

Statement of Accounts

2022/23



Contents

Narrative Report by the Borough Treasurer.....	3
Comprehensive Income and Expenditure Statement.....	18
Movement in Reserves Statement.....	20
Balance Sheet.....	21
Cash Flow Statement.....	23
Notes to the Core Financial Statements	24
Group Accounts	123
Collection Fund	133
Notes to the Collection Fund Accounts.....	134
Statement of Responsibilities for the Accounts.....	136
Annual Governance Statement	137
Independent auditor's report to the members of Bolton Council	146
Glossary of Terms.....	150

Narrative Report by the Borough Treasurer

Introduction

The purpose of this Narrative Report is to provide information on the authority, its main objectives and strategies and the principal risks that it faces, as well as giving a commentary on how the authority has used its resources to achieve its desired outcomes in 2022/23.

The Council seeks to make best possible use of resources available with regard to economy, efficiency and effectiveness. This responsibility is shared by Members and officers of the Council, along with the Borough Treasurer's specific role in ensuring the adequacy of resources and proper financial administration.

Since 2011 the Council has had to make cuts of almost £215m, due to a combination of increased demands upon its services, cost pressures and funding cuts. The Council's one-year budget strategy covering 2023/24 has identified further cuts of £4.3m. Whilst the 100% business rates pilot has given us the opportunity to maximise the benefits of growth in our business rates within the borough, we still suffer from the impact of the already announced cuts in central government funding. Clearly this has impacted on the way the Council delivers its services, and on the number of staff that we employ. Since 2011 we have seen a reduction in staffing numbers of around 1,700 posts.

Each February the Council votes on the budget and sets the Council Tax for the forthcoming year. Councils were again permitted to increase the general council tax levy by 1.99%. The Adult Social Care precept was permitted to increase by up to 1% in 2022/23 plus up to another 0.5% deferred from 2021/22. Council approved setting the Adult Social Care precept increase at 1.13%, which went some way towards alleviating the pressures in that service and also approved setting the general levy increase at 1.99%.

A balanced revenue budget is achieved by ensuring any pressures in year are met from reserves. Our capital spend was £60m, and later in this narrative, examples of some of our major schemes are given. Revenue reserves have decreased by £6m while Capital reserves increased by £36m, mainly as a result of capital grants received from government. The Council's usable reserves are held for capital schemes, to protect against key areas of risk and to fund existing commitments. We also hold £10m of general balances as our overall contingency. Ultimately, we have around £38m which is available departmentally to be re-allocated during future financial years to support our priorities and financial strategy and continue to deal with significant demand pressures, thus supporting our future financial resilience.

The report is split into the following sections;

- Section One – the Council including Departmental commentary
- Section Two – Leadership and Governance
- Section Three – A summary of the Council's financial performance in 2022/23 including how money is spent and where it comes from
- Section Four – Future plans
- Section Five – Guide to the principal elements of the statement

This is all set against a background of continuing savings requirements, in order to produce a balanced budget each year.

Section One - the Council including Departmental commentary

BOLTON COUNCIL & THE BOROUGH

Bolton covers an area of 13,980 hectares and its population stands at just under 290,000; the 'largest' town in the UK. The population has been increasing steadily over the past decade, with an increase of approx. 11,000 people in the last ten years. The age profile of Bolton's population is very similar to the national profile, although the borough has a slightly higher proportion of children and a lower proportion of working age than England. However, the number of older people has increased dramatically, from 40,500 to 49,100, an increase of 21% over the past 10 years.

Bolton Council is composed of 60 councillors who meet to decide the Council's overall vision, policies and set the revenue budget and capital programme each year and our constitution sets out the rules and procedures by which we operate. Our current annual net budget we require to deliver over 700 services is £250m (excluding Schools), with the vast majority of funding coming from council tax and business rates. We continue to see an increase in demand for services and greater costs, particularly across children's and adults' social care.

BOLTON'S VISION

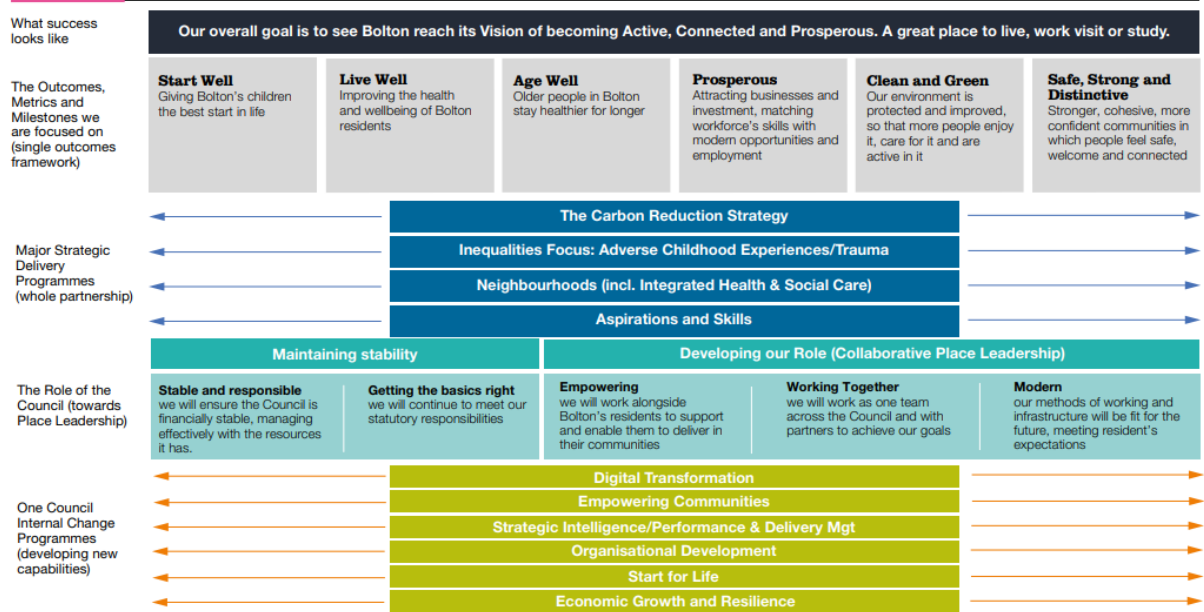
Bolton's Vision 2030 Strategy states that '*Bolton will be a vibrant place, built on strong cohesive communities, successful businesses, and healthy residents. It will be a welcoming place where people choose to study, work and put down roots*'. We continue to work towards achieving our 'Active, Connected & Prosperous' priorities set out within our [Corporate Plan 22-24](#)

The impact of the pandemic and our amazing local response have highlighted the importance of working collaboratively with our partners to deliver better outcomes for residents. Not only did we continue to provide the vital services that keep our borough and communities functioning and thriving but also provided additional support through community hubs, food parcels, business support grants and other services to those who needed it.

This was all achieved against the backdrop of unprecedented funding pressures. Over the past 12 months, we have taken the opportunity to reflect on our role supporting customers and residents with increased confidence that we can continue to deliver continuous improvement for the benefit of the town.

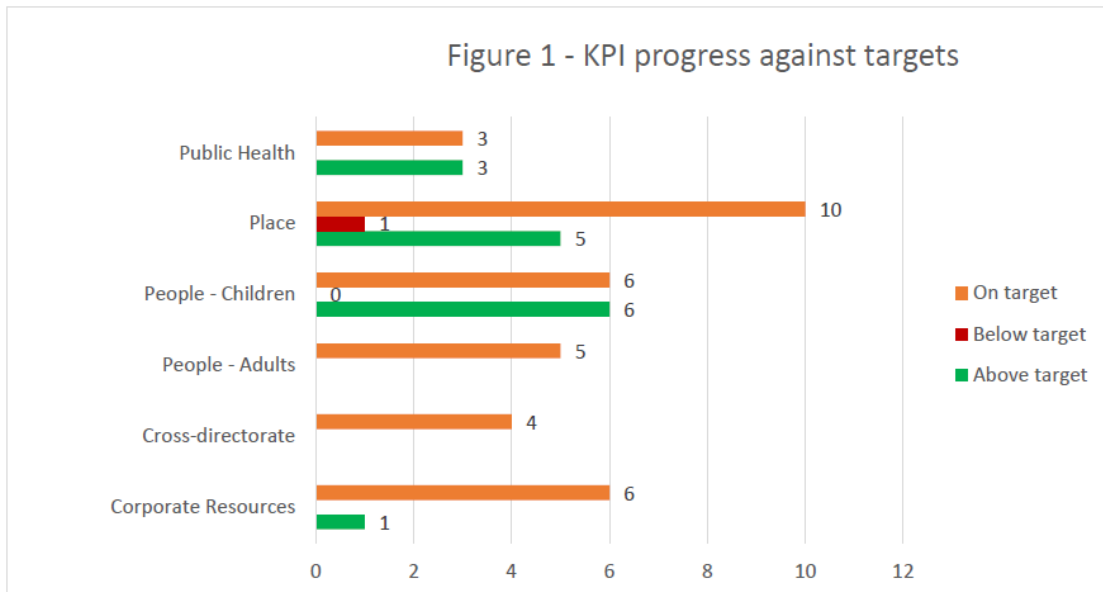
Our refreshed 'Made in Bolton' Corporate Plan (2022-24) sets out what the Council will be doing over the next two years with the money that we have. This Plan will enable us to continually monitor finances and liabilities, identify opportunities, and improve our internal systems and structures, along with placing us in a strong position to contribute to regional priorities with our partners in the GMCA and nationally.

Bolton Council plan on a page 2022/24



During 2022/23, we continue to work towards our vision for a stable council that is financially sound, delivers its statutory responsibilities and builds on what our borough does best ([Made in Bolton - progress so far](#)).

[Current performance](#) shows that of the 47 key performance indicators (KPIs), 15 are rated a 'Green' (above target), 34 are rates Amber (on target) and only 1 is rated 'Red' (below target) – this being the number of individuals killed or seriously injured in Bolton:



It has to be acknowledged that the past 12 months have been a challenge. Our staff, ward members, partners and residents continue to be a vital part of our change strategy, as the Council adapts to many internal and external factors. Our approach around building financial resilience has put us in strong financial position. Our Medium Term Financial Plan is expected to be sufficient to accommodate the Council's financial risks and maintain the Council's overall financial health. Our existing plans for

regeneration, job creation and increased income opportunities give us a head start on economic recovery and our vision remains for Bolton to be an inspiring place in which to grow up, work, live and visit.

DIRECTORATE 2022/23 HEADLINES

Adults Services Directorate

The Integrated Care Partnership (ICP) and our Adults Services have continued to deliver their business plan priorities throughout 2022/23, despite seeing unprecedented levels of hospital admissions / discharges and high demand for care at home. Additional residential Discharge to Assess (D2A) beds were commissioned from local residential care homes to support discharge from hospital. The most recent CQC inspection showed that 97.7% of Bolton registered community-based adult social care services were judged to be good or outstanding, ranking Bolton in the first quartile in the Northwest. Further developed the Joint Strategic Needs Assessment to enable all key partners and stakeholders to consider a range of evidence and intelligence around what works and what is needed in Bolton to address health inequalities across the life course. Provided cold weather provision and support to rough sleepers, resulting in a reduction in the number of people sleeping on the streets of Bolton.

Children's Services Directorate

During 2022/23 we have seen the launch of the Early Help Strategy and multi-agency roll out of assessments and interventions, ensuring families receive the right support at the right time from the right agency, whilst at the same time curtailing the increasing demand across the whole social care pathway.

There has been a significant reduction in Social Care Contacts, indicating the success of more focussed work with partner agencies, ensuring early intervention and a joined up approach.

The School Improvement Framework, which provides effective monitoring, visits and evaluation support to schools whose inspection status requires improvement, is proving to be successful, as we see more improved ratings across the borough.

Corporate Resources Directorate

Delivered the first phase of the Council's Online Payments Project, providing residents and businesses the ability, to pay for instance services online e.g. taxi licensing and recycling bin ordering. Supported digital inclusion initiatives by offering residents and businesses across Bolton IT training and access to equipment.

Adopted an organisational change approach to how we attract, recruit and retain staff, by enhancing our recruitment branding promotion and modernising our staff engagement and benefits package (including the launch of Stribe and Vivup digital platforms).

Events hosted at Bolton College and Bolton University to attract young people to work for public sector organisations, targeting long term unemployed as part of the Team Bolton initiative. Enhanced annual calendar of core events is now in place, which includes Council-led events such as IRONMAN UK, Bolton Food and Drink Festival and Bolton Christmas Festival and Council-supported events such as Bolton Pride and Bolton Film Festival.

Embedded the new corporate approach to performance management across the Council and Vision Partnership.

Place Development Directorate

The main focus has continued to be the implementation of the Strategic Asset Management Plan (SAMP) and the delivery of the town / district centre masterplans. The SAMP, which provides a framework within which, the Council can secure operational and financial benefits from the corporate estate, has progressed in line with the five pillars of delivery.

Assets are being surveyed and reviewed in line with criteria associated with high backlog maintenance requirements and high-energy usage costs, supported by an award of £2.41m as part of the Public Sector Decarbonisation Scheme to make the estate more energy efficient. 13 school and council buildings have been upgraded so far and a Local Energy Action Plan has been produced for the borough.

Delivery of key regeneration programmes has continued throughout 2022/23, supported by re-focused funding, including the Towns Fund, the Future High Streets Fund and the 'Welcome Back' Fund. Mixed-use sites such as Farnworth Market Precinct, Moor Lane / Cheadle Square, Trinity and Church Wharf will bring vital housing, greenspace, retail and leisure facilities to key areas across the borough.

Place Services Directorate

During 2022/23, we have continued with our Climate Change Strategy, which consists of six priority delivery areas. This includes the sustainable management of household waste where, due to our robust Behaviour Change Programme, we've seen an increase in recycling rates.

Successful grant submissions to access over £200k of external funding to implement environmental operational activities, supporting the Cleaner & Greener agenda.

The completion of major highway works at key locations has improved walking and cycling infrastructure through the GM Bee Network and the Emergency Active Travel Fund.

Tree planting continues in partnership with City of Trees with 13,500 new trees being planted creating 7.58 hectares of new woodland. Queens Park benefitted from a further 750 trees, to celebrate the Queen's Platinum Jubilee and contributed to the Queen's Green Canopy Project.

Improved Horwich Town Centre flood defences, better protecting 124 homes and 72 businesses.

Queens Park received the Green Flag Award, the international quality mark for UK parks and green spaces, for the 7th year running while Longsight Park in Harwood, which is maintained by volunteers, has been awarded a Community Green Flag Award for the third year running.

Public Health Directorate

Throughout the Coronavirus pandemic, community involvement and engagement was at the heart of the local response in Bolton. New alliances and groups emerged and were empowered through our Community Champions programme to engage with our different and diverse communities across Bolton; cascading key public health and wellbeing messages around testing, vaccination and stay at home guidance. Lessons learned from these experiences have been incorporated into the planning & delivery of Public Health services across the borough.

During the year further investment has been made in Public Health service developments, including the Children's Public Health services for 0-19s, Contraceptive and Sexual Health Services, Substance Misuse Services, and

Community Infection, Prevention and Control Service, working with a range of service providers as our key partners to develop their service offers aligned to the latest guidance and quality standards.

Section Two – Leadership and Governance

Political Leadership

The Conservative group continued its agreement with the Minority Opposition Groups in 2022/23. Councillor Martyn Cox (Conservative) is the Leader with Councillor Hilary Fairclough (Conservative), Deputy Leader.

