future.

The Council has undertaken a comprehensive review of its Governance Framework and internal control systems for the 2024/25 financial year. This review, informed by internal and external audit findings, risk assessments, and performance evaluations, concludes that the Council maintains a generally robust governance environment. However, several areas for improvement have been identified and are being actively addressed.

## Key Strengths and Achievements

- **Internal Control & Financial Management:** The Chief Finance Officer confirmed that internal controls are robust and financial regulations are adhered to. Internal Audit (MIAA) issued their Head of Internal Audit Opinion which provides an overall **Substantial Assurance** opinion, affirming effective control systems.
- **Governance Oversight:** Regular reviews by the Corporate Governance Steering Group and the Accounts and Audit Committee ensured continuous monitoring and improvement of governance practices.
- **Risk Management:** Significant enhancements were made to the Strategic Risk Register, supported by training and new toolkits for risk identification and escalation.
- **Performance Management:** The Council's Performance Framework was updated and Performance Clinics extended to include Liberata services, with regular Corporate Leadership Team and Executive oversight.
- **Audit & Compliance:** Internal Audit plans were delivered in full, and no internal fraud was reported. Updated Anti-Fraud and Corruption, Anti-Bribery, and Whistleblowing policies and Gifts and Hospitality Policy were disseminated to staff.
- **Business Continuity:** Plans were tested and updated, demonstrating resilience in critical service areas.
- **Complaints Handling:** A new digital system was implemented, and further improvements are underway to enhance monitoring and responsiveness.

## Governance Challenges and Areas for Improvement

The review identified several governance issues requiring targeted action:

1. **Financial Sustainability:** Urgent development of medium-term financial plans is needed to address budget gaps without over-reliance on reserves.
2. **Capacity in Financial Services:** Resource constraints have impacted the timely production of financial statements.
3. **Member Governance Understanding:** Training is required to support the embedding of the Leader and Executive model.
4. **Joint Venture Governance:** Conflicts of interest and oversight gaps identified by External Audit. New procedures are being introduced based on independent legal advice.
5. **Information Governance:** Weaknesses identified by Internal Audit are being addressed through structured action plans.
6. **Planning Process Consistency:** An independent review will assess the efficiency and fairness of planning application procedures.
7. **Complaints Monitoring:** Enhancements to reporting, coordination, and KPI tracking are being implemented.
8. **Contracts Register:** Work is ongoing to ensure full population and accuracy of the register.
9. **Project Management:** Further development is needed on programme and project management arrangements.

#### **Next Steps**

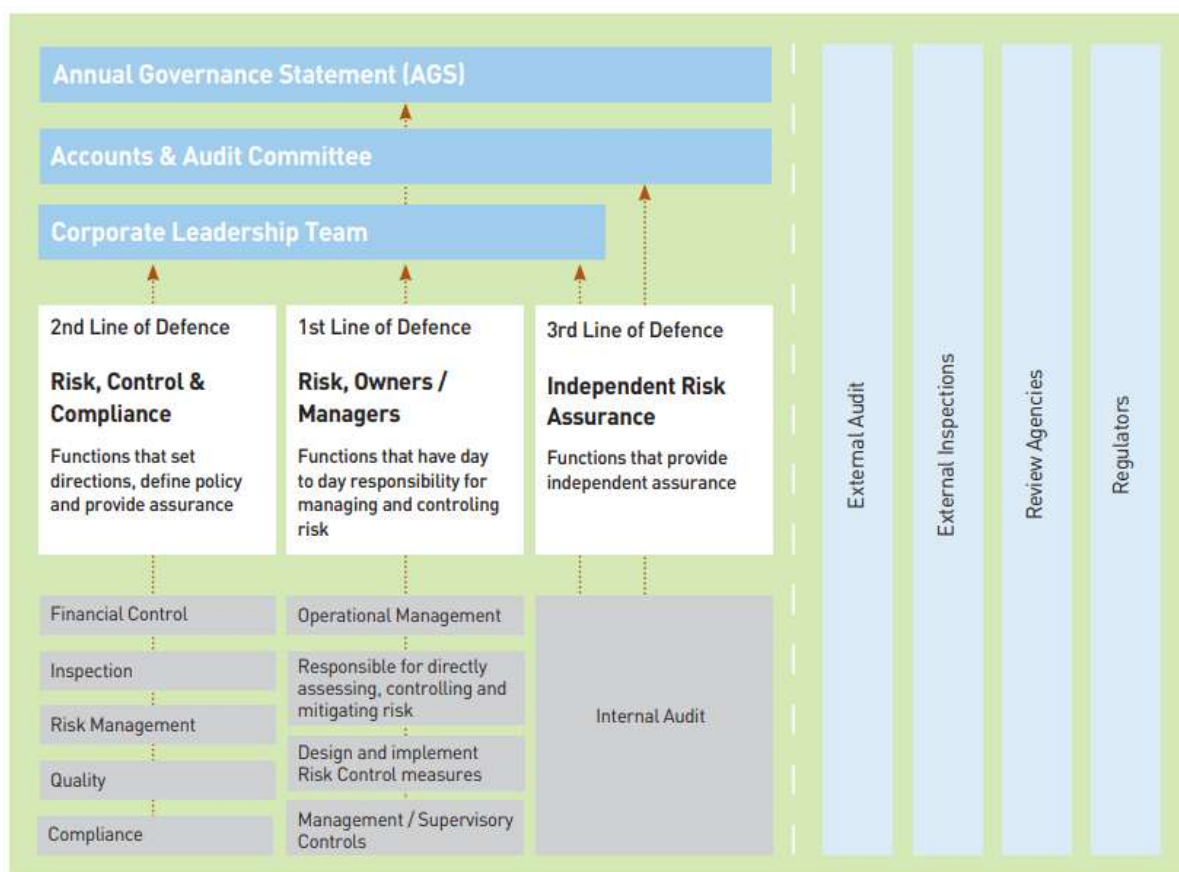
An action plan addressing these issues will be monitored by the Corporate Governance Steering Group and the Accounts and Audit Committee throughout 2025/26. The Council remains committed to continuous improvement, transparency, and accountability in all aspects of governance.