The Borough is divided into 20 wards, each of which elects three Councillors. Each Councillor is elected for up to four years. The makeup of the Council as at 31st March 2023 was;

Conservative	25
Labour	19
LibDem	5
Farnworth and Kearsley First	3
Horwich and Blackrod First Independents	2
One Kearsley	2
The Bolton Independent Group	1
Crompton Independents	1
Little Lever and Darcy Lever First	1
Independents	1
	60

The Council - the 60 councillors;

- decide the constitution
- agree policy framework
- agree the budget
- appoint the Leader for a term determined by the Council

The Leader;

- determines the size of the cabinet and appoints members of the cabinet
- determines the arrangements for delegation of the cabinet functions.
- also appoints a member of the cabinet as a deputy leader who will act in the leader's absence

The Cabinet

- is made up of the Leader of the Council, the Deputy Leader and eight Executive Cabinet Members. Its main role is to:-
 - implement the policies agreed by the Council
 - give political leadership
 - propose policy framework to the Council
 - propose the budget to the Council
 - make recommendations to the Council on broad policy issues

Executive Cabinet Members – the leader and the other executive cabinet members:

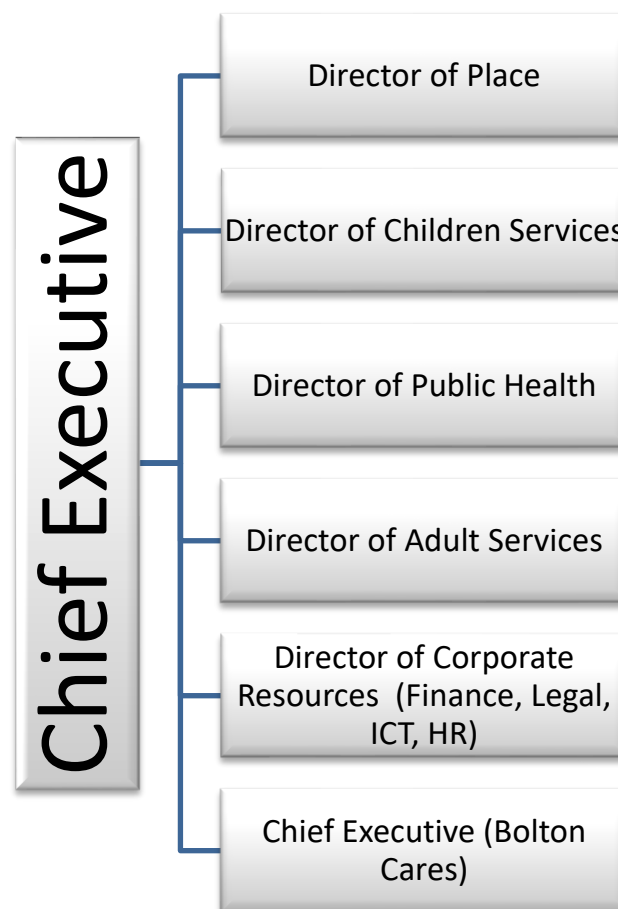
- work within an overall policy framework set by the Council

- have individual responsibility for key areas of work known as portfolios
- are accountable for their decisions which they take either as individuals or as the collective cabinet

For further details see <https://www.bolton.gov.uk/cabinet-committees/cabinet-committee-meetings/1>

Management Leadership

The top-level management structure as at March 2023 is shown below;



Section Three - Overall Financial Summary

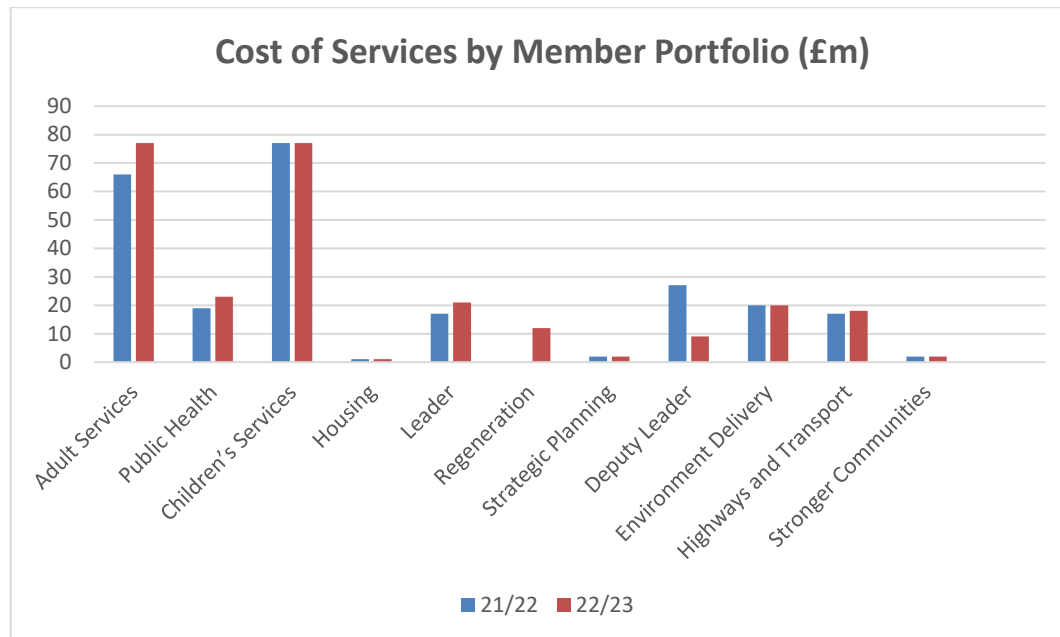
The Council seeks to make best possible use of resources available with regard to economy, efficiency and effectiveness. This responsibility is shared by Members and officers of the Council along with a specific role in ensuring the adequacy of resources and proper financial administration.

Since 2011 the Council has faced significant reductions in the grants it has received from Central Government, particularly in 2011 when a number of specific grants were lost but the equivalent amount was not transferred into Revenue Support Grant.

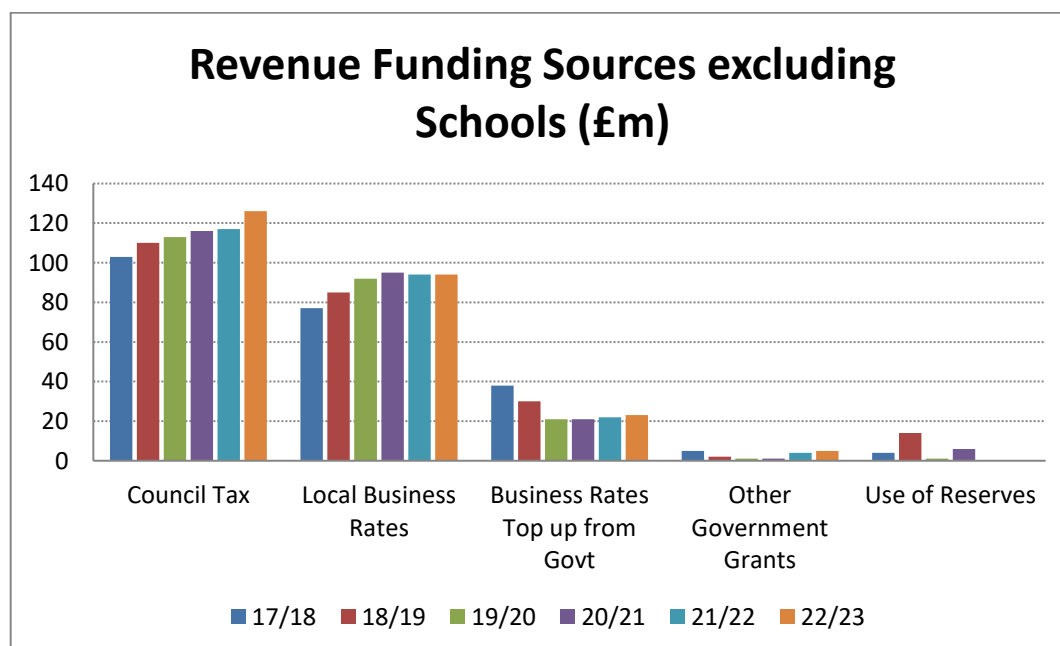
Statement of Accounts 2022/23

- This has resulted in savings having to be made which by the end of 2022/23 will amount to around £215m. The one-year budget strategy covering 2023/24 included a savings target of £4.3m.

With regard to revenue budgets, the Council's directorates balance their budgets by making contributions to or from reserves as appropriate. Since 2016/17 a new analysis identifies what the cost of each service is before reserve transfers and how this balances to the overall funds available, based upon how services (portfolios) report to Executive Members. As this can change year-on-year, only 2021/22 and 2022/23 (restated to match any changes) are shown in the Expenditure Funding analysis below.



The money to fund the budget above comes from either local taxpayers' in the form of Council tax or business rates or from various government grants. Local Business Rates increased in 2017/18 as part of the move to 100% retention which was offset by reduction in Revenue Support Grant



Capital

The Council spent £60m on capital activities in 2022/23. Major capital schemes included the following;

Scheme	£m	Description
Bolton College of Medical Sciences	13.1	Levelling Up Fund – Building of new Bolton College of Medical Sciences
Bolton Interchange Office Block	7.2	Asset transfer from PSP LLP
Towns Fund	5.3	Towns Fund grant spend predominantly on Public Realm in Bolton Town Centre (Outside the Octagon). Also Bolton Market, Wellsprings and Bolton Library & Museum
Day Care - Jubilee	5.1	New build
Building Maintenance Plan	4.2	Ongoing maintenance for schools
Highways LTP	4.0	Funding for essential maintenance to renew, repair and extend the life of roads
Disabled Facilities Grants	3.7	Helping people stay independent longer through adaptations and modifications to their homes by reducing care and support needs.
Rivington Chase HIF	2.5	Housing Infrastructure Fund
FHSF Farnworth	2.4	Redevelopment of Market Precinct, Leisure centre expansion
Decarbonisation Works	2.3	Schemes designed to reduce a property's carbon footprint.
Town Centre Strategy	2.1	Largely acquisition and demolition costs
CRSTS - KRN Maintenance	1.8	City Region Sustainable Transport Settlements funding for the key roads network
Primary Secondary & Special Schools Expansion Programme	1.6	Expansion of schools to meet addition pupil places needed.
Bolton Salford Quality Bus Network	1.5	Funding for major junction / signal improvements to ease congestion.
Schools Schemes	1.2	Various capital schemes funded directly by schools and not centrally held funding
Horwich Flood Alleviation	1.2	
LGF Crompton Way / Blackburn Road	1.0	
Highways investment	0.9	Additional investment in highways repairs
Childrens centres, leisure provision	0.9	Schemes to improve leisure provision, youth and play centres and children's centres
Investments in Districts	0.8	Little Lever, Horwich, Westhoughton & Farnworth District Centres to develop areas within each district as endorsed at the individual district's Town Centre Steering group. Farnworth includes some grant funding
Corporate Property Capital Programme	0.6	
Private Sector Renewal	0.4	Regeneration programme for home repairs helping people stay independent longer, linking decency, vulnerability and the economy.

Reserves & Balances

The Council usable reserves at the end of March 2023 were £242m, this represents an increase in Capital reserves of £30m but a reduction in Revenue reserves of £7m since March 2022; the increase in Capital reserves is mainly due to Capital Grants received from government.

Within the above total we hold £10m of general balances as our overall contingency. Ultimately, we have around £38m which is available to be re-allocated during future financial years to support our priorities and financial strategy and continue to deal with significant demand pressures. Reserves are split into 3 types:

- Capital Reserves – Can only be used for capital projects. The Council had £93m (£60m in 2021/22) of capital reserves at the end of 2022/23 (this includes revenue reserves held specifically to contribute to capital schemes).
- General Fund Balances and Revenue Reserves
 - General Fund Balances - The Council is required to keep a level of general reserves to fund unexpected demands and exceptional cost increases. Council approved that as a minimum Balances should be maintained at £10m, but if possible, should be at a higher level. During 2022/23 General Fund balances remained static at £10.66m.
 - Revenue Reserves – Unlike capital reserves, revenue reserves can be used for either capital or revenue projects. Of the total amount held at the end of the financial year, £93m (£95m in 2021/22) related to reserves held by departments and corporately for the following reasons:
 - Legal/statutory requirements
 - To fund existing commitments
 - To cover key areas of future spend
 - To cover key areas of risk
 - Service contingencies
 - Of this £93m, £38m is held departmentally to be re-allocated during future financial years to support our priorities and financial strategy and continue to deal with significant demand pressures.
 - All other revenue reserves are held on behalf of clients, schools and to provide insurance cover.

Group Balance sheet

	As at 31/3/2022 £m	As at 31/3/23 £m
Property Plant & Equipment	603	653
Other Long Term Assets	170	340
Current Assets	219	230
Current Liabilities	(105)	(93)
Long Term Liabilities	(536)	(193)
Net Assets	351	937
Represented by;		
Usable Reserves	219	249
Unusable Reserves	132	688
Total Reserves	351	937

Section Four – Future Plans & Associated Risks

The Council is facing continued significant cost pressures arising from increased unit costs for services particularly in Children's Services. Current world events continue to create inflationary pressures for goods and services beyond the forecasts initially provided by the Bank of England. The council continues to monitor these react accordingly.

At its Budget Council meeting in February 2023 the use of £10m of reserves to balance the budget plus savings of £5m were approved for the financial year 2023/24. These savings need to be found from an even smaller base and will mean by the end of 2023/24 the Council will have found savings of around £215m since 2011. A full programme of work had been established to deliver the savings target over the period.

Fair Funding Review (FFR)

As part of the 2016/17 finance settlement, it was announced there would be a Fair Funding Review of authorities' funding needs, initially to be implemented in 2019/20. Due to the 2017 general election, in September 2017 it was announced that such a review would initially be implemented in 2020.

The FFR has been delayed once more and will not happen until 2025/26 at the earliest. The section below provides some narrative as to what FFR will achieve and how it will be implemented.

Per the MHCLG terms of reference the FFR will:

- Set new baseline funding allocations for authorities
- Look at an assessment of needs and resources of authorities

Any financial planning is underpinned by the following key principles:

- Prudent assessment of future resources and unfunded cost pressures
- Maximisation of income generated across all areas of the Council and prompt collection of all amounts owed to the Council / minimisation of bad debts
- Prudent assessment of provisions required to mitigate potential future liabilities
- Risk-assessed level of reserves and balances held corporately to mitigate potential financial liabilities / commitments
- Maximisation of capital receipts from asset disposals to fund capital investment in line with our priorities.
- Maximisation of external grant funding that meets our priorities
- Prudent use of the Council's borrowing powers to undertake capital investment that is not funded by capital receipts, grants or contributions from third parties
- Promotion of 'invest to save' opportunities via detailed assessment of business cases
- Full integration of revenue and capital financial decision-making processes, to ensure the revenue implications of capital projects are accurately reflected in the medium-term financial plan and the annual budget
- Production of detailed implementation plans for all savings proposals
- Sign-off of all revenue budgets by the relevant senior manager before the start of the financial year
- Regular monitoring of budgets and robust management action to address any unplanned variances that arise

Business Rates

As part of the Trailblazer devolution agreement between the government and Greater Manchester Combined Authority, each of the GM local authorities will continue to retain 100% of Business Rates locally for the next 10 years. In addition there are to be 3 designated Growth Zones and 2 new Investment Zones to be identified in the region that will operate for 25 years with 100% local retention and be outside the next Business Rates re-set, scheduled for 2025/26. The locations for these zones are to be agreed locally and represent a significant opportunity to boost the economy of Bolton, although of course there is no guarantee that the selected zones will be in Bolton.

The Business Rates re-set in 25/26 is expected to take the form of a partial re-set rather than a full re-set. What this means is that any business rates growth above what the Council is expected to achieve over and above its baseline may either be fully taken or partially taken off the Council. The government's rationale is that the overall business rates growth since the previous re-set in 2013 will be circa £2bn (if it's a full re-set), which it can then re-distribute to Councils. However, the lasting impacts of Covid-19 on the economy could well make a significant difference to future funding.

Business rates pooling was introduced as part of the business rates retention scheme in April 2013. Under the pooling arrangement if the Pool in aggregate is a top up pool it can retain any levy on growth from tariff authority members that would have otherwise been payable to central government. However, when councils collect insufficient business rates according to a pre-determined formula they are deemed to enter "safety net". Funding for this comes either from central government, or from the Pool. Given the inherent risks and uncertainty created by the pandemic the Pool was dissolved meaning safety net assistance would no longer come from the Pool. After review the authorities in the pooling arrangement determined that there was no material benefit to the participating individual authorities, therefore effective 1st April 2023 the pooling arrangement has been dissolved.

Capital Programme

Due to budget constraints the Council's general capital programme has been severely restricted over the last few years. The Town Centre Strategy has resulted in an additional £100m resources for this programme. That aside, new capital programme initiatives are primarily being funded from capital receipts, for example from the sale of land or departmental capital grants.

Treasury Activity

The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties or instruments commensurate with the Council's low risk appetite, providing adequate liquidity initially before considering investment return.

The Council currently has £168m of long-term debt. Cash investments (which are for a period of less than 1 year) vary from month to month and were £153.8m at the end of 2022/23.

Accounting for Infrastructure Assets

In accordance with the temporary relief offered by the Update to the Code on infrastructure assets [Local Government Circular 09/2022 Statutory Override Accounting for Infrastructure Assets] the 2022/23 statement of accounts does not include disclosure of gross cost and accumulated depreciation for infrastructure assets because historical reporting practices and resultant information deficits mean that this would not faithfully represent the asset position to the users of the financial statements.

The authority has chosen not to disclose this information as the previously reported practices and resultant information deficits mean that gross cost and accumulated depreciation are not measured accurately and would not provide the basis for the users of the financial statements to take economic or other decisions relating to infrastructure assets.

The authority has determined in accordance with Regulation [30M England] of the Local Authorities (Capital Finance and Accounting) (England/Wales) (Amendment) Regulations 2022 that the carrying amounts to be derecognised for infrastructure assets when there is replacement expenditure is nil.

Future Risks

Continual need to achieve further savings

Local authorities that can only be discontinued under statutory prescription shall prepare their financial statements on a going concern basis of accounting; that is, the financial statements shall be prepared on the assumption that the functions of the authority will continue in operational existence for the foreseeable future. The savings programme for 2021/22 and 2022/23 required savings of £37m with any unachieved savings to be balanced from reserves. As the Council's budget base reduces this makes it more difficult to find extra savings, the one year budget approved by Council in February 2022 included a 2023/24 savings target of £4.3m. Further savings targets from 24/25 onwards are anticipated to be required to balance budgets, given the recent significant increase in inflation.

Global Economy

External factors including volatility in the Eurozone, the impacts on trade resulting from the war in Ukraine and oil prices may impact upon the Chancellor being able to balance his own budget with a potential impact of further cuts on Local government.

Demand Led Budgets

Even with the creation of the LATC the continuing increase in the elderly population will continue to put more pressure on Children's and Adult Services' budgets. The Council raised a levy of 1.13% on its Council Tax payers in 2022/23 for Adult Social Care and a further 2.00% in 2023/24.

Legislation / Funding changes

Since 2013 business rates collected by the Council have been distributed 50% to Central Government, 1% to Fire with 49% retained by the Council. As part of the 2022/23 finance settlement Bolton, along with the other GM authorities was given continued approval to be part of a 100% pilot scheme meaning that Councils retain 100% of their business rates with 1% passed to the Fire Authority. 100% business rates retention continues into 2023/24 and it is expected that this will reduce to 75% at some stage.

Section 5 – Guide to the principal elements of the statement

An explanation of which statements follow, their purpose and relationship between them

The remainder of this document is the Council's Statement of Accounts for the year ending 31 March 2023 and has been prepared in accordance with the 2022/23 Code of Practice on Local Authority Accounting (The Code) and International Financial Reporting Standards (IFRS). Changing requirements over the years have led to the increasing complexity and detail required in the accounts.

The Movement in Reserves Statement (MIRS)

This statement shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e., those that can be applied to fund expenditure or reduce local taxation) and other reserves.

The Comprehensive Income and Expenditure Statement (CIES)

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. From 2016/17 onwards, this has been amended to be consistent with the Council's internally reporting format.

The Balance Sheet

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 Council (assets less liabilities) are matched by the reserves held by the Council.

The 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 Code requires that the Council's accounts are set out with the 4 core financial statements grouped together. Supplementary statements and Group accounts are also produced where applicable including the following.