## OUR ASSESSMENT OF EFFECTIVENESS

The Council has a responsibility for conducting the continuous review of the effectiveness of its Governance Framework including the system of internal control. This review of effectiveness is informed by the work of the Corporate Leadership Team (CLT) and the Corporate Governance Steering Group (CGSG) who have a responsibility for the development and maintenance of the governance environment, the Annual Report from the Head of the Internal Audit Service and reports from the External Auditor and any other review agencies and inspectorates.

The purpose of a review is to identify and evaluate the key controls in place to manage principal risks. It also requires an evaluation of the assurances received, identifies gaps in controls and assurances and should result in an action plan to address significant internal control issues.

The opinion of the Chief Finance Officer is that the Council operates robust internal controls and good public financial management. However, further action is required to manage financial pressures and develop strategies to meet the significant financial challenges that face the Council over the lifetime of the current Medium Term Financial Plan (MTFP.) There has been no re-course for the Chief Finance Officer to exercise their statutory powers, and the Council complies with its financial regulations and procedures together with relevant codes of practice and guidance. The Finance Function provides an effective and efficient service whilst enabling the Council to meet its priorities within a robust financial framework. Evidence to support this opinion is provided below.



The process that has been applied in maintaining and reviewing the effectiveness of the Council's Governance Framework includes the following: -

- An annual review of the Constitution is undertaken at least annually, updated as a required and published on the Council's website.
- The Council's decision-making arrangements operated according to the Constitution, either through the Council, Committees, or the Scheme of Delegation. Decisions arising from these arrangements have been published on the Council's website as required.
- The Council continues to respond where possible in a timely manner to legitimate Freedom of Information (Fol) requests and Subject Access Requests (SARs) as required.



- The arrangements for scrutiny under the committee system operate via a Task and Finish Committee as required allowing for the review of key policy areas and providing opportunities for public involvement in specific matters of business. During 2024/25 two Task & Finish Reviews were undertaken which related to Implementation of the Member Code of Conduct and Mechanical Street Cleansing (Compact Sweepers).
- The Overview and Scrutiny Committee also reviewed:
  - Bulky Household Waste and Replacement Waste Containers
  - Land and Property Asset Management Strategy 2025/28
- Further scrutiny of Executive decisions is also provided by the Council's Call-In procedures. This is where any three members of the Council (representing at least two of the political groups) may sign and deliver to the Monitoring Officer a 'call-in notice' stating why they feel that the decisions should be considered further. Group Leaders will then be consulted to obtain each of their views, potentially resulting in referral back to Executive for re-consideration. There were no call-in notices taken forward during 2024/25.
- The Council has operated a Standards regime consistent with the requirements of the Localism Act 2011 during the year. There were two hearings of the Standards Hearing Committee convened during 2024/25 which involved two complaints, both of which were upheld. This led to a finding of a breach of the Code of Conduct and sanctions being imposed.
- The Council continued to participate in a range of partnership arrangements during 2024/25 including a range of formal and informal partnerships.
- The Council's Performance Management Framework has operated effectively during the year and an updated Performance Management Framework incorporating Data Quality Procedures was launched to staff during an Extended Management Team session in February 2025. The Council continues to review and evolve the use of Performance Clinics to enable more focussed discussions around service delivery and performance, with Liberata services now being included in the process. Monitoring information on key areas of performance has been provided to the Performance Clinics for review and action where this has been considered necessary. Performance Management information has also been reviewed by the Executive.
- The Liberata Performance Management Framework was suspended during 2020/21 due to the Covid-19 Pandemic. The Framework has been reviewed, agreed and re-instated for 2024/25. A further review has been conducted for 2025/26.
- A Contract Management Training Session was delivered by North West Employers (NWE) to the Council's Corporate Management Team and key Client leads in March 2025. The purpose of this was to gain more engagement with CMT on delivery of the Liberata Contract and enable an effective review of the contract and associated governance arrangements, which is currently underway.
- The Council has embedded people management processes and procedures. In support of this, there is a Workforce Strategy in place. This has been approved by Corporate Management Team and shared with staff. The associated action plan is currently being delivered.
- The Council published its annual Pay Policy in line with the statutory requirements of the Localism Act 2011, following approval by Council on 27<sup>th</sup> March 2025.
- During 2024/25, there continued to be impacts on staffing across numerous services of the Council. This follows a national trend on difficulties in recruiting in certain roles, for example Environmental Health and Planning officers. Whilst some vacancies have been filled, albeit in some cases on an interim / temporary / consultancy basis, there are still vacancies unfilled which continue to have an impact on service delivery.
- During early 2024 the Council's had an Interim Director of Resources (S151 Officer) in place. A permanent replacement was appointed and commenced employment on 24<sup>th</sup> June 2024.
- The Council's Chief Executive resigned and left the Council in March 2025. An Interim Chief Executive has been in place since 3<sup>rd</sup> March 2025 with recruitment for a permanent replacement