Expenditure and Funding Analysis (EFA)

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from annual resources (government grants, rents, council tax and business rates). The Funding Analysis also shows how this expenditure is allocated for decision making purposes between the Council's directorates/services/departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement

The Collection Fund Revenue Account.

This reports on the collection of local taxes (Council tax and national non-domestic rates) and their distribution to the Council, Greater Manchester Police and Greater Manchester Fire and Rescue authorities.

Group Accounts

These have been prepared in respect of the Council's ownership of Bolton Cares Ltd and PSP Facilitating Ltd

Annual Governance Statement.

This statement explains the system of controls operating within the Council to secure sound financial control and good governance. It is not a requirement to include this within the Financial Statement, but it is considered beneficial to include this here.

The accounts are supported by the Statement of Accounting Policies and a glossary of financial terms that are contained within the Statement.

Acknowledgements

Finally, I would like to thank all the finance staff across the Council who helped contribute to this Statement and continue to work professionally under ever increasing competing demands.

Tony Glennon
Borough Treasurer
04 July 2024

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 both the Expenditure and Funding Analysis (EFA) and the Movement in Reserves Statement (MIRS).

2021/22				2022/23			
£000s	£000s	£000s		£000s	£000s	£000s	
Expenditure	Income	Net		Note	Expenditure	Income	Net
137,977	(72,201)	65,776	Adult Services and Public Health		150,099	(73,285)	76,814
22,598	(3,366)	19,232	Public Health		24,313	(1,796)	22,517
334,145	(257,214)	76,931	Children's Services		344,410	(268,458)	75,952
7,048	(5,671)	1,377	Housing		9,091	(7,970)	1,121
113,895	(96,429)	17,466	Leader		116,175	(95,517)	20,658
25,288	(17,059)	8,229	Regeneration		30,934	(25,776)	5,158
6,988	(5,039)	1,949	Strategic Housing and Planning		3,348	(4,628)	(1,280)
21,118	(2,238)	18,880	Deputy Leader		21,766	(1,280)	20,486
33,229	(13,673)	19,556	Environment Delivery		33,860	(13,928)	19,932
27,840	(10,612)	17,228	Highways and Transport		28,820	(10,765)	18,055
3,564	(2,013)	1,551	Stronger Communities		3,446	(1,227)	2,219
21,532	(23,370)	(1,838)	Financial Services		5,978	(10,370)	(4,392)
755,222	(508,885)	246,337	Cost of Services		772,240	(515,000)	257,240
		8,789	Other operating expenditure (Gains)/losses on disposal of non-current assets				13,864
		38,405	Levies				38,184
		426	Parish Precepts				430
		47,620	Total Operating Expenditure				52,478

2021/22				2022/23			
£000s	£000s	£000s		£000s	£000s	£000s	
Expenditure	Income	Net		Note	Expenditure	Income	Net
		10,439	Financing & investment income and expenditure	32			5,812
		(264,569)	Taxation & non-specific grant income	33			(308,971)
		39,827	Deficit/(surplus) for year				6,559
		(17,933)	(Surplus)/deficit on revaluation of Property, Plant & Equipment				(51,656)
		(107)	(Surplus)/deficit on Financial Instruments held at Fair Value through Other Comprehensive Income				(985)
		(270,919)	Remeasurements of the net defined benefit liability / asset	40			(528,022)
		(288,959)	Other comprehensive Income				(580,663)
		(249,132)	Total Comprehensive Income and Expenditure				(574,104)

Movement in Reserves Statement

This statement shows the movement in the year on the different reserves held by the Council, analysed between “usable reserves” (i.e. those that can be applied to fund expenditure or reduce local taxation) and unusable reserves. 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 chargeable to council tax for the year. The net increase/decrease line shows the statutory General Fund balance movements in the year following these adjustments.

Summary MIRS	General Fund Balance	General Fund Balance – Collection Fund Reserve	Earmarked General Fund Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Total Unusable Reserves	Total Council reserves
	£000s	£000's	£000s	£000s	£000s	£000s	£000s	£000s
Balance 1 April 2021	10,660	45,145	128,843	10,364	35,642	230,654	(123,700)	106,954
Total Comprehensive Income and Expenditure	(4,555)	(35,272)	0	0	0	(39,827)	288,959	249,132
Adjustments from income & expenditure charge under the accounting basis to the funding basis (Note 9)	20,720	0	0	2,644	4,317	27,681	(27,681)	0
Increase or (Decrease) in 2021/22	16,165	(35,272)	0	2,644	4,317	(12,146)	261,278	249,132
Transfers to/from earmarked reserves (Note 8)	(16,165)	0	16,164	2	0	1	(1)	0
Balance at 31 March 2022 carried forward	10,660	9,873	145,007	13,010	39,959	218,509	137,577	356,086
	£000s	£000's	£000s	£000s	£000s	£000s	£000s	£000s
Balance 1 April 2022	10,660	9,873	145,007	13,010	39,959	218,509	137,577	356,086
Total Comprehensive Income and Expenditure	3,314	(9,873)	0	0	0	(6,559)	580,663	574,104
Adjustments from income & expenditure charge under the accounting basis to the funding basis (Note 9)	(150)	0	0	5,972	23,855	29,677	(29,677)	0
Increase or (Decrease) in 2022/23	3,164	(9,873)	0	5,972	23,855	23,118	550,986	574,104
Transfers to/from earmarked reserves (Note 8)	(3,164)	0	3,164	0	0	0	0	0
Balance at 31 March 2023 carried forward	10,660	0	148,171	18,982	63,814	241,627	688,563	930,190

Balance Sheet

The Balance sheet 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. The first category of reserves are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example, the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt). The second category of reserves is those that the Council is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets were sold; and reserves that hold timing differences shown in the Movement in Reserves Statement line "Adjustments between accounting basis and funding basis under regulations".

31 March 2022 £000s		Note	31 March 2023 £000s
	Property, Plant & Equipment		
440,598	- Other land and buildings	10	476,998
4,465	- Vehicles, plant, furniture & equipment	10	3,646
146,485	- Infrastructure	10	151,791
10,299	- Community assets	10	10,353
369	- Assets under construction	10	9,325
710	- Surplus assets	10	665
602,926			652,778
69,691	Heritage assets	11	66,791
36,202	Investment property	12	45,268
0	Intangible assets	13	15
23,935	Long Term Investments	14	24,920
0	Net Pensions Asset		164,762
38,836	Long Term Debtors	14	35,362
771,590	Long Term Assets		989,896
99,135	Short Term Investments	14	121,398
593	Inventories	16	955
41,967	Short Term Debtors	17	55,230
3,446	Prepayments		3,727
68,401	Cash and Cash Equivalents	19	42,880
213,542	Current Assets		224,190
(1,822)	Short Term Borrowing	14	(11,665)
(70,177)	Short Term Creditors	20	(74,894)
(5,589)	Provisions for current liabilities	21	(6,226)
(25,359)	Revenue Grants in Advance	34	(8,304)
(102,947)	Current Liabilities		(101,089)

Statement of Accounts 2022/23

31 March 2022 £000s		Note	31 March 2023 £000s
(18,731)	Provisions for long term liabilities	21	(20,056)
(178,555)	Long Term Borrowing	14	(158,537)
(4,800)	Other Long Term Liabilities	14	(4,214)
(323,923)	Net Pensions Liability	40	0
(90)	Capital Grants in advance		0
(526,099)	Long Term Liabilities		(182,807)
356,086	Net Assets		930,190
	Represented by:		
	Usable Reserves		
10,660	- General Fund Balance	8	10,660
9,873	- General Fund Balance – Collection Fund	8	0
14,551	- Earmarked Statutory Reserves	8	13,559
130,456	- Earmarked Policy Reserves	8	134,612
13,010	- Capital Receipts Reserve		18,982
39,959	- Capital Grants Unapplied Account		63,814
218,509			241,627
	Unusable Reserves	8	
254,875	- Revaluation reserve		296,173
8,088	- Financial Instruments Revaluation Reserve		9,073
(11,817)	- Financial Instruments Adjustment Account		(11,514)
(323,923)	- Pensions Reserve		164,762
10,517	- Deferred capital receipts		3,274
228,381	- Capital Adjustment Account		242,674
(18,186)	- Dedicated Schools Grant Adjustment Account		(18,186)
(5,502)	- Collection Fund Adjustment Account		8,214
(4,856)	- Short-term Accumulating Compensated Absences Account		(5,907)
137,577			688,563
356,086	Total Reserves		930,190

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.

31 March 2022 £000s		Note	31 March 2023 £000s
39,827	Net (surplus) or deficit on the provision of services		6,559
(129,683)	Adjustments to net (surplus) or deficit on the provision of services for non-cash movements	22	(61,041)
26,329	Adjustments for items included in the net (surplus) or deficit on the provision of services that are investing and financing activities	23	58,967
(63,527)	Net cash flows from Operating Activities	24	4,485
34,649	Investing Activities	25	10,457
656	Financing Activities	26	10,579
(28,222)	Net (increase) or decrease in cash and cash equivalents		25,521
40,179	Cash and cash equivalents at the beginning of the reporting period		68,401
28,222	(Decrease) or Increase in cash as above		(25,521)
68,401	Cash and cash equivalents at the end of the reporting period	19	42,880

Notes to the Core Financial Statements

Contents

1	Accounting Policies.....	26
2	Critical Judgements in Applying Accounting Policies	46
3	Assumptions Made About the Future and Other Sources of Estimation Uncertainty	49
4	Accounting Standards Issued not Adopted	50
5	Events After the Reporting Period.....	51
6	Expenditure and Funding Analysis.....	52
7	Note to the Expenditure and Funding Analysis	54
8	Movements in Earmarked and Unusable Reserves	57
9	Adjustments to Accounting and Funding Basis	62
10	Property, Plant and Equipment	66
11	Heritage assets.....	70
12	Investment Properties.....	73
13	Intangible Assets	74
14	Financial Instruments.....	75
15	Nature and Extent of Risks Arising from Financial Instruments.....	84
16	Inventories.....	90
17	Debtors.....	91
18	Debtors for Local Taxation.....	91
19	Cash and Cash Equivalents.....	92
20	Creditors.....	92
21	Provisions.....	92
22	Cash Flow Statement – Adjustment on provision of services for non-cash movements.....	93
23	Cash Flow Statement – Adjustment on provision of services for investing or financing activities	94
24	Cash Flow Statement - Operating Activities.....	94
25	Cash Flow Statement - Investing Activities	94
26	Cash Flow Statement - Financing Activities	94
27	Pooled Budget with Bolton Clinical Commissioning Group.....	95
28	Members’ Allowances.....	96
29	Officers’ Remuneration	97
30	Termination Benefits.....	99
31	Dedicated Schools Grant.....	100
32	Financing and Investment Income and Expenditure.....	102
33	Taxation and Non-Specific Grant Income	102
34	Grant Income.....	102

Statement of Accounts 2022/23

35	Related Parties	104
36	Capital Expenditure and Capital Financing	106
37	Leases.....	107
38	PFI and Similar Contracts.....	109
39	Pension Schemes Accounted for as Defined Contribution Schemes ...	112
40	Defined Benefit Pension Schemes.....	113
41	Contingent Liabilities.....	120
42	External Audit Costs	121
43	Trust Funds	122

1. Accounting Policies

General Principles

The Statement of Accounts summarises the authority's transactions for the 2022/23 financial year and its position at the year-end of 31 March 2023. The authority 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 2003 Act primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2022/23, supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under Section 12 of the 2003 Act.

The accounting convention adopted is historical cost, modified by the revaluation of certain categories of non-current assets.

The Statement of Accounts has been prepared on a 'going concern' basis, as the government has not indicated an intention that the services provided by the Council will no longer be provided.

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 1 working day of the balance sheet date 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.

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 only accounted for prospectively i.e. in the current and future years which are affected by the changes, they 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 in accounting policy is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances for the current year and comparative amounts for the prior period as if the new policy had always been applied.

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

Charges to Revenue for Non-Current Assets

Service revenue accounts, 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 they can be written off
- amortisation of intangible assets attributable to the service.

The Council is not required to raise Council tax to cover depreciation, revaluation and impairment losses or amortisation. However, it is required to make an annual contribution from revenue to contribute 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 revenue provision in the Movement in Reserves Statement (MIRS), by way of an adjusting transaction with the Capital Adjustment Account for the difference between the two.

Council Tax and Non-domestic Rates

The Council, as a billing authority acts as an agent, collecting Council Tax and national non-domestic rates (NNDR) on behalf of the major preceptors and, as principals, collecting Council Tax and NNDR for ourselves. Billing authorities are required by statute to maintain a separate fund (i.e. the Collection Fund) for the collection and distribution of amounts due in respect of Council Tax and NNDR. Under the legislative framework for the Collection Fund, billing authorities and major preceptors share proportionately the risks and rewards that the amount of Council Tax and NNDR collected could be less or more than predicted.

Accounting for Council Tax and Non-domestic Rates

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

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

Where debtor balances for the above are identified as impaired because of a likelihood arising from a past event that payments due under the statutory arrangements will not be made, the asset is written down and a charge made to the taxation and non-specific grant income and expenditure line in the Comprehensive Income and Expenditure Statement (CIES). The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

Employee Benefits

a) Benefits Payable During Employment

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave and bonuses 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 employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement (MIRS) to the accumulated absences account so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

b) 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 and are charged on an accruals basis to the appropriate service in the CIES 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 (MIRS), appropriations are required to and from the Pensions Reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end.

c) Retirement Benefits

Employees of the Council are members of three separate pension schemes:

- The Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education (DFE).
- The National Health Service Pensions Scheme.
- The Greater Manchester Pensions Scheme, administered by Tameside Council.

All schemes provide defined benefits to members (retirement lump sums and pensions), earned as employees working for the Council.

However, the arrangements for the teachers' and the NHS schemes mean that liabilities for these benefits cannot be identified to the Council. The schemes are therefore accounted for as if they were defined contributions schemes and no liability for future payments of benefits is recognised in the Balance Sheet and the service revenue account is charged with the employer's contributions payable to the teachers' and NHS pensions in the year. The Children's services line in the Comprehensive

Income and Expenditure Statement (CIES) is charged with the employer's contributions payable to Teachers' Pensions in the year. The Adult Services and Public Health line in the Comprehensive Income and Expenditure Statement (CIES) is charged with the employer's contributions payable to the NHS Pensions scheme in the year.

d) The Local Government Pension Scheme

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

The liabilities of the Greater Manchester pension scheme attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit credit 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 projections of projected earnings for current employees.

Liabilities are discounted to their value at current prices, using a discounted rate based on a corporate bond yield curve constructed on the constituents of the iBoxx AA corporate bond index.

The assets of the Greater Manchester 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 pension's liability is analysed into seven components:

Service cost comprising:

- current service cost – the increase in liabilities as result of years of service earned this year – allocated in the CIES to the revenue accounts of services for which the employees worked
- past service cost – the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years – debited to the Surplus or Deficit on the Provision of Services in the CIES
- interest cost – the expected change in the present value of liabilities during the year as they move one year closer to being paid – debited to the Financing and Investment Income and Expenditure line in the CIES

Remeasurements comprising:

- return on assets – return on plan assets and interest income recognised on scheme assets at the same rate as used to discount liabilities – credited to the Financing and Investment Income and Expenditure line in the CIES
- gains/losses on settlements and curtailments – the result of actions to relieve the Council of liabilities or events that reduce the expected future service or accrual of benefits of employees – debited or credited to the Surplus or Deficit on the Provision of Services in the CIES
- 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 Greater Manchester 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 MIRS, this means that there are appropriations 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 to the fund 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.

e) 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 (including teachers) 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.

Events After the Reporting Period

Events after the Reporting Period 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.

The Statement of Accounts was authorised for issue on 29 June 2023 by the Borough Treasurer (Section 151 Officer). Events taking place after the date of authorisation for issue are not reflected in the Statement of Accounts.

Fair Value Measurement

The authority's accounting policy for fair value measurement of financial assets is set out elsewhere in the accounting policies.

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

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

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

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

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

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

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

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

Level 3 – unobservable inputs for the asset or liability.

Financial Instruments

a) 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 CIES for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. For the Council's borrowings, this means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus any accrued interest), and interest charged to the Comprehensive Income and Expenditure Statement (CIES) is the amount payable for the year according to the loan agreement.

Where premiums and discounts have been charged to the CIES, 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 CIES 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 (MIRS).

b) 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. In line with the standards for IFRS9, 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 achieved through collecting contractual cash flows and selling financial assets. Financial assets are therefore classified at 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).

c) Financial Assets 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 carried at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the 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 financial assets held by the Council, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus any accrued interest) and interest credited to CIES is the amount receivable for the year in the loan agreement.

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

d) Financial Assets Measured at Fair Value through Profit and Loss (FVPL)

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

Assets are maintained in the Balance Sheet at fair value. Values are based on the following principles:

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

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

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

An equity instrument that has been classed as FVPL can be designated as FVOCI if it is not held for trading (e.g. a strategic investment). Once this designation has been made it cannot be reversed. This designation would mean that any gains and losses would be held in the Financial Instruments Revaluation Reserve.

e) Fair Value through Other Comprehensive Income (FVOCI)

Financial Assets measured at FVOCI relates to financial instruments where the business model is achieved both through collecting contractual cash flows and selling financial assets.

Changes in the fair value of these assets are charged to Other Comprehensive Income and Expenditure. Cumulative gains and losses are charged to the surplus / deficit on provision of services when they are disposed of.

Under capital accounting regulations where these assets were treated as capital expenditure the gain or loss are reversed to an unusable reserve – the Capital Adjustment Account.

Expected Credit Loss Model

The Council will recognise a loss allowance for expected credit losses, if applicable, on assets where cash flows are solely principal and interest - i.e. financial instruments measured at amortised cost or held at FVOCI (unless they have been designated as such). This does not apply where the counterparty is central government or another local 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.

The authority has a number of loans to local businesses. It does not have reasonable and supportable information that is available without undue cost or effort to support the measurement of lifetime expected losses on an individual instrument basis. It has therefore assessed losses for the portfolio on a collective basis unless local knowledge indicates that a different loss profile is appropriate.

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 (CIES) until conditions attached to the grant or contribution have been satisfied.

Conditions are stipulations that specify the grant or contributions are required to be consumed / used by the recipient as specified or must be returned to the grant making entity / contributing entity.

Monies advanced as grants and contributions for which conditions have not been satisfied are carried in the Balance Sheet as creditors. When conditions are satisfied,

the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-Specific Grant Income (non-ringfenced revenue grants and all capital grants) in the CIES.

Where capital grants are credited to the CIES, they are reversed out of the General Fund balance in the Movement in Reserves Statement (MIRS). 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.

Heritage Assets

All the Council's Heritage Assets are tangible in nature. There are no intangible Heritage Assets.

Heritage Assets comprise items held by the Library and Museum Service, including Civic regalia, furniture, commemorative items and silver tableware, plus two historic buildings. These assets are intended to be held in trust for future generations because of their cultural, environmental or historical associations. 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 Council's collections of Heritage Assets are accounted for as follows:

a) Heritage Assets – General

The carrying amounts of heritage assets are reviewed where there is evidence of impairment, for example, 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.

In the event of sales, the proceeds of such items are accounted for in accordance with the Council's general provisions relating to the disposal of property, plant and equipment. Disposal proceeds are accounted for in accordance with statutory accounting requirements relating to capital expenditure and capital receipts (see elsewhere in Accounting Policies).

With regard to everything else an annual request is made to the Museums and Galleries officers to ensure there has been no significant changes to the collection which would affect the underlying valuation. If there were so, the collections would be independently valued.

b) Historic Buildings

The Council owns two historic buildings, Smithills Hall and Hall i' th' Wood, both of which are open to the general public. Smithills Hall was purchased by the Council in the 1930s and Hall i' th' Wood was presented as a gift in 1902.

These are held on the balance sheet at depreciated replacement cost. These assets are also deemed to have indeterminate lives and a high residual value; hence the Council does not consider it appropriate to charge depreciation.

c) Library & Museums collections

The collections include Egyptology, Ethnography, industrial history, business archives, archaeology, botany, geology, local history, costume, textiles, decorative art, entomology, zoology and rare books.

These items are reported in the Balance Sheet on valuations held for insurance purposes. The ten most significant items have been valued individually, and a single collections based valuation covers all other items. The insurance valuations are reviewed regularly, and when the policies are being renewed. The valuation of individual items may also be reviewed when loans are made to external organisations. The collections are deemed to have indeterminate lives and a high residual value; hence the Council does not consider it appropriate to charge depreciation.

The collection is relatively static. Acquisitions (mainly donations) are made at a rate of around 100 items per year, with a smaller number of disposals. Significant purchases would be recognised at cost, and donations recognised at a valuation determined by an appropriately qualified member of staff, however, recently these items have not been material in value, and have been assessed as being covered by the valuation of the collection as a whole. Significant disposals are recognised as a capital receipt and written out of the balance sheet at their carrying value. In practice, most disposals have been small in nature and are regarded as not affecting the value of the collection as a whole.

Intangible Assets

Expenditure on non-monetary assets that do not have physical substance but are identifiable and controlled by the Council as a result of past events (e.g. software licences) is capitalised when it is expected to bring benefits to the Council for more than one financial year.

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 re-valued 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 CIES.

Intangible assets are tested for impairment whenever there is an indication that an asset might be impaired – any losses recognised are posted to the relevant service line(s) in the CIES. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the other operating expenditure line in the CIES.

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 MIRS and posted to the

Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

Interests in Companies and Other Entities

The Council has a material interest in 2 external entities that have the nature of subsidiaries, associates or joint ventures and therefore group accounts have been prepared.

Inclusion in the Council's group is dependent upon the extent of the Council's interest and power to influence an entity. The determining factor for assessing the extent of interest or power to influence is either through ownership of an entity, a shareholding in an entity or representation on an entity's board of directors.

An assessment of all the Council's interests has been carried out during the year, in accordance with the Code of Practice, to determine the relationships that exist and whether they should be included in the Council's group accounts.

In the Council's own single-entity accounts the Council's interest in those entities are recorded as financial assets at cost less any impairment. Any gains or losses are recognised in the CIES.

Inventories and long-term contracts

Inventories are included in the Balance Sheet at the lower of cost and net realisable value.

Long-term contracts are accounted for on the basis of charging the surplus or deficit on the provision of services with the consideration allocated to the performance obligations satisfied based on the goods or services transferred to the service recipient during the financial year.

Investment Property

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

Investment properties are measured initially at cost and subsequently at fair value, being the price that would be received to sell such an asset in an orderly transaction between market participants at the measurement date. As a non-financial asset, investment properties are measured at highest and best use.

Properties are not depreciated but are re-valued on a maximum 4-yearly cycle. However, for investment properties the top 50 by value are valued annually as they account for 80% of the overall investment property portfolio by value. The Council's interest in the airport land is also valued annually. Gains and losses on revaluation are posted to the Financing and Investment Income and Expenditure line in the CIES. The same treatment is applied to gains and losses on disposal.

Rentals received in relation to investment properties are credited to the Financing and Investment Income line and result in a gain for the General Fund Balance. However, revaluation and disposal gains and losses are not permitted by statutory arrangements

to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the MIRS and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

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.

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.

a) 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 CIES).

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

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

Operating Leases

Rentals paid under operating leases are charged to the CIES as an expense of the services benefitting from use of the leased property, plant or equipment.

b) The Council as Lessor

Finance Leases

Where the Council grants a finance lease over a property or an item of plant or equipment, the relevant asset is written out of the Balance Sheet as a disposal. At the commencement of the lease, the carrying amount of the asset in the Balance Sheet (whether Property, Plant and Equipment or Assets Held for Sale) is written off to the Other Operating Expenditure line in the CIES 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 CIES 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 CIES).

The gain credited to the CIES 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 MIRS. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years, this is posted out of the General Fund Balance to the Deferred Capital Receipts Reserve in the MIRS. 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.

The written-off value of disposals is not a charge against Council tax, as the cost of property, plant and equipment 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 MIRS.

Operating Leases

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the CIES.

Minimum Revenue Provision

The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2003/3146) took effect from 31st March 2008. They require the basis on which the Minimum Revenue Provision (MRP) is calculated for future years to be approved by Council. This is the amount Councils are required to set aside for debt repayment each year.

General Fund Borrowing that was previously supported through the RSG system will be provided for in equal annual instalments over a 50 year period commencing 1st April 2015. For non-Housing schemes financed from unsupported borrowing, from 1st

April 2008 MRP will be made for repayment equal to the estimated depreciation charge on those assets calculated on an equal instalment basis, calculated in accordance with normal accounting practice. For Finance Leases and the PFI scheme the capital element of the lease or unitary payment will be taken to be the MRP.

Overheads and Support Services

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

Property, Plant and Equipment

Assets that have physical substance and are held for use in the provision of services, for rental to others or for administrative purposes and that are expected to be used during more than one financial year (i.e. on a continuing basis) are classified as Property, Plant and Equipment.

a) 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 it yields benefits to the Council, that the cost can be measured reliably and the services that it provides are for more than one financial year. 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 to revenue as it is incurred. The Council has a £12,000 de minimis limit for the recognition of Capital Expenditure.

b) Measurement

Assets are initially measured at cost, comprising all expenditure that is directly attributable to bringing the asset into working condition for its intended use. Assets are then carried in the Balance Sheet using the following measurement bases:

- community assets and assets under construction – depreciated historical cost
- school buildings – because of their specialist nature, are measured at depreciated replacement cost using a modern equivalent asset basis*
- surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant's perspective
- dwellings, other land and buildings, vehicles, plant and equipment are held at current value determined as follows:
 - non-specialised operational properties – existing use value
 - specialised operational properties – depreciated replacement cost.

*a modern equivalent asset valuation is not a valuation of the actual bricks and mortar but a hypothetical site which is able to deliver the same level of services. The valuation is of the service potential of a site rather than the actual site.

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

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

c) Revaluations

Assets included in the Balance Sheet at current value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the year-end, but as a minimum every four years. Properties categorised as Retail are re-valued annually. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains might be credited to the CIES where they arise from the reversal of a loss previously charged to a service revenue account.

Where decreases in value are identified, they are accounted as follows:

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

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.

Various freehold and leasehold properties owned by Bolton Council were valued as at 1 December 2022 by an external valuer, Gerald Eve LLP, a regulated firm of Chartered Surveyors. The valuations were prepared in accordance with the requirements of the RICS Valuation – Global Standards, effective January 2023, the International Valuation Standards and IFRS as adapted and interpreted by the Financial Reporting Manual (FRM). The valuation of the operational properties was in accordance with Current Value as defined in the CIPFA Code. Specialised properties were valued using a Depreciated Replacement Cost (DRC) method because of the specialised nature of the asset means that there are no market transactions of this type of asset, except as part of the business or entity. Investment properties were valued to 'fair value' where 'fair value' is equivalent to 'Market Value'.

The Council's interest in land held by the 10 district Councils around the Airport is based on a value obtained by Manchester City Council.

d) Impairment

The values of each category of assets and of material individual assets that are not being depreciated are reviewed at the end of each financial year for evidence of reductions in value. Where impairment is identified as part of this review or as a result of a valuation exercise, this is accounted for by:

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

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

e) Depreciation

Depreciation is provided for on all assets with a determinable finite life (except for investment properties), by allocating the value of the asset in the Balance Sheet over the periods expected to benefit from their use on a straight-line basis. Where there is specific information on an asset, that data is used to determine its life, up to a maximum of 50 years.

Otherwise depreciation is calculated on the following bases;

- Buildings – 40 years
- Vehicles, plant, furniture and equipment – 5 years
- Intangible Assets – 5 years or life of licence.

Depreciation is calculated on asset values at 1 April, i.e. depreciation is charged on expenditure or revaluations in the year. Only land held on a lease will be subject to depreciation. The length of the lease will determine the period over which depreciation is charged. The same would apply for leasehold buildings.

Where an item of property, plant and equipment asset has major components whose cost is significant in relation to the total cost of the item, the components are depreciated separately.

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.

f) Disposals and Non-current Assets Held for Sale

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. The asset is re-valued 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 CIES. Gains in fair value are recognised only up to the amount of any previously losses recognised in the Surplus or Deficit on 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 CIES as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the CIES 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. Receipts are credited to the Capital Receipts Reserve and can then only be used for new capital investment or set aside to reduce the Council's underlying need to borrow (the capital financing requirement). Receipts are appropriated to the Reserve from the General Fund Balance in the MIRS.

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 MIRS.

g) Componentisation

The Code requires that each part of an item of Property, Plant and Equipment with a cost that is significant in relation to the total cost of the item is depreciated separately. When an item of Property, Plant and Equipment valued at greater than £1,000,000 is either acquired or re-valued and the asset has major components whose cost is greater than £200,000, the components are depreciated separately over the relevant life of the component.

Highways infrastructure assets

Highways infrastructure assets include carriageways, footways and cycle tracks, structures (e.g. bridges), street lighting, street furniture (e.g. illuminated traffic signals, bollards), traffic management systems and land which together form a single integrated network.

a) Recognition of Highways infrastructure assets

Expenditure on the acquisition or replacement of components of the network is capitalised on an accrual basis, provided that it is probable that the future economic benefits associated with the item will flow to the authority and the cost of the item can be measured reliably.

b) Measurement of Highways infrastructure assets

Highways infrastructure assets are generally measured at depreciated historical cost.

However, this is a modified form of historical cost – opening balances for highways infrastructure assets were originally recorded in balance sheets at amounts of capital undischarged for sums borrowed as at 1 April 1994, which was deemed at that time to be historical cost.

Where impairment losses are identified, they are accounted for by the carrying amount of the asset being written down to the recoverable amount.

Annual depreciation is the depreciation amount allocated each year. Useful lives of the various parts of the highways network are assessed using industry standards where applicable as follows.

c) Depreciation of Highways infrastructure assets

Depreciation is provided on the parts of the highways network infrastructure assets that are subject to deterioration or depletion and by the systematic allocation of their depreciable amounts over their useful lives. Depreciation is charged on a straight-line basis.

Where there is specific information on an asset, that data is used to determine its life. Otherwise depreciation is calculated on the following bases:

- Carriageways - 25 years
- Footways and cycle tracks - 25 years
- Structures (bridges, tunnels and underpasses) - 100 years
- Street lighting – 40 years
- Street furniture - Bus shelters 25 years and other assets 40 years
- Traffic management systems - 25 years

For reference the UK Roads Leadership Group Asset Management Board endorses the following as reasonable estimates for this purpose and recommend their use by local authorities:

Part of the highways network	Useful life range
Carriageways	20 to 30 years
Footways and cycle tracks	20 to 30 years
Structures (bridges, tunnels and underpasses)	80 to 120 years
Street lighting	30 to 50 years
Street furniture	Bus shelters 20 to 30 years and other assets 30 to 50 years
Traffic management systems	15 to 25 years

These lives indicate the time over which the depreciable amount of an asset should reasonably be spread.

d) Disposals and derecognition of Highways infrastructure assets

When a component of the network is disposed of or decommissioned, the carrying amount of the component in the Balance Sheet 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).

The written-off amounts of disposals are 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 transferred to the capital adjustment account from the General Fund Balance in the Movement in Reserves Statement.

The authority has determined in accordance with Regulation [30M England] of the Local Authorities (Capital Finance and Accounting) (England /Wales) (Amendment) Regulations 2022 that the carrying amounts to be derecognised for infrastructure assets when there is replacement expenditure is nil.

Private Finance Initiative (PFI)

PFI and similar contracts are agreements to receive services, where the responsibility for making available the property, plant and equipment needed to provide the services

passes to the PFI contractor. As the Council is deemed to control the services that are provided under its PFI schemes, and as ownership of the property, plant and equipment will pass to the Council at the end of the contracts for no additional charge, the Council carries the assets used under the contracts on its Balance Sheet as part of Property, Plant and Equipment.

The original recognition of these assets was balanced by the recognition of a liability for amounts due to the scheme operator to pay for the capital investment. Non-current assets recognised on the Balance Sheet will be re-valued and depreciated in the same way as Property, Plant and Equipment owned by the Council.

The amounts payable to the PFI operator each year is analysed into three elements:

- fair value of the services received during the year – debited to the relevant service in the CIES
- finance cost – an interest charge of 5.1% on the outstanding Balance Sheet liability, debited to the Financing and Investment Income and Expenditure line in the CIES
- payment towards liability – applied to write down the Balance Sheet liability towards the PFI operator (the profile of write-downs is calculated using the same principles as for a finance lease)

Provisions, Contingent Assets and Contingent Liabilities

a) 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 and a reliable estimate can be made of the amount of the obligation, but where the timing of the transfer is uncertain.

Provisions are charged to the appropriate service revenue account in the year that the Council becomes aware of the obligation, based on the best estimate of the likely settlement. 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 more likely than not that a transfer of economic benefits will not now be required (or a lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service revenue account.

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

b) 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.

c) 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.

Reserves

The Council sets aside specific amounts as reserves for future policy purposes or to cover contingencies. They are also used as part of the Council's devolved budget management process to carry forward budget over or under-spend to future years. Reserves are created by appropriating amounts in the MIRS. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service revenue account in that year to score against the Surplus or Deficit on the Provision of Services in the CIES. The reserve is then appropriated back into the General Fund Balance in the MIRS 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.

Revenue Expenditure Funded from Capital under Statute

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 CIES 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 MIRS 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.

Schools

Within its boundary, the Council has the following schools:

Type of School	Nursery	Primary	Secondary	Special
Community Schools	3	38	3	3
Controlled Schools	0	4	0	0
Voluntary Aided Schools	0	31	3	0
Total LA Schools	3	73	6	3
Academies	0	21	11	3
Free School	0	3	3	0
Total	3	97	20	6

a) Community Schools

These schools are owned by the Local Authority and managed by a governing body. The revenue expenditure for these schools is funded from the Dedicated Schools Grant (DSG) and accounted for within the Council's accounts. The buildings, reserves and other assets and liabilities are held on the Council's balance sheet.

b) Controlled Schools

Controlled schools are managed by a governing body on behalf of the Council. As with Community schools the revenue expenditure is funded from the DSG and accounted for within the Council's accounts. The buildings do not belong to the Council, and therefore are not held within the balance sheet. Reserves and other

assets and liabilities that are related to the provision of education, remain with the Council and are therefore included in the balance sheet.

c) Voluntary Aided Schools

These schools are owned by either the Roman Catholic or Church of England Diocese. The governing bodies employ the staff but the education is provided on behalf of the Council and funded by the DSG, therefore all the revenue income and expenditure, reserves, current assets and liabilities are within the Council's accounts. The buildings, however, are not held on the balance sheet with the exception of playing fields that are in Council ownership.

d) Academies / Free Schools

These schools are independent from the Council. Income and expenditure, reserves and current assets and liabilities are not within the Council's accounts. The DSG is calculated as part of Bolton's allocation but paid directly to the schools from the Department for Education. Existing buildings are transferred to the Academy / Free School and only a nominal land value held on the asset register. Where Academies/ Free Schools have had substantial new builds and these have been undertaken by the Council, these are accounted for in the capital account and held on the balance sheet. On completion the buildings are transferred to the Academy/ Free School and as with other Academies a nominal land value held.

VAT

Income and expenditure excludes any amounts related to VAT, as all VAT collected is payable to HM Revenue & Customs and all VAT paid relating to Bolton Council is recoverable from it.

2. Critical Judgements in Applying Accounting Policies

In applying the accounting policies set out in note 1, the Council has had to make certain judgments about complex transactions or those involving uncertainty about future events. The critical judgments made in the Statement of Accounts are:

Private Finance Initiative

The Council has evaluated its PFI scheme at Castle Hill, under the requirements of the Code, and concluded that this should be recognised in the balance sheet as an asset. See note 38 for details.