successfully completed. Subject to ratification by Council, the new Chief Executive will commence employment on 6<sup>th</sup> October 2025.

- The Property Services function was transferred back to the Council from Liberata UK Ltd from 1<sup>st</sup> April 2024 but the Council experienced difficulties recruiting a Head of Service. However, as of February 2025, a permanent Head of Property and Engineering Services is now in post.
- To support the Council's staffing resource with their physical and mental health well-being, a range of health and well-being advice, guidance and services continued to be made available. This was supplemented by health and safety training which was delivered via an online solution called iHASCO.
- Regular reports on the Council's Corporate Governance arrangements, as required by the Local Code of Corporate Governance, have been submitted to both the Executive and the Accounts and Audit Committee during the year as appropriate. Indeed, the Council's corporate governance arrangements have been under regular review by the Corporate Governance Steering Group which has reported regularly to the Council's Accounts and Audit Committee.
- The Council's Strategic Risk Register (SRR) and Risk Management arrangements have undergone a comprehensive review during 2024/25. There have been significant improvements made in the content, format and monitoring of the SRR to strengthen our arrangements in this area and it has been maintained under regular review during the year and updated periodically.
- A Risk Horizon Scanning session was delivered by our insurers, Zurich, to Corporate Leadership Team (CLT) on 9<sup>th</sup> April 2024 and a refresher training programme for staff was delivered to Corporate Management Team on 29<sup>th</sup> July 2024. This training was followed by a comprehensive review of the existing SRR by Zurich, with the recommendations for improvements being implemented throughout the remainder of the year. A Risk Management Training and Horizon Scanning session was also delivered to Councillors on 12<sup>th</sup> September 2024.
- A Risk Management Toolkit and Guidance for Scoring Risks have been developed, along with a template for identifying, assessing and scoring risks for consideration for escalation onto the SRR. These were launched at an Extended Management Team session in February 2025 and are now in use.
- Risk management matters have been considered by Corporate Management Team, the Corporate Governance Working Group and by Executive. To ensure Councillors are aware of the Council's key risks, details of the key risks are periodically reported to the Accounts and Audit Committee and Executive.
- The Accounts and Audit Committee continued to meet throughout the year and received various reports on the progress by External and Internal Audit against their respective work plans.
- The Internal Audit service was outsourced to Mersey Internal Audit Agency (MIAA) in March 2020, with the contract being retendered for 1<sup>st</sup> April 2025 onwards. MIAA were once again successful in this process. As part of this service MIAA are required to provide the overall annual opinion on adequacy of internal controls of the Council. The overall opinion expressed by MIAA for 2024/25 stated: -

*"As highlighted above, the overall opinion for the period 1<sup>st</sup> April 2024 to 31<sup>st</sup> March 2025 provides **Substantial Assurance, that there is a good system of internal control designed to meet the organisation's objectives, and that controls are generally being applied consistently.***

**Context:** *This opinion is provided in the context that the Council, like other organisations across the public sector, is facing a number of challenging issues and wider organisational factors including to changes in the political landscape, financial and governance challenges and the increasing focus on collaboration between organisations and across systems.*

**Compliance with professional standards:** *In providing this opinion we can confirm continued compliance with the definition of internal audit (as set out in*

*your Internal Audit Charter), code of ethics and professional standards. We also confirm organisational independence of the audit activity and that this has been free from interference in respect of scoping, delivery and reporting.*

**Purpose:** *The purpose of our Head of Internal Audit (HoIA) Opinion is to contribute to the assurances available to the Accountable Officer and the Council which underpin the Council's own assessment of the effectiveness of the system of internal control. As such, it is one component that the Council takes into account in making its Annual Governance Statement (AGS)."*

- During the year, the Accounts and Audit Committee agreed an Internal Audit Charter. This is a mandated requirement of the Public Sector Internal Audit Standards and is a formal document that defines internal audit activity, authority, and responsibility.

The 2024/25 Internal Audit Plan was delivered in year with focus on provision of the Head of Internal Audit Opinion. Internal Audit's review coverage focused on the organisation's assurance framework, core and mandated reviews including follow up of previous internal audit recommendations as well as a range of individual risk-based reviews. There were 12 scheduled audits in the year. A number of core and risk-based audits were undertaken with 8 'Substantial Assurance' and 3 'Moderate Assurance' opinions being returned, one review did not provide an assurance opinion. Follow-up reviews were also undertaken during the year and Internal Audit concluded that the Council has made reasonable progress with regards to the implementation of recommendations. Internal Audit will work with Management to address the weaknesses identified in these audits and progress will be reported to the Accounts and Audit Committee.

- The internal audit function, delivered by MIAA, underwent an External Quality Assessment of Conformance to the Public Sector Internal Audit Standards by CIPFA. The report produced in November 2020 provided the following opinion: -

*'It is our opinion that MIAA's self-assessment is accurate and, as such, we conclude that MIAA FULLY CONFORMS to the requirements of the Public Sector Internal Audit Standards.'*

MIAA assess compliance with PSIAS each year and can confirm ongoing compliance with required standards.

- The Accounts and Audit Committee approves updates to the Anti-Fraud, Theft and Corruption Policy, the Anti-Money Laundering Policy, the Anti-Bribery Policy, and the Whistleblowing Policy as required. Details of these updated Policies are made available to all staff via a Message of the Day.
- No instances of internal fraud were reported during the year.
- The Corporate Governance Steering Group (CGSG) meet bi-monthly to consider issues such as: Subject Access Requests; Data Retention Policy; review and consolidation of IT Policies; Data Privacy Impact Assessments (DPIAs); GDPR, Information and Cyber Security Staff Training; Internal Audit findings; monitoring reports from the Data Protection Officer (DPO) and Information Governance arrangements within key partner organisations. It also brings together the work of the Risk Management Working Group (RMWG), the Council's DPO / Monitoring Officer, Internal Audit and Finance providing an overview of the Council's governance arrangements.
- The Council provides staff with online Cyber / Information Security and GDPR training, ensuring regular updates on information security and governance for all staff using ICT. The training platform in use is called KnowBe4, and it also incorporates a phishing tool. Training completion rates are regularly reported to Managers and to the CGSG.
- The Council's 2023/24 Statement of Accounts hit the backstop, resulting in the external auditor, Grant Thornton LLP, issuing a disclaimed audit opinion. The Value for Money assessment was carried out and the auditors made several recommendations for improvement, which the Council is working towards implementing.
- The Council has in place robust reporting arrangements on the financial affairs of the Council. Regular Strategic Monitoring Reports were submitted to the Executive during the year. Reports were also produced on the Council's Medium Term Financial Plan and Financial Strategy, and these were used to inform the budget and Council Tax setting process.

- The Council's Business Continuity Plans are in place and update of these plans were conducted as required throughout 2024/25. These plans consist of: -
  - a Business Continuity Policy and Strategy.
  - a Strategic Crises Management Plan.
  - a Local Crisis Management Plan for each main office location and Fleet Street Depot.
  - a Business Recovery Plan for critical services.
- The Council's Business Continuity and Disaster Recovery arrangements were subject to a scheduled desktop test during January 2025. This test simulated the loss of the Council's Elections system.
- The Council has in place a Complaints Policy and Complaint Handling Guidelines for staff. The complaints process was historically managed and monitored via the use of individual manual systems within each service. This proved to be inefficient and was replaced by an electronic reporting system via Jadu. Following the launch of this system a formal review of the Complaints process and procedures has been undertaken, and the policy and handling guidelines have been reviewed and updated in line with the Local Government and Social Care Ombudsman Complaints Handling Code.
- The Council published its 2023/24 financial statements on 13<sup>th</sup> January 2025. At that point, the remaining timescale for completion of the audit of the financial statements by 28<sup>th</sup> February 2025 was not viable. Therefore, the 2023/24 financial statements were back stopped and a disclaimer opinion issued by the Council's external auditors.

## HOW HAVE WE IMPROVED OUR GOVERNANCE ARRANGEMENTS IN 2024/25

It is stressed that no system of control can provide absolute assurance against material misstatement or loss. This Statement is intended to provide reasonable assurance.

Last year's Annual Governance Statement highlighted the following areas for improvement. Regular updates on the progress in addressing these issues have been reported to Management Team and the Executive throughout the year and the narrative below sets out the action which has been taken to address these issues:

- ***Issue No 1 – Recruitment / staff vacancies remain an issue in some areas***  
Workforce Strategy was approved by the Executive on 19<sup>th</sup> September 2024. An Action Plan has been developed and is now currently undergoing further review to ensure implications of Local Government Re-Organisation are captured appropriately.