Heritage Assets

The Code states that the valuation of Heritage Assets may be made by any method that is appropriate and relevant. There is no requirement for valuations to be carried out by professional valuers. The Museums and Libraries collections are held at most recent insurance valuations, Smithills Hall was revalued in 2021/22 year at depreciated replacement cost by the external valuers Gerald Eve. Hall i'th' Wood Museum is currently closed to the public due to requiring extensive renovation works. It is currently held on the balance sheet at a nominal value of £1.

Leases

Lease agreements have been reviewed and a determination made on whether these are finance or operating leases. The Council's Finance Officers have applied and followed the primary indicators within the Code in determining lease classification between an operating lease and a finance lease. The assessment of some of these indicators does require a degree of professional judgment in determining the classification. This judgement has been based upon the degree to which the lease transfers the risks and rewards of ownership to the Council in accordance with IAS 17. Details of the Council's lease arrangements as both a lessor and lessee can be found in Note 37

Property Plant & Equipment (PPE)

Property Plant and Equipment 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) which the council judges to be an appropriate basis:

Non-current assets, with the exception of those valued at depreciated historical cost, are valued sufficiently regularly to ensure that their carrying amount is not materially different from their value at year end, but as a minimum every four years. Valuations are undertaken during the year by external valuers commissioned by the Council.

Municipal Mutual Insurance (MMI)

In accounting for liabilities relating to the Municipal Mutual Insurance (MMI) claw back Scheme of Arrangement, although the scheme of administration has been called, and an initial levy of 25% has been paid, the Council has judged that there is sufficient risk relating to the remaining 75% that it be classified as a contingent liability and is included within the Insurance Reserve and Provision. (Notes 8, 21 and 41)

Business Rates Appeals Provision

Following the 2017 list revaluation, and the introduction of the Check, Challenge, Appeal process, the estimation of the provision for successful National Non Domestic Rates (NDR) appeals which would result in a reduction in the Rateable Value (RV) has been based on the percentage of 3.7% built into the 22/23 multiplier. This percentage includes an estimated amount which is judged to be appropriate, for future appeals.

Group Boundaries

The Council undertakes its activities through a variety of undertakings, either under ultimate control or in partnership with other organisations. All those considered to be material are included in the group accounts. Profit and loss, net worth, and the value of assets and liabilities are considered individually for each organisation against a materiality limit set by the Council. An entity could be material but still not consolidated (if all of its business is with the Council and eliminated on consolidation) – i.e. the consolidation would mean that the group accounts are not materially different to the single entity accounts.

The assessment of materiality also considers qualitative factors such as whether the Council depends significantly on these entities for the continued provision of its statutory services or where there is concern about the level to which the Council is exposed to commercial risk.

The Council has assessed its group boundary for 2022/23 and has identified one immaterial subsidiary and one significant but immaterial joint venture which are consolidated into its group accounts.

Bolton Cares

In August 2015 the Council agreed to the creation of a Local Authority Trading Company (LATC) to deliver certain adult social care services, known as Bolton Cares. Some council staff were TUPED into Bolton Cares and given the significant reliance on Bolton Cares to provide adult social care services a judgement was made to consolidate Bolton Cares into the Council's group accounts.

Bolton PSP

In October 2013 the Council transferred assets (largely low value ground rents) to PSP Bolton. In return for this, as assets are developed by PSP, these will be brought on to the Council's books. This joint venture was established to facilitate property related projects, which could include the identification and disposal of surplus assets, facilitation of regeneration schemes, portfolio management and the investment of private sector funds in projects to mutual benefit. Given the significant influence on property development within the borough, a judgement was made that consolidation into the group accounts was warranted to provide users of the accounts with a comprehensive view of the Council's property related activities. Under the Code (IFRS11) the arrangement is classed as a Joint Venture (see note 14 for further details).

Financial Instruments

Under IFRS9 (Financial Instruments) the default categorisation of the Council's equity holdings would be Fair Value through Profit and Loss. However, it is the Council's view that the majority of its equity instruments are strategic investments (i.e. are not held for trading) and designating these at Fair Value through Other Comprehensive Income results in a reasonable and reliable accounting policy for the investment – see note 14.

Long Term investment in Manchester Airport

The Council has a 3.22% shareholding in Manchester Airport Holdings Limited (MAHL). Following the adoption of accounting standard IFRS 9 Financial Instruments which came into effect on 1 April 2018, the default valuation method of the Council's equity holdings would be Fair Value through Profit and Loss. However, the shareholding is a strategic investment and not held for trading and therefore the Council has designated the investment as fair value through other comprehensive income. It is the Council's view that this is a reasonable and reliable accounting policy for the investment.

The Council has made an equity investment in Manchester Airport Car Park Limited, (along with the other nine Greater Manchester District Councils). The Council's investment is to provide car parking facilities at Manchester Airport. The Council holds 3 Class C ordinary shares. The shareholding will be classed as a financial instrument and held at fair value on the Council's Balance Sheet. Under IFRS 9 the shareholding (investment) will be designated as a strategic investment and not held for trading therefore the Council has opted to designate it as fair value through Other Comprehensive Income. The decision to designate to fair value through other comprehensive income is irrevocable and it is the Council view that this is a reasonable and reliable accounting policy for this investment.

Further information about the Council's investments in Manchester Airport can be found in Note 14.

3. Assumptions Made About the Future and Other Sources of Estimation Uncertainty

Debt Impairment

At 31 March 2023, the Council had a balance of short-term debtors of £55m. A review of significant balances suggested that an impairment of doubtful debts of £40m was appropriate. However, in the current climate it is not certain that such an allowance would be sufficient. If collection rates were to deteriorate an increase in the amount of the impairment of the doubtful debts would be required.

Pension Liability

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

The effects on the net pension liability of changes in individual assumptions can be measured. For instance, a 0.5% increase in the discount rate assumption would result in a decrease in the pension liability of £113.645m. However, the assumptions interact in complex ways. A 0.5% increase in the assumed salary increase rate would result in a £12.840m increase in the pension liability and an increase of 0.5% in the assumed pension increase rate would increase the pension liability by £102.455m. Further details can be found in Note 39.

PFI and Similar Arrangements

PFI and similar arrangements have been considered to have an implied finance lease within the agreement. In reassessing the leases, the Council has estimated the implied interest rate within the leases to calculate interest and principal payments. In addition, the future Retail Prices Index (RPI) increase within the contracts has been estimated as remaining constant throughout the remaining period of the contract, at March 2023 estimated outstanding payments totalled £12.8m. A 10% increase in RPI would result in an annual increased payment of around £0.186m. See note 38 for further details.

Property, Plant and Equipment

The valuation of the Council's Property, Plant and Equipment (PPE) is a significant area of estimation uncertainty. The Council obtains professional valuations of all its land and property assets in accordance with Accounting Guidance.

In practice this is done on a rolling 4 year basis with each asset being valued at least once every 4 years, with the valuations each year being at an effective date of 1st December.

However, for investment properties the top 50 by value are valued annually as they account for 80% of the overall investment property portfolio by value. The Council's interest in the airport land is also valued annually.

If the actual values differ from the assumptions used to value PPE, there is a risk of material adjustment to the carrying value of PPE within the next financial year. A reduction in estimated valuation would result in a reduction to the Revaluation Reserve and/or a loss recorded in the Comprehensive Income and Expenditure Statement. A 1% reduction in asset values would generate a reduction of around £4.8m. An increase in estimation valuation would result in an increase in the Revaluation Reserve and/or gain recorded in the Comprehensive Income and Expenditure Statement.

Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. The net book value of buildings & infrastructure assets subject to depreciation as at 31st March 2023 is £548.9m. It is estimated that the annual depreciation charge for buildings would increase by approximately £0.79m for every year that useful lives had to be reduced.

Note 10, Property, Plant and Equipment, sets out more information on the Council's approach to valuation of its PPE and discloses the carrying value of each asset category.

4. Accounting Standards Issued not Adopted

The CIPFA Code requires changes in accounting policy to be applied retrospectively unless alternative transitional arrangements are specified in the Code. In addition, the Code requires an authority to disclose information relating to the impact of an accounting change that will be required by a new standard that has been issued but not yet adopted by the Code for the relevant financial year.

The standards introduced by the 2023/24 Code where disclosures are required in the 2022/23 financial statements in accordance with the requirements of paragraph 3.3.4.3 of the Code are:

- a) IFRS 16 Leases (but only for those local authorities that have decided to voluntarily implement IFRS 16 in the 2023/24 year).
- b) Where an authority adopted IFRS 16 in 2022/23 but chose to defer implementation of IFRS16 to PFI/PPP arrangements until 2023/24 information on that more specific accounting change will be required in its 2022/23 statements of accounts.

Bolton have decided not to implement IFRS16 in either 2022/23 or 2023/24.

- c) Definition of Accounting Estimates (Amendments to IAS 8) issued in February 2021
- d) Disclosure of Accounting Policies (Amendments to IAS 1 and IFRS Practice Statement 2) issued in February 2021.
- e) Deferred Tax related to Assets and Liabilities arising from a Single Transaction (Amendments to IAS 12) issued in May 2021.
- f) Updating a Reference to the Conceptual Framework (Amendments to IFRS 3) issued in May 2020.

These changes are not considered to have a significant impact on the Statement of Accounts as outlined below, and do not impact on the 2022/23 Statement of Accounts.

5. Events After the Reporting Period

The Statement of Accounts was authorised for issue on 29 June 2023 by the Borough Treasurer (Section 151 Officer). There are no events after the reporting period in 2022/23. The statement may be amended following audit.

6. Expenditure and Funding Analysis

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from annual resources (government grants, rents, council tax and business rates). The Funding Analysis also shows how this expenditure is allocated for decision making purposes between the Council's directorates/services/departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

2021/22				2022/23		
Net expenditure chargeable to the General Fund	Adjustment between the funding & accounting basis	Net expenditure in CIES		Net expenditure chargeable to the General Fund	Adjustment between the funding & accounting basis	Net expenditure in CIES
£000s	£000s	£000s		£000s	£000s	£000s
54,932	10,844	65,776	Adult Services	68,861	7,953	76,814
18,424	808	19,232	Public Health	21,844	673	22,517
39,687	37,244	76,931	Children's Services	48,314	27,638	75,952
393	985	1,377	Housing	142	979	1,121
23,862	(6,397)	17,466	Leader	27,978	(7,320)	20,658
10,062	(1,833)	8,229	Regeneration	5,923	(765)	5,158
199	1,750	1,949	Strategic Housing and Planning	(2,610)	1,330	(1,280)
4,720	14,161	18,880	Deputy Leader	14,552	5,934	20,486
14,489	5,067	19,556	Environment Delivery	15,857	4,075	19,932
8,133	9,094	17,228	Highways and Transport	7,998	10,057	18,055
1,274	277	1,551	Stronger Communities	1,818	401	2,219
8,020	(9,858)	(1,838)	Financial Services	522	(4,914)	(4,392)
184,195	62,142	246,337	Cost of Services	211,199	46,041	257,240
(165,086)	(41,424)	(206,510)	Other Income and expenditure	(204,490)	(46,191)	(250,681)
19,109	20,718	39,827	Deficit/(surplus) for year	6,709	(150)	6,559

Movement in General Fund Balance

Movement in General Fund Balance	2021/22	2022/23
	£000s	£000s
Opening General Fund Balance as at 1st April	(184,648)	(165,540)
New statutory accounting practices in relation to the treatment of local authority schools budget deficits	0	0
(Surplus)/Deficit on General Fund Balance in Year	19,108	6,709
Closing General Fund Balance as at 31st March	(165,540)	(158,831)

7. Note to the Expenditure and Funding Analysis

2021/22					2022/23			
Adjustments for Capital Purposes	Net change for the Pensions Adjustments	Other differences	Total Adjustments		Adjustments for Capital Purposes	Net change for the Pensions Adjustments	Other differences	Total Adjustments
£000s	£000s	£000s	£000s		£000s	£000s	£000s	£000s
				Net Cost of Services				
2,648	4,429	3,767	10,844	Adult Services	596	3,586	3,771	7,953
0	590	218	808	Public Health	0	438	235	673
11,472	18,954	6,818	37,244	Children's Services	5,744	15,604	6,290	27,638
(14)	557	442	985	Housing	29	512	438	979
(12)	4,097	(10,482)	(6,397)	Leader	(162)	3,317	(10,475)	(7,320)
3,397	353	(5,583)	(1,833)	Regeneration	4,280	281	(5,326)	(765)
744	332	674	1,750	Strategic Housing and Planning	536	239	555	1,330
8,528	1,169	4,464	14,161	Deputy Leader	840	896	4,198	5,934
1,054	3,953	60	5,067	Environment Delivery	674	3,135	266	4,075
7,540	1,317	237	9,094	Highways and Transport	8,620	1,078	359	10,057
(90)	184	183	277	Stronger Communities	(5)	140	266	401
(8,574)	(1,028)	(256)	(9,858)	Financial Services	(6,772)	966	892	(4,914)
26,693	34,907	542	62,142	Net Cost of Services	14,380	30,192	1,469	46,041
(15,447)	11,312	(37,289)	(41,424)	Other Income and Expenditure from the funding analysis	(40,898)	9,144	(14,437)	(46,191)
11,246	46,219	(36,747)	20,718	Difference between the General Fund surplus/deficit and the CIES surplus/deficit	(26,518)	39,336	(12,968)	(150)

Adjustments for Capital Purposes

Depreciation, impairment charges and revaluation gains and losses are included within the net cost of services. In addition

:

- **Other operating expenditure** – adjusts for capital disposals with a transfer of income on disposals of assets and the amounts written off for those assets.
- **Finance 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 (GAAP).
- **Taxation and non-specific grant income and expenditure** – capital grants are adjusted for income not chargeable under GAAP. Revenue grants are adjusted from those receivable during the year to those receivable without conditions or for which conditions were satisfied throughout the year. The Taxation and Non-Specific Grant Income and Expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied within the year.

Net Change for Pension Adjustments

The removal of pension contributions and the addition of the International Accounting Standard (*IAS*) 19 *Employee Benefits* pension related expenditure and income are reflected as follows:

- **Re: Net cost of services** – employer pension contributions made by the Council as determined by statute are removed, and replaced with current service costs and past service costs.
- **Re: Financing and investment income and expenditure** – the net interest on the defined benefit liability is charged to the Comprehensive Income and Expenditure Statement (CIES).

Other Differences

Other differences between amounts debited / credited to the CIES and the amounts payable / receivable to be recognised under statute:

- **Finance and investment income and expenditure** – the other differences column recognises adjustments to the General Fund for timing differences relating to premiums and long term borrowing.
- **Taxation and non-specific grant income** – the charge represents the difference between what is chargeable under statute for Council Tax and Business Rates to that which was forecast to be received at the start of the year, and the income recognised under GAAP. This is a timing difference only as any difference is brought forward in surplus and deficits on the Collection Fund.
- **Dedicated Schools Grant Reserve** – this adjusts for the transfer of the deficit on the Dedicated Schools Grant to the newly established Dedicated Schools Grant Reserve, following the change in provisions which came into force on 29 November 2020.

Expenditure and Income analysed by nature

2021/22		2022/23
£000s		£000s
	Expenditure	
305,918	Employee Benefit Expenses	315,897
409,555	Other services Expenses	427,358
58,114	Support Services Recharges	76,347
39,751	Depreciation, Amortisation, impairment	25,978
17,269	Interest & Investment Payments	15,837
38,831	Precepts and levies	38,613
7,438	Loss on disposal of assets	11,254
876,876	Total Expenditure	911,284
	Income	
(567,000)	Fees charges & other service Income	(588,339)
(5,479)	Interest & investment income	(7,415)
(241,684)	Income from CT, NNDR	(256,820)
(22,884)	Grants & contributions	(52,151)
(837,049)	Total Income	(904,725)
39,827	Surplus or deficit on provision of services	6,559

8. Movements in Earmarked and Unusable Reserves

Movements in Earmarked Reserves

	Note	01-Apr-21	Transfers In	Transfers Out	01-Apr-22	Transfers In	Transfers Out	31-Mar-23
		£000s	£000s	£000s	£000s	£000s	£000s	£000s
Earmarked Statutory Reserves								
Schools Delegated Budgets	1	13,005	990	0	13,995	0	(1,153)	12,842
Public Health	2	355	203	(2)	556	161	0	717
Total Earmarked Statutory Reserves		13,360	1,193	(2)	14,551	161	(1,153)	13,559
General Fund Balance – Collection Fund	10	45,145	9,873	(45,145)	9,873	0	(9,873)	0
Insurance	3	17,984	1,343	0	19,327	927	(150)	20,104
Reserves held for:								
Legal requirements	5	23,078	6,349	(4,678)	24,749	2,456	(15,348)	11,857
Dedicated Schools Grant	6	0	0	0	0	4,477	0	4,477
Existing commitments	7	42,208	3,442	(19,857)	25,793	7,075	(9,112)	23,756
To cover future key areas of spend	8	27,306	30,968	(5,973)	52,301	17,652	(5,365)	64,588
To cover key areas of risk	9	4,878	19,486	(16,981)	7,383	1,477	(12)	8,848
Service general contingencies	11	0	1,556	(653)	903	148	(74)	977
Available for reallocation		29	1,071	(1,100)	0	60	(55)	5
Total Earmarked Policy Reserves		115,483	64,215	(49,242)	130,456	34,272	(30,116)	134,612
Total Earmarked General Fund Reserves		173,988	72,826	(91,934)	154,880	34,433	(41,142)	148,171
General Fund Balance	4	10,660	0	0	10,660	0	0	10,660
Total Earmarked General Fund Reserves & Balances		184,648	72,826	(91,934)	165,540	34,433	(41,142)	158,831

The Council sets aside specific amounts as earmarked reserves for future policy purposes or to cover known events or contingencies. They are also used as part of the Council's devolved budget management process to carry forward budget under or overspends to future years. Whilst these reserves have been created from revenue funding they can also be used for capital projects too. An explanation of the major reserves is outlined below.