However, there are still some key vacancies in areas and Heads of Services are working to fill these (Engineering, Estates, Building Control and Accounts).

The permanent Chief Executive has been appointed, and they will join the Council in October 2025.

- ***Issue No 2 - Ability to complete all financial statutory returns in a timely manner.***  
The new Project Accountant post had to be re-advertised and the recruitment process is currently underway.
- ***Issue No 3 - The Council has identified gaps between its future spending and income for 2025/26 onwards but has not identified the necessary savings to bridge these gaps. If reserves are used to bridge this gap, instead of identifying savings then Useable Reserves will reduce to less than half of current level.***

### COMPLETED

The Budget Working Group (BWG) meetings that lead up to the approval of the 2025/26 MTFP concluded in February. The next round of BWG meetings are due to commence in July 2025.

Meetings with Liberata on 'Continuous Improvement' have been set in place and are ongoing.

- ***Issue No 4 - The roles of Area Committees within the Council's decision-making structures give rise to a significant weakness because of inconsistent and sometimes poor decision making resulting in the Council incurring additional costs, as well as damage to its reputation.***

The report is currently being finalised.

The findings and any proposed actions will be reported to Council in Summer 2025.

- ***Issue No 5 - The new governance and decision-making processes are not fully understood by Members. As a result, there have been instances of Members of the Executive speaking against decisions made by the Executive at Full Council meetings.***

The Local Government Association (LGA) facilitators are working with Members.

This work is ongoing.

- ***Issue No 6 - There is evidence of failures to manage the relationships between the Council and the joint venture (JV) companies effectively and of conflicts of interest, arising between Members roles as directors of the companies which are significant and create risks of negative impacts on the Council's interests in the companies as a shareholder, and on the reputation of the Council as a whole.***

Due to delays the report was received in December 2024. The report was presented to the officers and Member Directors of the JV's in April 2025.

Officers are currently preparing a plan of actions that will be presented to the executive and the Member Directors in July 2025.

- ***Issue No 7 - Fundamental weaknesses were identified in the Council's Information Governance processes as a result of an Internal Audit Review (Limited Assurance).***

The Council has engaged MIAA to assist with implementing the required improvements to our Information Governance arrangements. This work is underway.

- ***Issue No 8 - Fundamental weaknesses were identified in the Council's Staff Performance Management processes as a result of an Internal Audit Review (Limited Assurance).***

#### **COMPLETED**

Learning and Development Officer post filled with employment commenced on 10<sup>th</sup> September 2024. This post has prioritised driving the delivery of a revised PDR process for 2025/26. This is also reflected in the Workforce Strategy.

## **WHERE OUR GOVERNANCE NEEDS TO IMPROVE**

In concluding this year's review of the Council's governance arrangements, some improvements have been identified to strengthen our governance framework. These are listed in the table below. An action plan to address these matters will be produced and this will be subject to regular monitoring by the Council's Accounts and Audit Committee as appropriate. The aim is to conclude these matters during the 2025/26 financial year.

NB – include anything not fully completed from 2024/25 Action Plan

Issue No.	Issue Identified	Source of Evidence	Summary of Action Proposed
1	<u>Financial Sustainability</u> Identify all the significant financial pressures that are relevant to the Council's short and medium-term plans and build these into them	MTFP  Budget planning  Savings plans  Financial stability / sustainability	In July 2025 the Council will begin work on the 2026/27 budget and MTFP, this will involve short and medium-term plans to close its budget gap by generating savings and efficiencies and not relying on reserves which is unsustainable.  The preparation of plans will include taking decisions regarding future years before the 2026/27 budget setting Council.  Also, the Council will maintain its focus on in-year budget monitoring.
2	<u>Governance – Capacity</u> Capacity in the Financial Services Team affecting the Council's ability to produce its draft accounts before the statutory deadline.	Management Assurance Statements  Statutory deadlines met	The Council is currently working on producing the 2024/25 Statement of Accounts, which will be published by the statutory deadline. The Council added an extra post into the finance team to increase capacity, however to-date it has not been possible to recruit to this post, which is placing significant pressure on the existing team members.
3	<u>Governance – Barriers to Change</u> The new governance and decision-making processes are not fully understood by Members. As a result, there have been instances of Members of the Executive speaking against decisions made by the Executive at Full Council meetings.	Member Training Attendance Schedules  Ongoing mandatory development programme in place  Removal of legacy arrangements	The Council has engaged the LGA work with Members to identify any barriers to completing the change from a Committee system to the Leader and Executive model successfully.
4	<u>Governance – Joint Ventures (JV)</u> There is evidence of failures to manage the relationships between the Council and the JV companies effectively and of conflicts of interest, arising between Members roles as directors of the companies which are significant and create risks of negative impacts on the Council's interests in the companies as a shareholder, and on the reputation of the Council as a whole.	Independent Report  Improved governance arrangements in place  Legal agreements in place  Council officer roles clarified	An independent legal advisor has undertaken a review of the relationships and governance of its JV companies. Following the independent report the Council is to introduce new Governance procedures in Summer 2025.
5	<u>Governance – Information Governance</u> Fundamental weaknesses were identified in the Council's Information Governance processes as a result of an	MIAA Recommendations Follow-up and Tracker.  Improved Information Governance	The Council will deliver the recommendations in line with the management responses agreed and submitted to MIAA which have been captured in the final report.

Issue No.	Issue Identified	Source of Evidence	Summary of Action Proposed
	Internal Audit Review (Limited Assurance).	<p>Arrangements in place, such as:</p> <ul style="list-style-type: none"> <li>➤ Up-to-date Record of Processing Activity (ROPA), Information Asset Register (IAR) and data flow maps in place with supporting policies and procedures.</li> <li>➤ Assigned and trained Information Asset Owners (IAO) and Information Asset Administrators (IAA).</li> <li>➤ To consider dedicated, experienced IG resource.</li> <li>➤ Training needs analysis and training plan in place.</li> </ul>	
6	<u>Governance – Planning Process</u> The arrangements for determining planning applications were inconsistent.	Independent Report  Improved arrangements in place	The Council has commissioned a focussed independent legal report on the consistency, costs and efficiency of its planning process and the potential future impacts of continuing the current arrangements. The report is due to be finalised in Summer 2025 and will be reported to Council in due course.
7	<u>Complaints - management and monitoring arrangements</u> A recent review of the policy and handling process identified several issues, which we are addressing.	Reports to CMT  Cohort of identified Complaints Co-ordinators  Performance Clinics Presentations  KPI Information  Performance Update Reports to the Executive	<p>Review and consider if the existing system is the best way to collate and monitor complaints handling and trends analysis and replace or update as required.</p> <p>Weekly reports to be issued to CMT detailing all complaints received and outstanding for resolution.</p> <p>Lead Complaints Co-Ordinator to be identified.</p> <p>Dedicated officers to be identified in each service to answer and manage responses to Complaints.</p> <p>Quarterly report to be included in the Council's quarterly performance Clinics – this will be a snapshot for each service with narrative provided on issues identified, lessons learned and actions taken.</p>



Issue No.	Issue Identified	Source of Evidence	Summary of Action Proposed
			Improved commentary and analysis to be provided to support the performance on the Councils KPI '% of formal complaints handled within timescales' (DIR 1).
			KPI target to be re-instated.
8	<u>Governance – Contracts Register</u> Contracts Register is not fully populated.	The published contracts register	The Council is reviewing its procedures for populating the contracts register to ensure all contracts are detailed on the published register.
9	Programme and Project Management arrangements	Improved programme and project management practices in place	The Council has established a working group to develop and implement a standard suite of programme and project management documentation.

We propose over the coming year to take steps to address the above matters to further enhance our governance arrangements. We are satisfied that these steps will address the need for improvements that have been identified in our review of effectiveness and will monitor their implementation and operation as part of our next annual review.

*L Conway*

**Lawrence Conway**  
Chief Executive (Interim)

*D Whipp*

**Cllr David Whipp**  
Leader of the Council

**30<sup>th</sup> June 2025**



## **AUDIT CERTIFICATE AND OPINION**











**EARMARKED RESERVES 2024/25**

RESERVE NAME	INTENDED USE
Budget Strategy Reserve	Provides general support to the Council's annual spending priorities.
Business Rates Volatility Reserve	To mitigate the uncertainty surrounding the level of business rate income and the fluctuations that can arise one year to the next, primarily due to the impact of business rate appeals.
Revenue Grants Reserve	Holding over of unspent revenue grants received, to allocated to appropriate spend in future years.
Revenue Expenditure Reserve	Contains miscellaneous service related balances and also covers slippage of revenue budgets from one year to another.
External Funding Reserve	Contains the balance of unapplied revenue grant monies paid to the Council for a mix of projects.
One-off Projects Reserve	to give the Council flexibility to make changes to ways of working.
Towns Fund Reserve	established to set aside sums in support of the Government's plan to 'level up' regions.
ICT Strategy Reserve	to fund costs associated with upgrading IT equipment and software.
Future High Streets Reserve	to fund the Council's plans to make high streets and town centres fit for the future.
Business Growth Incentive Reserve	to provide a source of funding to invest in business growth within the Borough as part of the Council's 'gearing for growth' initiative.
Local Development Framework Reserve	to cover any resource implications of the framework.
Performance Reserve	to provide funding to meet the cost of incentive payments to Liberata arising from the performance management framework agreed as part of the contract with the Council.
Growth Sites Development Reserve	to help facilitate the identification and development of sites owned by the Council to support future growth in jobs and housing in the Borough.
Developers' Contributions Reserve	contains payments made by Developers under S106 Planning Obligations which are used to fund the Council's revenue costs primarily in maintaining new or redeveloped areas of public open space.
Renewals Reserve	is a source of funding for the Council's Asset Management Strategy.
Insurance/Risk Management Reserve	to cover potential uninsured losses and support investment in measures to reduce risk.
VAT Partial Exemption Reserve	exists to provide a balance of resources to meet the costs in any single year arising from the Council exceeding its partial exemption limit.
Community Projects Reserve	to enable local groups (including town and parish Councils), via one-off support, to deliver or sustain local projects and services.