1. **Schools – delegated budgets:** In accordance with section 48 of the School Standards and Framework Act 1998, the Scheme for financing of schools provides for the carry-forward of individual school surpluses and deficits.
2. **Public Health:** The Public Health grant is ring-fenced for public health functions as set out in Section 73B (2) of the National Health Services Act 2006 (as amended by the Health and Social Care Act 2012). We are required to complete a declaration that we've used the grant, or plan to use any of the grant we've set aside in reserves, for public health purposes.
3. **Insurance:** In addition to having an insurance provision, which is linked to past events, but where the timing of the obligation is uncertain, the Council holds monies in a reserve to cover potential future insurance claims.
4. **General Fund Balance:** The Council is required to keep a level of general reserves to fund emergencies, exceptional cost increases and overspends. Council approved that as a minimum Balances should be maintained at £10m, but if possible should be at a higher level.

Earmarked Policy Reserves: An exercise has been undertaken to examine all reserves, and these are now categorised under these main headings.

5. **Reserves we are legally required to maintain, total balance £24.7m, include the following**
 - Sinking funds we are legally obliged to maintain, and other legal liabilities from previous initiatives (£6.5m)
 - Funds held on behalf of schools, other agencies and Adult Services clients (£4.8m)
6. **Dedicated Schools Grant (DSG) reserve we are legally required to maintain, balance £4.5m, (see Note 31)**

On the 6 November 2020, the Secretary of State for the Ministry of Housing, Communities and Local Government laid before Parliament a statutory instrument (the instrument) to amend The Local Authorities (Capital Finance and Accounting) Regulations (the 2003 Regulations). The provisions came into effect from 29 November 2020. In December 2022 a second statutory instrument extended the provisions to cover the period to 31 March 2026

The instrument amends the 2003 Regulations by establishing new accounting practices in relation to the treatment of local authorities' schools budget deficits such that where the Council has a deficit on its schools budget relating to its accounts for a financial years beginning on 1 April 2020 through to 1 April 2025, it must not charge the amount of that deficit to a revenue account. The Council must record any such deficit in a separate account established solely for the purpose of recording deficits relating to its school's budget. The new accounting practice has the effect of separating schools budget deficits from the Councils' general fund for a period of three financial years.

The statutory instrument requires that any in year surplus on DSG is held separately from the deficit balance.

This issue can only be fully resolved by closing the deficits. Therefore, the accounting treatment introduced by this regulation is limited to the financial reporting periods 2020/21 to 2025/26 to provide time for Government and the Council to look at budgetary and financial management strategies to reduce the deficit.

7. Reserves with an existing commitment of £23.8m include the following

- Funds held on behalf of schools and other agencies (£4.2m)
- Funding held to meet the costs of committed Capital projects and allocations to meet specific investment initiatives agreed by the Council (£3.5m)
- Funds held by Dept of People to support services to vulnerable children & adults (£3.7m)
- Schemes for Neighbourhood Management, Community Safety & UK Shared Prosperity Fund (£3.5m)
- Schemes for Housing & Homelessness (£3.1m)
- Funding held for Greater Manchester wide initiatives / working (£2.7m)
- Funding accumulated to even out the Waste Levy over a number of years to avoid major peaks and troughs (£2.2m)

8. Reserves to cover key areas of known future spend of £64.6m include

- Funds have been set aside from reserves identified for re-allocation to cover the cash flow consequences of savings during the 2023-25 budget process and balancing the 2024-26 budgets (£28.2m)
- Funding set aside to cover increased demand for adult social care placements & complex needs and children's social care (£8.3m)
- Funds held by to support services to vulnerable children (£1.4m)
- Funds held by all departments for a number of smaller future expenditures (£6.5m)
- Corporate Revenues Reserve - supports one-off revenue projects (£13.5m)
- Voluntary Community Social Enterprise Strategy reserve (£2.4m)
- Funding for the Covid Recovery Plan (£2.1m)
- No overall contingency is included in the Council's revenue budget, but the costs of energy and fuel can change at short notice during the year, so funding has been set aside to cover any significant in-year increases (£1.4m)

9. Reserves to cover key areas of risk of £8.8m include

- The cost to the Council of Council Tax Benefits and Housing Benefits can vary significantly from year to year and an amount has been set aside to cover possible overspends (£3.8m)
- All departments have identified a number of smaller risk items (£3.5m)
- Transformation Fund reserve to support digital transformation programme (£2.0m)

10. General Fund Balance – Collection Fund (£0m):

- In accordance with Collection Fund accounting rules, in year surplus or deficits are required to be distributed to / recovered from the General Fund and preceptors in the following financial year.

11. Service general contingencies (£1.0m)

- Funds have been held to cover a small number of general contingencies.

The amounts included in Earmarked Reserves are analysed **by department** below:

	Opening Balance £000s	Closing Balance £000s	Movement £000s
Insurance	19,327	20,104	777
Other central reserves	62,321	69,595	7,274
Children's Services	13,785	8,007	(5,778)
Dedicated Schools Grant	0	4,477	4,477
Environmental Services	971	3,379	2,408
Development & Regeneration	4,620	4,048	(572)
Housing GRF	3,381	4,618	1,237
Adult Services	17,795	16,333	(1,462)
Public Health	8,257	4,052	(4,205)
Total Earmarked Policy Reserves	130,457	134,613	4,156

Movement in Unusable Reserves

	Opening Balance 01 April 2021 £000	Movement in year £000	Balance 31 March 2022 £000	Movement in year £000	Closing balance 31 March 2023 £000
Unusable Reserves					
Revaluation Reserve	244,573	10,302	254,875	41,298	296,173
Financial Instrument Revaluation Reserve	7,980	108	8,088	985	9,073
Pensions	(548,622)	224,699	(323,923)	488,685	164,762
Capital Adjustment Account	238,960	(10,579)	228,381	14,293	242,674
Dedicated Schools Grant Adjustment Account	(16,561)	(1,625)	(18,186)	0	(18,186)
Deferred Capital Receipts	10,517	0	10,517	(7,243)	3,274
FIIA	(12,120)	303	(11,817)	303	(11,514)
Collection Fund Adjustment Account	(43,268)	37,766	(5,502)	13,716	8,214
Short-Term Accumulating Compensated Absences Account	(5,159)	303	(4,856)	(1,051)	(5,907)
Total	(123,700)	261,277	137,577	550,986	688,563

9. Adjustments to Accounting and Funding Basis

	Usable Reserves			Movements in Unusable Reserves
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	
2021/22	£000s	£000s	£000s	£000s
Adjustments primarily involving the Capital Adjustment Account				
Reversal of items debited or credited to the CIES				
Charges for Depreciation, impairment and amortisation of non-current assets	(27,762)	0	0	27,762
Revaluation/impairment losses on PPE	(11,989)	0	0	11,989
Movement in fair value of investment properties	1,351	0	0	(1,351)
Revenue expenditure funded from capital under statute	(8,270)	0	0	8,270
Capital grants & contributions applied	13,889	0	0	(13,889)
Amounts of non-current assets written off on disposal or sale as part of gain/loss on disposal to CIES	(12,233)	0	0	12,233
Insertion of items not credited or debited to CIES				
Statutory provision for the financing of capital investment	9,569	0	0	(9,569)
Capital Expenditure charged against the General Fund	4,292	0	0	(4,292)
Adjustments primarily involving the Capital Grants Unapplied Account				
Capital grants & contributions unapplied credited to the CIES	8,996	0	(8,996)	0
Application of grants to capital financing transferred to the CAA	8,270	0	4,233	(12,503)
Application of grants to capital finance Revenue Expenditure funded from capital under statute	(446)	0	446	0
Adjustments primarily involving the Capital receipts Reserve				
Transfer of cash sale proceeds credited as part of gain/loss on disposal to the CIES	3,444	(3,444)	0	0
Use of the Capital Receipts Reserve to finance new capital expenditure	0	442	0	(442)
Use of the Capital Receipts finance new Revenue expenditure Funded from capital under statute	(358)	358	0	0
Adjustments primarily involving the Deferred Capital Receipts Reserve				
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the CIES	0	0	0	0
Adjustments primarily involving the Financial Instruments adjustment Account				
Amount by which cost charges to the CIES are different from finance costs chargeable in the year in accordance with statutory requirements	303	0	0	303

	Usable Reserves			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movements in Unusable Reserves
	£000s	£000s	£000s	£000s
2021/22				
Adjustments involving the Dedicated Schools Grant Adjustment Account				
Movements in year on the Dedicated Schools Grant Adjustment Account	(1,625)			1,625
Adjustments primarily involving the Pensions Reserve				
Reversal of items relating to retirement benefits debited or credited to the CIES	(72,527)	0	0	(72,527)
Employers' contributions & direct payments to pensioners' payable in the year.	26,307	0	0	(26,307)
Adjustments primarily involving the Collection Fund Adjustment Account				
Amount by which the CT and NDR income credited to the CIES is different from CT and NDR income calculated for the year in accordance with statutory requirements	37,766	0	0	(37,766)
Adjustments primarily involving the Accumulated Absences Account				
Amount by which officer remuneration charge to the CIES on an accrual basis is different from remuneration chargeable in the year in accordance with statutory requirements	303	0	0	(303)
Total Adjustments	(20,720)	(2,644)	(4,317)	27,681

	Usable Reserves			Movements in Unusable Reserves
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	
2022/23	£000s	£000s	£000s	£000s
Adjustments primarily involving the Capital Adjustment Account				
Reversal of items debited or credited to the CIES				
Charges for Depreciation, impairment and amortisation of non-current assets	(26,186)	0	0	26,186
Revaluation/impairment losses on PPE	208	0	0	(208)
Movement in fair value of investment properties	2,610	0	0	(2,610)
Capital grants & contributions applied	20,925	0	0	(20,925)
Revenue expenditure funded from capital under statute	(10,953)			10,953
Amounts of non-current assets written off on disposal or sale as part of gain/loss on disposal to CIES	(20,679)	0	0	20,679
Insertion of items not credited or debited to CIES				
Statutory provision for the financing of capital investment	8,385	0	0	(8,385)
Capital Expenditure charged against the General Fund	4,171	0	0	(4,171)
Adjustments primarily involving the Capital Grants Unapplied Account				
Capital grants & contributions unapplied credited to the CIES	31,227	0	(31,227)	0
Application of grants to capital financing transferred to the CAA	10,953	0	6,742	(17,695)
Application of grants to capital finance Revenue Expenditure funded from capital under statute	(630)	0	630	0
Adjustments primarily involving the Capital receipts Reserve				
Transfer of cash sale proceeds credited as part of gain/loss on disposal to the CIES	6,815	(6,815)	0	0
Use of the Capital Receipts Reserve to finance new capital expenditure	0	7,758	0	(7,758)
Use of the Capital Receipts finance new Revenue expenditure Funded from capital under statute	(327)	327	0	0
Transfer from Deferred Capital Receipt Reserve upon receipt of cash		(7,242)		7,242
Adjustments primarily involving the Deferred Capital Receipts Reserve				
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the CIES	0	0	0	0
Adjustments primarily involving the Financial Instruments adjustment Account				
Amount by which cost charges to the CIES are different from finance costs chargeable in the year in accordance with statutory requirements	303	0	0	(303)
Adjustments involving the Dedicated Schools Grant Adjustment Account				
Movements in year on the Dedicated Schools Grant Adjustment Account	0	0	0	0

	Usable Reserves			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movements in Unusable Reserves
	£000s	£000s	£000s	£000s
2022/23				
Adjustments primarily involving the Pensions Reserve				
Reversal of items relating to retirement benefits debited or credited to the CIES	(67,186)	0	0	67,186
Employers' contributions & direct payments to pensioners' payable in the year.	27,849	0	0	(27,849)
Adjustments primarily involving the Collection Fund Adjustment Account				
Amount by which the CT and NDR income credited to the CIES is different from CT and NDR income calculated for the year in accordance with statutory requirements	13,716	0	0	(13,716)
Adjustments primarily involving the Accumulated Absences Account				
Amount by which officer remuneration charge to the CIES on an accrual basis is different from remuneration chargeable in the year in accordance with statutory requirements	(1,051)	0	0	1,051
Total Adjustments	150	(5,972)	(23,855)	29,677

10. Property, Plant and Equipment

Comparative movements in 2021/22

	Other Land & Buildings	Vehicles, Plant Furniture & Equipment	Community Assets	Assets Under Construction	Surplus Assets	Property, Plant & Equipment Sub-total	Infrastructure	Total Property, Plant & Equipment
	£000s	£000s	£000s	£000s	£000s	£000's	£000's	£000s
Gross book value carried forward	458,902	25,985	10,241	1,233	735	497,096		
Accumulated depreciation & impairment carried forward	(17,154)	(21,740)	0	0	0	(38,894)		
Net Book Value carried forward as at 31 March 2021	441,748	4,245	10,241	1,233	735	458,202	141,786	599,988
Additions	14,054	3,849	58	3,793	0	21,754	14,829	36,583
Revaluations recognised in the revaluation reserve	17,498	0	0	0	(25)	17,473	0	17,473
Revaluations recognised in the CI&E	(11,989)	0	0	0	0	(11,989)	0	(11,989)
Disposals	(11,480)	(1)	0	0	0	(11,481)	(26)	(11,507)
Transfers	4,797	0	0	(4,657)	0	140	0	140
Depreciation	(14,030)	(3,628)	0	0	0	(17,658)	(10,104)	(27,762)
Other	0	0	0	0	0	0	0	0
Net Book Value carried forward as at 31 March 2022	440,598	4,465	10,299	369	710	456,441	146,485	602,926
Gross book value carried forward	452,824	28,177	10,299	369	710	492,379		
Accumulated depreciation & impairment carried forward	(12,226)	(23,712)	0	0	0	(35,938)		
Net Book Value carried forward as at 31 March 2022	440,598	4,465	10,299	369	710	456,441	146,485	602,926

Property, Plant and Equipment – Movement in the year 2022/23

	Other Land & Buildings	Vehicles, Plant Furniture & Equipment	Community Assets	Assets Under Construction	Surplus Assets	Property, Plant & Equipment Sub-total	Infrastructure	Total Property, Plant & Equipment
	£000s	£000s	£000s	£000s	£000s	£'000s	£'000s	£000s
Gross book value carried forward	452,824	28,177	10,299	369	710	492,379		
Accumulated depreciation & impairment carried forward	(12,226)	(23,712)	0	0	0	(35,938)		
Net Book Value carried forward as at 31 March 2022	440,598	4,465	10,299	369	710	456,441	146,485	602,926
Additions	14,542	795	35	8,956	0	24,328	16,777	41,105
Revaluations recognised in the revaluation reserve	53,794	0	0	0	0	53,794	0	53,794
Revaluations recognised in the CI&E	970	0	0	0	0	970	0	970
Disposals	(18,345)	(11)	0	0	(45)	(18,401)	(1,430)	(19,831)
Transfers	(19)	0	19	0	0	0	0	0
Depreciation	(14,542)	(1,603)	0	0	0	(16,145)	(10,041)	(26,186)
Other	0	0	0	0	0	0	0	0
Net Book Value carried forward as at 31 March 2023	476,998	3,646	10,353	9,325	665	500,987	151,791	652,778
Gross book value carried forward	497,548	28,837	10,353	9,325	665	546,728		
Accumulated depreciation & impairment carried forward	(20,550)	(25,191)	0	0	0	(45,741)		
Net Book Value carried forward as at 31 March 2023	476,998	3,646	10,353	9,325	665	500,987	151,791	652,778

PFI assets included in Property, Plant and Equipment £7.1m

In accordance with the temporary relief offered by the Update to the Code on infrastructure assets (Local Government Circular 09/2022 Statutory Override Accounting for Infrastructure Assets) this note does not include disclosure of gross cost and accumulated depreciation for infrastructure assets because historical reporting practices and resultant information deficits mean that this would not faithfully represent the asset position to the users of the financial statements.

The authority has chosen not to disclose this information as the previously reported practices and resultant information deficits mean that gross cost and accumulated depreciation are not measured accurately and would not provide the basis for the users of the financial statements to take economic or other decisions relating to infrastructure assets.

The authority has determined in accordance with Regulation [30M England] of the Local Authorities (Capital Finance and Accounting) (England /Wales) (Amendment) Regulations 2022 that the carrying amounts to be derecognised for infrastructure assets when there is replacement expenditure is nil.

The table below shows the progress of the Council's rolling programme for the revaluation of property, plant and equipment. The basis for the valuation is set out in Note 1 Accounting Policies.

	Operational Property	Surplus Assets	Vehicles Plant & Equipment	Total Property Plant & Equipment
	£000s	£000s	£000s	£000s
Valued at Historical Cost	15		3,646	3,661
Valued at Current Value in				
2022/23	152,511			152,511
2021/22	177,199			177,199
2020/21	74,917	335		75,252
2019/20	42,989	330		43,319
Pre 2019/20	67			67
Adjustment for Assets not Revalued in 22/23	29,300			29,300
Total Property, Plant & Equipment	476,998	665	3,646	481,309

Capital Commitments

At 31 March 2023, the Council has entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in 2022/23 and beyond. The major commitments are:

Approved and Contracted Schemes	£000s
Towns Fund	7,471
Primary Expansion Programme	4,612
Special School Expansion Programme	4,606
Building Maintenance Plan	3,086
Corporate Property Capital Programme	2,813
Secondary Expansion Programme	2,509

Statement of Accounts 2022/23

FHSF Farnworth	625
Day Care	622
Town Centre Strategy	217
District Centres Fund - Cabinet Feb-19	108
Section 31 Grant - KRN Structures	92
Asset Management Plan - urgent works	88
Cleaner Greener	65
Childrens Centres	52
Deansgate Public Realm	49
Backlog Maintenance	45
Street Lighting	42
CRSTS - KRN Maintenance	26
Youth & Leisure	25
Public Realm (Area Forum)	17
GMCA Highways LTP	16
MCF-Bolton to Farnworth	15
Little Lever Library & Health Centre	11
Total	27,212

Schemes Approved But Not Contracted	£000s
Town Centre Strategy	22,333
District Centres Fund - Cabinet Feb-19	12,566
Special School Expansion Programme	12,546
Towns Fund	11,126
Rivington Chase HIF	9,189
FHSF Farnworth	9,183
Building Maintenance Plan	7,560
Backlog Maintenance	7,560
Bolton College of Medical Sciences	5,203
GMCA Highways LTP	2,150
Replacement of Fleet Vehicles	1,987
Section 31 Grant - KRN Structures	1,880
Westhoughton Town Hall	1,793
Bolton Salford Quality Bus Network	1,469
MCF - Doffcocker to TC Bee Route	1,436
MCF-Bolton to Farnworth	1,133
Highways Maintenance 22-23	999
Disabled Facilities Grants	867
Private Sector Renewal	828
Highways investment Sep-19	621
Deansgate Public Realm	506
TFGM Development Fund	462
Horwich Flood Alleviation	415
Great Lever Library (UCAN)	409
A666 Challenge Fund St Peters Way Improvement	402
Enabling works	393
Corporate Property Capital Programme	372
MCF - Astley Bridge (T6)	348
Highways Improvement Funding (Area Forum)	335
Capability Funding	315
Coroners Court	294
ITB Funding	274
MCF - Westhoughton (T6)	234
Public Realm (Area Forum)	228
CRSTS - KRN Maintenance	213

Schemes Approved But Not Contracted	£000s
Decarbonisation Works	212
Street Lighting	200
Cleaner Greener	199
Challenge Fund - Highways drainage	192
Elgin St Prevent Landslip	184
Blackrod Library	110
One-Stop Shop Feasibility	100
Parking improvements in the Moss Bank Park area	100
Hall ith Wood Museum	86
LGF Crompton Way / Blackburn Road	67
Town Centre Improvement Fund	62
Little Lever Library & Health Centre	55
Safe Streets Cycling & Walking	45
LUF - Parks Improvement	41
Childrens Centres	40
Equipped Play Area Strategy (S106)	38
LGF Bus Stop Improvement 2021	37
LSTF Bolton - Bury cycle route	36
Asset Management Plan - urgent works	31
Depot Improvement Plan - Mayor St	30
Flood & Water Management Act Projects	27
City Cycle Ambition	26
Secondary Expansion Programme	15
Youth & Leisure	15
LUF - Parks Improvement - Tree Uplift	13
Road Warning Signals - Cabinet Feb 16	11
MCF - Bolton Town Centre East Phase 1 (T5)	1
Total	119,602

11. Heritage assets

Heritage Assets: Summary of Transactions

The Code recommends a summary of acquisitions, donations and disposals by category relating to Heritage assets.

However, due to the number of them and their low value, it is not considered practical to list individual additions and disposals from the museum, archive and local studies collections in this document. All such acquisitions and disposals are formally recorded as a standard part of the procedures of the Library and Museum Service and can be seen as matter of public record (while taking into account certain data protection issues such as name and address of donors).

Traditionally, around 100 objects are acquired for the collections every year. The vast majority of these are donated by individuals or organisations and are social history items with nominal values.

During 2022/23 we have acquired 142 objects through donation. Some of the individual donations include multiple objects such as a box of documents from a chapel. None of these are high value objects, insurance value £1000.

There have been no museum collections disposals during 2022/23.

There have been no acquisitions or disposals relating to the historic buildings.

	£000s
Gross book value carried forward	69,691
Accumulated depreciation & impairment carried forward	0
Net Book Value carried forward as at 31 March 2022	69,691
Additions	0
Revaluations recognised in the revaluation reserve	(2,138)
Revaluations recognised in the CI&E	(762)
Disposals	0
Net Book Value carried forward as at 31 March 2023	66,791
Gross book value carried forward	66,791
Accumulated depreciation & impairment carried forward	0
Net Book Value carried forward as at 31 March 2023	66,791

Heritage Assets: Further Information on the Library & Museums' Collections

Bolton is fortunate to have cultural collections of particular breadth and quality, especially for a local authority of its size. Details of these assets and the Council's policies for the acquisition, preservation, management and disposal of Heritage assets can be seen under the Bolton Library & Museums Services section of the Council's website at <http://www.boltonmuseums.org.uk/about>

The collections are managed by Bolton Library and Museum Services, a service within the Chief Executive's Department. The Head of Service reports to the Director level within the department.

Professional officers (e.g. Museum team leader, an archivist, local studies librarian, museum collection access officers) are employed within the service to actively manage the collections in accordance with the policies. Most importantly, they ensure the collections are actively used by answering enquiries, curating displays, delivering services for schools, running events and activities, talks and tours.

The collections are used for public interpretation (i.e. in exhibition and displays) at various venues across the Borough of Bolton. The main galleries are at the Bolton Central Library and Museum in Le Mans Crescent, plus the historic halls of Smithills Hall and Hall i' th' Wood. Smaller permanent displays can be found at various branch libraries.

All three major museum sites have been awarded Museum Accreditation status and the archive is a legally recognised public repository. As is typical with most museums, around 5 to 10% of the collections are on display at any one time; with a far lower percentage for archive and library holdings. However, it should be emphasised that all the collections are publicly accessible on request and are a much valued resource used for everything from serious academic study to student art projects.

Individual items from the museum collections are occasionally lent to other local, regional national and international museums. The Service will also take in some items on loan, usually for specific exhibitions. Entry, exit, care and insurance of such materials are strictly managed according to professional standards. Transactions into and out of the collections are particularly tightly managed. All acquisitions are guided by a strict policy which dictates what material can be added to collections and in what circumstances. It also sets priority areas for active or passive collecting.

In addition, clear guidelines are given to circumstances in which disposals from the collections are allowed; for example where an item poses a risk to people or other parts of the collections, where it is deemed to fall outside the collection interest of the Service. The presumption is that material will be kept within the public domain via a transfer to another museum or heritage organisation where possible and appropriate.

All such policies, along with significant collection transactions (i.e. major purchases and all proposed disposals) are subject to formal approval by Elected Members. The management of the collections is guided by recognised and externally assessed professional museum and archive standards. These ensure that the collections are managed for the public good in a clear and accountable fashion and cover all aspects of museum and archive functions; including acquisition and disposal of material, public access, care of collections, documentation and record keeping, insurance and object movement.

Heritage Assets – General

The carrying amounts of heritage assets are reviewed where there is evidence of impairment, for example, 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.

An annual request is made to the Museums and Galleries officers to ensure there have been no significant changes to the collection which would affect the underlying valuation. If there were so, the collections would be independently valued.

In the event of sales, the proceeds of such items are accounted for in accordance with the Council's general provisions relating to the disposal of property, plant and equipment. Disposal proceeds are accounted for in accordance with statutory accounting requirements relating to capital expenditure and capital receipts (see elsewhere in Accounting Policies).

Historic Buildings

Smithills Hall

Smithills Hall is open to the general public. It was purchased by the Council in the 1930s.

Smithills Hall is held on the balance sheet at depreciated replacement cost. It is deemed to have indeterminate life and a high residual value; hence the Council does not consider it appropriate to charge depreciation.

Hall i' th' Wood

Hall i' th' Wood was presented as a gift in 1902 and is currently closed to the public due to requiring extensive renovation works. It is currently held on the balance sheet at a nominal value of £1.

Art Collection

The Council's Art Collection includes paintings (both oil and watercolour) and sketches which are reported in the Balance Sheet at insurance value.

The assets within the art collection are deemed to have indeterminate lives and high residual value; hence the Council does not consider it appropriate to charge depreciation.

Acquisitions are made by purchase or donation. Acquisitions are initially recognised at cost and donations are recognised at valuation with valuations provided by external valuers and with reference to appropriate commercial markets for the paintings using the most relevant and recent information from sales at auctions.

12. Investment Properties

The following items of income and expense have been accounted for in the Financing and Investment Income and Expenditure line in the CIES.

	2022/23 £000s	2021/22 £000s
Rental income from investment property	1,170	645
Direct operating expenses arising from investment property	649	0
Net gain/(loss)	1,819	645

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

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

	2022/23 £000s	2021/22 £000s
Balance at start of the year	36,202	35,421
Additions: purchases	7,304	287
Disposals	(848)	(717)
Net gains/losses from fair value adjustments	2,610	1,351
Reclassifications	0	(140)
Other changes	0	0
Balance at end of the year	45,268	36,202

All the Council's investment properties have been valued as Level 2 on the fair value hierarchy for valuation purposes (see Note 1 Accounting Policies for an explanation of the fair value levels).

The fair value has been measured using a market valuation approach, taking into account the following factors:- existing lease terms and rentals, market evidence including market rentals and yields, adjusted to reflect the nature of each tenancy or void and the covenant strength for existing tenants.

There has been no change in the valuation techniques used during the year for investment properties and no properties have moved between levels in the fair value hierarchy.

In estimating the fair value of the Council's investment properties, the highest and best use of the properties has been adopted and is deemed to be their current use.

13. Intangible Assets

The Council regards the cost of purchased software as an intangible asset, which is amortised over its expected useful life.

	2022/23 £000s	2021/22 £000s
Balance at start of the year	0	0
Additions: purchases	15	0
Amortisation in year	0	0
Other changes	0	0
Balance at end of the year	15	0
Comprising:		
Gross carrying amount	709	694
Accumulated amortisation	(694)	(694)
	15	0

14. Financial Instruments

Categories of Financial Instruments - The following categories of financial instrument are carried in the balance sheet:

Financial assets

	Non-Current				Current				Total	Total
	Investments		Debtors		Investments		Debtors			
	31 Mar 23 £000	31 Mar 22 £000	31 Mar 23 £000	31 Mar 22 £000	31 Mar 23 £000	31 Mar 22 £000	31 Mar 23 £000	31 Mar 22 £000		
Amortised Cost	0	0	35,362	38,836	121,398	99,135	86,594	97,494	243,354	235,465
Fair value through other comprehensive income – designated equity instruments	24,920	23,935	0	0	0	0	0	0	24,920	23,935
Total financial assets	24,920	23,935	35,362	38,836	121,398	99,135	86,594	97,494	268,274	259,400
Assets not defined as financial instruments	0	0	0	0	0	0	11,516	12,874	11,516	12,874
Total	24,920	23,935	35,362	38,836	121,398	99,135	98,110	110,368	279,790	272,274

Financial liabilities

	Non-Current				Current				Total	Total
	Borrowings		Creditors		Borrowings		Creditors			
	31 Mar 23 £000	31 Mar 22 £000	31 Mar 23 £000	31 Mar 22 £000	31 Mar 23 £000	31 Mar 22 £000	31 Mar 23 £000	31 Mar 22 £000		
Amortised Cost	158,537	178,555	4,214	4,800	11,665	1,822	61,053	57,447	235,469	242,624
Total financial liabilities	158,537	178,555	4,214	4,800	11,665	1,822	61,053	57,447	235,469	242,624
Liabilities not defined as financial instruments	0	0	0	0	0	0	13,841	12,730	13,841	12,730
Total	158,537	178,555	4,214	4,800	11,665	1,822	74,894	70,177	249,310	255,354

Detailed Financial Instruments Breakdown

	Long-term		Current	
	31 Mar 23 £000s	31 Mar 22 £000s	31 Mar 23 £000s	31 Mar 22 £000s
Investments				
Banks and other financial institutions (net of impairment)	0	0	121,398	99,135
Fair Value through Other Comprehensive Income (Manchester Airport)	20,100	18,600	0	0
Fair Value through Other Comprehensive Income (JP Morgan Trust)	520	535	0	0
Fair Value through Other Comprehensive Income (Manchester Airport Drop & Go 'C' shares)	4,300	4,800	0	0
Unquoted equity investment at cost (Local Education Partnership)	0	0	0	0
Total Investments	24,920	23,935	121,398	99,135
Cash & Cash Equivalents				
Bank current accounts & overdrafts	0	0	8,999	11,981
Bank Call accounts and Money Market Funds	0	0	33,881	56,420
Total Cash & Cash Equivalents	0	0	42,880	68,401
Debtors				
Advances and Interest due re Manchester Airport	39,193	37,336	0	0
PSP Bolton	3,165	10,468	0	0
Middlebrook Leisure Trust	0	0	0	0
Former Magistrates Authorities (GM LAs)	563	591	0	0
Long term leasing	49	49	0	0
Financial assets carried at contract amounts	0	0	62,128	44,888
Non-financial assets	0	0	33,188	34,226
NW Evergreen Ltd Partnership	131	131	0	0
Bolton at Home Equal Pay	0	0	0	0
Bolton Wise	0	408	0	0
Sub total	43,101	48,983	95,316	79,114
Expected Credit Loss	(7,739)	(10,147)	(40,086)	(37,147)
Total Debtors	35,362	38,836	55,230	41,967
Borrowings				
Financial liabilities at amortised cost – Market Loans	40,000	60,000	10,000	0
PWLB	118,000	118,000	0	0
Short-term borrowings	0	0	1,665	1,822
LOBO Interest Rate Equalisation	537	555	0	0
Total Borrowings	158,537	178,555	11,665	1,822
Other Creditors and Liabilities				
Private Finance Initiative (PFI)	3,893	4,479	0	0
Finance Leases	321	321	0	0
Ex-GMC residual debt	0	0	55	55
Financial liabilities carried at contract amounts	0	0	60,998	57,392
Non-financial liabilities	0	0	13,841	12,730
Total Creditors	4,214	4,800	74,894	70,177

Investments in equity instruments designated at fair value through other comprehensive income

Further to the introduction of IFRS 9 in 2018/19 financial year, the authority designated the following equity as fair value through other comprehensive income (fair values as at 31 March 2023 shown):

	Fair Value Level	Nominal Value	Fair Value	Change in fair value during 2022/23
Description		£000	£000	£000
Manchester Airport Shares	2	10,214	20,100	1,500
Manchester Airport C Shares	2	5,610	4,300	(500)
J P Morgan Trust	2	380	520	(15)

Manchester Airport Shares - The authority holds a 3.22% shareholding in Manchester Airport. The shareholding originated through a policy initiative with other Greater Manchester authorities to promote economic generation and tourism. As the asset is not held for trading or income generation, rather a strategic longer term policy initiative the equity has been designated as fair value through comprehensive income.

The Council has made an equity investment in Manchester Airport Car Park Limited, (along with the other nine Greater Manchester District Councils). The Council's investment is to provide car parking facilities at Manchester Airport. The Council holds 3 Class C ordinary shares. The shareholding will be classed as a financial instrument and held at fair value on the Council's Balance Sheet. Under IFRS 9 the shareholding (investment) will be designated as a strategic investment and not held for trading therefore the Council has opted to designate it as fair value through Other Comprehensive Income.

J P Morgan Trust - The authority holds stock in J P Morgan Trust on behalf of Graves in Perpetuity. The asset is not held for trading purposes, and the Authority has no intention to dispose of the holding. The authority has therefore designated the equity as fair value through comprehensive income.

Council Shareholdings

The Council holds shareholdings in the following companies. In all cases there is no material trading relationship between the company and the Council.

- Bolton Council owns 3.22% of the non-voting shares in Manchester Airport Holdings Ltd (MAHL) and will receive 3.22% of any dividends paid. The shares in this company are not traded in an active market, the fair value shown above has been based on valuation techniques that are observable for the asset on an open market basis. The earnings based method (EBITA) has been used based on data for comparable quoted companies operating in the same sector and these shares are subject to an annual valuation. The fair value of the shares using this 'level 2' (observable outputs) method at 31st March 2023 is £20.1m (an increase of £1.5m compared to last year following restatement). As a result of the impact of the Coronavirus pandemic no dividends were paid by MAHL during the year. MAHL's most recent accounts for the year ending 31 March 2022 indicated the company had net assets of £724.9m (£997.9m the previous year) and made a loss of

£321.3m after taxation (loss of £404.6m in the previous year). Further information and details of the Manchester Airport Holdings Limited financial statements may be obtained from the company's website (www.manchesterairport.co.uk).

- The Council also holds 10% of the issued C Shares in Manchester Airport Car Park (MACP) Limited which represents a minority holding and does not confer any voting rights. The 10% holding in MACP is valued on the updated financial forecast and taking into account the Council valuation of its shareholding in MAHL. The data is then adjusted by discount factors to allow for the fact that the shares are not publicly traded and that the Council holds a minority interest with no voting rights. The fair value of the Council's holding in MACP using 'level 2' (observable outputs) method at 31st March 2023 (based on discounted income cash flow) reduced by £0.5m to £4.3m.
- J.P. Morgan is an investment held for the benefit of the Maintenance of Graves in Perpetuity account.
- In August 2015 the Council agreed to the creation of a Local Authority Trading Company (LATC) to deliver certain Adult Social Care Services. In September 2015 three companies were registered at Companies House:
 - Bolton Care and Support Limited
 - Bolton Care and Support (A) Limited
 - Bolton Care and Support (B) Limited

The three companies are guaranteed by shares, each Company has 1 share with a value of £10 and these have been fully paid by the Council.

In July 2016 Bolton Care and Support Limited and Bolton Care and Support (A) Limited started to trade and Council staff were TUPED into Bolton Care and Support (A) Limited. Since creation the names of the companies have changed as follows:

- Bolton Care and Support Limited is now Bolton Cares Limited
- Bolton Care and Support (A) Limited is now Bolton Cares (A) Limited
- Bolton Care and Support (B) Limited is now Bolton Cares (B) Limited

The three companies are collectively known as Bolton Cares. Bolton Cares (B) Limited started to trade in June 2019 under the trading name of 'Salford Cares' after being awarded a contract to deliver Supporting Living and Outreach services in Salford.

The three Bolton Care and Support Companies are consolidated within the Authority's Group Accounts.

- PSP Bolton: On 6 December 2011 the Council entered into an agreement with PSP Facilitating Ltd to establish a Limited Liability Partnership, trading as PSP Bolton LLP. This is classed as a Joint Venture, and is consolidated as such within the Authority's Group Accounts. The partnership was established to facilitate property related projects, which could include the identification and disposal of surplus assets, facilitation of regeneration schemes, portfolio management and the investment of private sector funds in projects to mutual benefit.
 - The Council initially granted Options to Purchase on a number of assets to PSP Bolton for £1 each. Assets are sold to third parties and the Council is

guaranteed a minimum receipt determined by professional valuers and agreed by both parties. Assets can be added to the list as opportunities are identified.