## Summary of Council Service Areas in 2024/25

### Directorate

- Corporate management of the Council

### Policy & Commissioning

- Policy
- Learning & Development
- Communications
- Liberata Contract Management
- Governance
- Performance
- Community safety
- Programme support

**Financial Services** (includes services provided under a public/private partnership arrangement by Liberata)

- Financial services inc. Accounts Payable & Receivable
- Procurement
- Revenues & Benefits

*Services provided by Liberata (included within Financial Services)*

- Human Resources
- Information Technology
- Council Tax – administration, billing and recovery
- Council Tax Support administration
- Housing Benefit administration
- Business Rates – administration, billing and recovery
- Customer Contact Centre

### Democratic & Legal Services

- Mayoralty & Member Services
- Registration of Electors
- Council Elections
- Local Land Charges
- Town Twinning & Civic Expenses
- Printing Unit

### Planning, Building Control & Regulatory Services

- Building Control
- Development Management
- Planning Policy
- Conservation
- Licensing
- Planning enforcement
- Tree preservation

### Operational Services

- Waste Management
- Street cleaning
- Refuse collection & recycling
- Landscape Maintenance
- Bereavement Services
- Fleet Street Administration support
- Environmental Crime
- Parks, sports & green spaces
- Countryside access
- Emergency planning
- Health & Safety

### Property Services



- Facilities management
- Office cleaning
- Estates and asset management
- Markets

#### **Housing & Environmental Health**

- Housing strategy
- Housing needs
- Environmental health
- Town Hall service support
- Health

## GLOSSARY OF TERMS

## Glossary of Terms

### **TERMS USED**

### **DEFINITION OF TERMS**

<b><i>Accruals</i></b>	The concept that income and expenditure are recognised as they are earned or incurred, not as money is received or paid.
<b><i>Accumulated Absences</i></b>	Absences earned but not taken by the end of the financial year i.e. holiday pay entitlement.
<b><i>Amortisation</i></b>	The writing down in value of tangible fixed assets, which is charged to service revenue accounts to reflect the cost of such assets, used in the provision of those services. This is the equivalent of depreciation for fixed assets.
<b><i>Assets</i></b>	Something of worth which is measurable in monetary terms
<b><i>Balance Sheet</i></b>	A statement of the recorded assets, liabilities and reserves at the end of an accounting period.
<b><i>Budgets</i></b>	A statement of the Council's forecast spend - i.e. net revenue expenditure for the year.
<b><i>Business Rates</i></b>	See Non-Domestic Rates.
<b><i>Capital Charges</i></b>	This represents charges made to services' revenue accounts to reflect the cost of fixed assets used in the provision of services.
<b><i>Capital Expenditure</i></b>	Expenditure on the acquisition of a fixed asset or expenditure which adds to and not merely maintains the value of an existing fixed asset.
<b><i>Capital Receipts</i></b>	Proceeds or money received from the sale of land or other capital assets. Under the Local Government Act 1989, a proportion must be set aside to provide for the repayment of debt and the balance is available to finance new capital expenditure.
<b><i>Cash and Cash Equivalents</i></b>	Money held either as cash-in-hand, a deposit with a financial institution repayable without penalty on notice of no more than 24 hours or investments that mature within 3 months from the date of acquisition.
<b><i>CIPFA</i></b>	Chartered Institute of Public Finance and Accountancy
<b><i>Community Assets</i></b>	These are assets which the Council intends to hold forever, which have an indeterminable useful life and in addition may have restrictions on their disposals. Examples include parks, historic buildings, cemeteries, etc.
<b><i>Contingent Liability</i></b>	A condition which exists at the balance sheet date, which may arise in the future but where the outcome will be confirmed only on the occurrence or non-occurrence of one or more future events.
<b><i>Creditors</i></b>	Amounts owned by the Council for work done, goods received or services rendered, for which payment has not been made at the date of the balance sheet.
<b><i>Debtors</i></b>	Sums of money due to the Council but which are unpaid at the date of the balance sheet.
<b><i>DEFRA</i></b>	Department for Environment, Food and Rural Affairs

<b><i>Depreciation</i></b>	The measure of the wearing out, consumption, or other reduction in the economic life of a fixed asset, whether arising from use, passage of time or obsolescence through technological or other changes.
<b><i>Effective Interest Rate</i></b>	The rate of return that provides a level yield on a financial asset through to maturity date (or the next re-pricing date). To look at it another way, it is the rate that exactly discounts the cash flows associated with the financial instrument through to maturity (or the next re-pricing date) to the net carrying amount at initial recognition, i.e. a constant rate on the carrying amount.
<b><i>Expected Credit Loss</i></b>	The calculated amount of an expected loss on a financial asset e.g. a borrower defaults on their obligations at some point in the future.
<b><i>Fair Funding Review</i></b>	A review by Central Government on baseline funding allocations to Local Authorities through an assessment of their relative needs and resources.
<b><i>Fair Value</i></b>	Fair value is the amount for which an asset could be exchanged, or a liability settled, between knowledgeable, willing parties in an arm's length transaction.
<b><i>Finance Lease</i></b>	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.
<b><i>Financial Assets</i></b>	Cash, bonds, deposits, loan and debtors, and shares in another organisation, are all examples of financial assets.
<b><i>Financial instrument</i></b>	Any contract that gives rise to both a financial asset of one entity and a financial liability or equity instrument of another entity.
<b><i>Financial Liabilities</i></b>	Include borrowings, other financing and bank overdrafts, derivative instruments and accounts and notes payable.
<b><i>General Fund Services</i></b>	This comprises all services provided by the Council. The net cost of general fund services is met by Council Tax, Government grants and business rates.
<b><i>Historical Cost</i></b>	This represents the original cost of acquisition, construction or purchase of a fixed asset.
<b><i>IAS</i></b>	International Accounting Standard
<b><i>IFRS</i></b>	International Financial Reporting Standard
<b><i>Impairment</i></b>	A reduction in the value of a fixed asset below its value brought forward in the balance sheet. Examples of factors which may cause such a reduction in value include, general price decreases, a significant decline in a fixed asset's market value and evidence of obsolescence or physical damage to the asset.
<b><i>Infrastructure Assets</i></b>	These are inalienable assets (i.e. assets where ownership cannot be transferred) from which benefit can be obtained only by continued use of the asset created. Examples of such assets are highways, footpaths, bridges, etc.
<b><i>Liabilities</i></b>	Money the Council will have to pay to people or organisations.
<b><i>Minimum Revenue Provision</i></b>	This is the minimum amount which must be charged to the Council's revenue account each year to provide for the repayment of loans used to finance capital expenditure. The

minimum amount is a percentage of the total capital financing requirement of the Council.

**MHCLG**

Ministry of Housing, Communities and Local Government

**Net Current Replacement Cost**

This represents the cost of replacing or recreating a particular asset in its existing condition and in its existing use. That is the cost of replacing an asset, adjusted to reflect the current condition of the existing asset.

**Net Realisable Value**

The open market value of an asset in its existing use less any expenses incurred in realising the asset.

**Non-Current Assets  
(formerly Fixed Assets)**

Include investments, accounts and notes receivable, short-term investments, including derivative instruments, and cash and cash equivalents.

**Non-Domestic Rates (NNDR)**

These are business rates collected locally by the Council and shared between the Council, Government, County Council and the Fire Authority.

**Operating Lease**

A lease other than a finance lease.

**Operational Assets**

These are fixed assets held and occupied, used or consumed by the Council in the direct delivery of those services for which it has a responsibility.

**Precepts**

The proportion of total Council Tax which is due to local parishes and various authorities in Lancashire (e.g. the Police & Crime Commissioner; the Fire Authority and the County Council) and which is collected on their behalf by the Council.

**Public Works Loan Board**

A government agency which provides long-term loans to local authorities at interest rates lower than prevailing market rates. The Council is able to borrow a proportion of its capital financing requirements from this source.

**Recharges**

The transfer of costs within the Council from one account to another to reflect work undertaken on behalf of another service.

**Reserves**

These are amounts set aside from balances to meet specific items of future expenditure. There are revenue and capital reserves.

**Revenue Contributions**

A method of financing capital expenditure through the revenue account.

**Revenue Expenditure**

This represents day to day running costs incurred in the provision of Council services. Such costs principally include employees' costs, supplies & services costs, etc.

**Revenue Support Grant (RSG)**

A grant paid to the Council by the Government to finance the Council's general expenditure 'needs' and not specific services, after taking into account the level of Council Tax and NNDR income.

**SeRCOP**

Service Reporting Code of Practice. This Code of Practice provides guidance to Local Authorities on how to classify costs for comparative purposes between Authorities. The Code of Practice is the accounting guidance developed by CIPFA in support of the Government's Best Value Legislation.

**SOLACE**

Society of Local Authority Chief Executives.

***Unusable Reserves***

Reserves that the Council is not able to use to provide services as they reflect unrealised gains and losses and associated accounting adjustments.

***Usable Reserves***

Reserves that the Council may use to provide services subject to maintaining a prudent level and any statutory limitations.

***Working Balances***

This represents the accumulated surplus (excess of income over expenditure) on the Council's revenue accounts i.e. General Fund.