- On 26 July 2013 a fully owned subsidiary of PSP Bolton LLP was established - PSP Bolton (GR) LLP - in order to create a separate vehicle which would specifically acquire a large number of low value assets from the Council, mainly ground rents, and either dispose of them or manage them. The value of these assets was £14.25 million, with the Council receiving in return either a smaller number of higher value assets, generating the same income flow as the assets disposed of, the income flow from any PSP developed assets, or cash. To date, the Council has received 2 assets - Bolton Travelodge and The Bolton Interchange Office Block – with the Council receiving rental income from both properties. The amount outstanding from PSP Bolton (GR) has been recognised in our accounts as a long term debtor – the outstanding balance as at 31st March 2023 was £3.165m.
- The amount owed to Bolton Council by PSP (Bolton) LLP is £419,157.

Financial Instruments - Income, Expenses, Gains and Losses

	2022/23				2021/22			
	Financial Liabilities held at amortised cost	Financial Assets held at amortised cost	Financial Assets: designated fair value through other comprehensive income	Total	Financial Liabilities held at amortised cost	Financial Assets held at amortised cost	Financial Assets: designated fair value through other comprehensive	Total
	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s
Interest expense & similar charges	(6,213)	0	0	(6,213)	(5,953)	0	0	(5,953)
Total expense in Surplus or (Deficit) on the Provision of Services	(6,213)	0	0	(6,213)	(5,953)	0	0	(5,953)
Interest income and dividends	0	2,692	1,599	4,291	0	384	17	401
Interest income accrued on impaired financial assets	0	0	0	0	0	0	0	0
Total income in Surplus or (Deficit) on the Provision of Services	0	2,692	1,599	4,291	0	384	17	401
Gains (Loss) on revaluation	0	0	538	538	0	0	538	538
Surplus/(Deficit) arising on revaluation of financial assets in Other Comprehensive Income and Expenditure	0	0	538	538	0	0	538	538
Net gain/(loss) for the year	(6,213)	2,692	2,137	(1,384)	(5,953)	384	555	(5,014)

Note – During 2018/19 the authority incurred a premium of £13,018k paid on the early redemption of one of the authority's borrowings. The authority elected to apply statutory provisions allowing it to spread the impact of the premium over what would have been the remaining term of the loan.

In 2022/23 the authority incurred a one-off premium of £459k for the early redemption of £10m of borrowing. The 2022/23 interest expenses and similar charges figure of £6,213k includes this premium in its entirety plus an amount of £303k relating to the deferred premium.

Fair value of Assets and Liabilities

Financial liabilities and financial assets represented by loans and interest receivable and long-term debtors and creditors are carried in the balance sheet at amortised cost. Their fair value can be assessed by calculating the present value of the cash flows that will take place over the remaining term of the instruments, using the following assumptions:

- For loans the PWLB premature repayment rates from the PWLB at 31 March 2023 have been applied to provide the fair value for all loans using PWLB debt redemption procedures;
- For loans receivable prevailing benchmark market rates have been used to provide the fair value;
- No early repayment is recognised, impairment has been provided separately within the Expected Credit Loss Provision;
- The fair value of trade and other receivables is taken to be the invoiced or billed amount.

The fair values calculated are as follows:

	31-Mar-23		31-Mar-22	
	Carrying amount £000s	Fair value £000s	Carrying amount £000s	Fair value £000s
Financial Liabilities:				
Market Loans	50,537	48,785	60,555	88,795
PWLB Loan	118,000	77,797	118,000	120,819
Trade Creditors	60,998	60,998	57,392	57,392
Bank Overdrawn and Short Term Borrowing	5,021	5,021	1,822	1,822
Total Financial Liabilities	234,556	192,601	237,769	268,828

The fair value of liabilities is higher than the carrying amount because the Council's borrowing portfolio includes a number of loans where the interest rate payable is higher than the rates available for similar loans at the Balance Sheet date.

	31-Mar-23		31-Mar-22	
	Carrying amount £000s	Fair value £000s	Carrying amount £000s	Fair value £000s
Loans and receivables:				
Loan to Manchester Airport	29,927	33,387	29,927	33,328
Money Market Loans Less than One Year	121,398	121,398	99,135	99,135
Other Long Term Debtors	13,174	13,174	19,056	19,056
Trade Debtors	43,714	43,714	29,092	29,092
Cash and Cash Equivalents	46,236	46,236	69,561	69,561
Total Loans and Receivables	254,449	257,909	246,771	250,172

The difference between carrying amount and fair value of the Manchester Airport Loan is due to the fixed interest instrument held by the Council including an interest rate that is higher than the prevailing rate estimated to be available at 31 March 2023. This increases the fair value of the loans.

Short term debtors and creditors are carried at cost and this is a fair approximation of their value.

Fair value hierarchy for financial assets and financial liabilities that are not measured at fair value

31-Mar-23		Other significant observable inputs (Level 2) £000
Recurring fair value measurements		
Financial Liabilities	Financial liabilities held at amortised cost:	
	PWLB	118,000
	Non-PWLB	40,537
	Short term debt	10,000
	PFI and finance lease liability	4,269
	Total	172,806
Financial Assets	Financial assets held at amortised cost:	121,398
	Other financial assets - Long Term	0
	Total	121,398

31-Mar-22		Other significant observable inputs (Level 2) £000
Recurring fair value measurements		
Financial Liabilities	Financial liabilities held at amortised cost:	
	PWLB	118,000
	Non-PWLB	60,555
	Short term debt	0
	PFI and finance lease liability	4,855
	Total	183,410
Financial Assets	Financial assets held at amortised cost:	99,135
	Other financial assets - Long Term	0
	Total	99,135

The fair value for financial liabilities and financial assets that are not measured at fair value included in the tables above have been arrived at using a discounted cash flow analysis with the most significant inputs being the discount rate detailed.

The fair value for financial liabilities and financial assets that are not measured at fair value can be assessed by calculating the present value of the cash flows that will take place over the remaining term of the instruments, using the assumptions detailed above, primarily for financial liabilities the fair value is arrived at by applying the discounted cash flow calculations based on the PWLB premium/discount calculations.

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 interest rates movements.

The Council's overall treasury management activity is carried out with awareness of the unpredictability of financial markets and seeks to minimise potential adverse effects on the resources available to fund services. Risk management is carried out by a central treasury function, under policies approved by the Council.

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 in 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 the Government Guidance;

These are required to be reported and approved at or before the Council's annual Council Tax setting budget or 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 on a quarterly basis.

The annual treasury management and investment strategies, which incorporates the prudential indicators were approved by Council on February 2023 and are available on the Council website.

These policies are implemented by a central treasury team. 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, in accordance with the Fitch, Moody's and Standard & Poors Credit Ratings Services. The Annual Investment Strategy also considers maximum amounts and time limits in respect of each financial institution. Deposits are not made with banks and financial institutions unless they meet the minimum requirements of the investment criteria outlined above.

The rating criteria use the lowest common denominator method of selecting counterparties and applying limits. This means that the application of the Council's minimum criteria will apply to the lowest available rating for any institution. For instance if an institution is rated by two agencies, one meets the Council's criteria, the other does not, the institution will fall outside the lending criteria. This is in compliance with a CIPFA Treasury Management Panel recommendation in March 2009 and the CIPFA Treasury Management Code of Practice.

Credit rating information is supplied by our treasury consultants on all active counterparties that comply with the criteria below. Any counterparty failing to meet the criteria would be omitted from the counterparty (dealing) list. Any rating changes, rating watches (notification of a likely change), rating outlooks (notification of a possible longer term change) are provided to officers almost immediately after they occur and this information is considered before dealing. For instance a negative rating watch applying to counterparties at the minimum Council criteria will be suspended from use, with all others being reviewed in light of market conditions.

The criteria for providing a pool of high quality investment counterparties (both Specified and Non-specified investments) are:

Banks 1 - good credit quality	The Council will only use banks which are UK banks; and have, as a minimum, the following Fitch, Moody's and Standard and Poor's credit ratings (where rated); Short term – F1/P1/A1 Long term – A-/A3/A-
Banks 2 - Part nationalised UK banks - Lloyds Banking Group (Lloyds Bank and Bank of Scotland) and Royal Bank of Scotland (Royal Bank of Scotland and National Westminster Bank).	These banks can be included if they continue to be part nationalised or they meet the ratings in Banks 1 above.
Banks 3	The Council's own banker if the bank falls below the above criteria.
Building Societies	The Council will use all societies which meet the ratings for Banks 1 outlined above
UK Government (the DMADF)	
Local authorities, parish councils etc.	
Money Market Funds	AAA with a Fixed Net Asset Value (NAV).

Deposits are not made with banks and financial institutions unless they are rated independently to have a sound credit rating. Based upon past experience the investments held at the 31 March 2023 were of a low risk of default.

Where significant contracts are being entered into customers are assessed, taking into account their financial position, past experience and other factors, with individual credit limits being set in accordance with internal ratings in accordance with parameters set by the Council.

The Council had a total of £153.80m deposited with a number of financial institutions at 31 March 2023. The Council's maximum exposure to credit risk in relation to this amount 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 institution. A risk of irrecoverability applies to all of the Council's deposits, but there was no evidence at the 31 March 2023 that this was likely to crystallise.

Amounts Arising from Expected Credit Losses

We have assessed the Councils short & 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 investments at 31 March 2023 is shown below, along with the potential maximum exposure to credit risk, based on experience of default and uncollectability.

Deposits with banks, financial institutions, and other local authorities	Fitch Rating (Long Term / Short Term)	Moody's Rating (Long Term / Short Term)	Standard & Poor Rating (Long Term / Short Term)	Amount invested at 31 March 2023	Historical experience of default	Estimated maximum exposure to losses at 31 March 2023
				£,000	%	£,000
Banks						
Goldman Sachs International Bank	A+ / F1	A1 / P1	A+ / A1	30,000	0.021%	6
Santander UK Plc	A+ / F1	A1 / P1	A / A1	5,000	0.039%	2
Barclays Bank Plc	A+ / F1	A1 / P1	A+ / A1	50	0.039%	0
Local Authorities						
Aberdeenshire Council				5,000	0.015%	1
Birmingham City Council				10,000	0.015%	2
Blackpool Council				10,000	0.023%	2
Cambridgeshire County Council				5,000	0.022%	1
Lancashire County Council				10,000	0.013%	1
PCC For Lancashire				10,000	0.018%	2
PCC For Merseyside				10,000	0.005%	1
Thurrock Council				5,000	0.003%	0
West Dunbartonshire Council				10,000	0.007%	1
Windsor and Maidenhead				10,000	0.004%	0
Money Market Funds						
Aberdeen Standard MMF	AAAmf	Aaa-mf	AAAm	14,500	0.000%	0
Goldman Sachs MMF	AAAmf	Aaa-mf	AAAm	50	0.000%	0
Morgan Stanley MMF	AAAmf	Aaa-mf	AAAm	19,200	0.000%	0
Totals				153,800		19

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

Source of Loan	Interest Rates %	Total Outstanding 31 March	
		2022/23 £000s	2021/22 £000s
Bonds	3.90 to 4.825	50,000	60,000
PWLB	2.55 to 2.64	118,000	118,000
Mortgages			
Total Borrowing		168,000	178,000
Less: Due within 12 Months on demand		0	0
		168,000	178,000
An Analysis of Loans by Maturity at 31 March: Amounts of Principal to be Repaid			
Within 1 year		10,000	0
In 1 to 2 Years		0	0
In 2 to 5 Years		0	0
In 5 to 10 Years		0	0
10 - 20 Years		0	0
After 20 Years		158,000	178,000
		168,000	178,000

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 risk is that the Council will be bound to replenish a significant proportion of its borrowings at a time of unfavourable interest rates. Prudential Indicators limit the proportion of debt maturities in any period. A combination of careful planning when a new loan is taken out and making early repayment (when it is economic to do so) allows maturity patterns to be managed.

Market risk

Interest rate risk

The Council is exposed to some risk in terms of its exposure to interest rate movements on its borrowings and investments. Movements in interest rates have a complex impact on the Council. For instance, a rise in interest rates would have the following effects:

- Borrowings at variable rates – the interest expense charged to the Income and Expenditure Account will rise
- Borrowings at fixed rates – the fair value of the liabilities borrowings will fall
- Investments at variable rates – the interest income credited to the Income and Expenditure Account will rise
- Investments at fixed rates – as the interest rates are fixed, whilst there would be a change in fair value, there would be no effect on the balance sheet.

Borrowings are not carried at fair value, so nominal gains and losses on fixed rate borrowings would not impact on the CIES or MIRS. 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. Policy is to aim to keep a maximum of 50% of its net debt in variable rate loans and investments. None of the Council's borrowings held at the 31 March 2023 were in variable rate loans (accordingly our policy was satisfactorily met). During periods of falling interest rates, and where economic circumstances make it favourable, fixed rate loans will be repaid early to limit exposure to losses.

The treasury management function has an active strategy for assessing interest rate exposure that feeds into the setting of the annual budget and which is used to update the budget during the year. This allows any adverse changes to be accommodated. The analysis will also advise on the impact of new borrowing taken out.

According to this assessment, if interest rates had been higher with all other variables held constant, the financial effect would be beneficial to General Fund.

The impact of a fall in interest rates would adversely impact on General Fund but in year monitoring will allow the budget strategy to be amended accordingly.

The impact of a 1% increase in interest rates has been assessed as follows:

	£000s
Increase in interest payable on fixed rate borrowings	1,680
Increase in interest receivable on fixed rate investments	(1,837)
Impact on Income and Expenditure Account	(157)
Decrease in fair value of "amortised cost" investment assets	384
Impact on MIRS	384
Decrease in fair value of fixed rate investment assets – (no impact on CIES & MIRS)	0

The impact of a 1% fall in interest rates would be as above but with the movements being reversed.

Price risk

The Council does not generally invest in equity shares or marketable bonds but does have shareholdings to the value of £24.920m. In common with all Greater Manchester Authorities, the Council has shareholdings in the Manchester Airport Group. The fair value of the total shareholding at the balance sheet date is £24.400m (more information about the shareholding is provided at Note 14). Whilst this holding is generally illiquid (no active market), the Council is exposed to losses arising from movements in the price of the shares.

The Council also has a holding to the value of £0.520m in an investment trust, which will only be realised in favourable circumstances.

The unquoted equity investments in Manchester Airport Group and the JP Morgan investment trust are shown at fair value.

As the shareholdings have arisen in the acquisition of specific interests, the Council is not in a position to limit its exposure to price movements by diversifying its portfolio. Instead, the Council monitors factors that might cause a fall in the value of specific shareholdings.

Of the shares mentioned above £24.400m have been elected as Fair Value through Other Comprehensive Income, meaning that all movements in price will impact on gains and losses recognised in the Financial Instruments Revaluation Reserve. A general shift of 5% in the price of shares (positive or negative) would thus have resulted in a £1.220m gain or loss being recognised in the Financial Instrument Revaluation Reserve for 2022/23.

Foreign exchange risk

The Council has no foreign exchange exposure.

16. Inventories

	Consumable Stock	
	2022/23	2021/22
	£000s	£000s
Balance outstanding at start of year	593	859
Purchases	916	594
Recognised as an expense in the year	(554)	(859)
Written-off balances	0	(1)
Balance outstanding at year end	955	593

17. Debtors

	31 March 2023 £000s	31 March 2022 £000s
Central government bodies	14,088	5,307
Other local authorities	1,091	647
NHS bodies	7,762	6,674
Public corporations and trading funds	13,435	14,030
Other entities and individuals	58,940	52,455
Sub total	95,316	79,113
Less: Impairment Allowance ¹	(40,086)	(37,146)
Total	55,230	41,967

¹ No impairment allowance is calculated for central government body debts, otherwise impairment is calculated in a two stage process; significant debtors are reviewed individually on their specific circumstances otherwise the following approach is used:

Debtor Status	Impairment allowance as % of outstanding balance
Current (not overdue)	0.50%
1-30 days overdue	1.50%
31-60 days overdue	3.50%
61-90 days overdue	7.50%
Overdue more than 90 days	15%
Overdue from previous year	33%
Overdue from previous year +1	67%
Older debtors	100%

18. Debtors for Local Taxation

The past due but not impaired amount for local taxation (council tax and non-domestic rates) can be analysed by age as follows:

	31 March 2023 £000s	31 March 2022 £000s
Less than three months	3,126	3,368
Three to six months	3,126	3,368
Six months to one year	6,251	6,736
More than one year	22,450	22,300
Total	34,953	35,772

19. Cash and Cash Equivalents

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

	31 March 2023 £000s	31 March 2022 £000s
Cash held by the Council		
Bank current accounts	12,355	13,141
Bank Call accounts and Money Market Funds	33,881	56,420
Total Cash held by the Council	46,236	69,561
Bank Overdraft	(3,356)	(1,160)
Total Cash and Cash Equivalents	42,880	68,401

20. Creditors

	31 March 2023 £000s	31 March 2022 £000s
Central government bodies	11,091	20,296
Other local authorities	3,505	3,685
NHS bodies	1,109	1,420
Public corporations and trading funds	36,724	31,311
Other entities and individuals	13,460	5,552
Teacher's Pensions Scheme	3,098	3,057
Short term accumulated absences account	5,907	4,856
Total	74,894	70,177

21. Provisions

	Self-insurance – liability & fire (1) £000s	Business Rates Appeals (2) £000s	Other (3) £000s	Total £000s
Balance at 1 April 2022	6,608	17,712	0	24,320
Additions in year	3,254	1,748	500	5,502
Amounts used in year	(2,302)	(296)	0	(2,598)
Unused amounts reversed in year	(927)	(15)	0	(942)
Balance at 31 March 2023	6,633	19,149	500	26,282
Split as:				
Short term	1,895	3,831	500	6,226
Long term	4,738	15,318	0	20,056
Total	6,633	19,149	500	26,282

Notes

1. In accordance with IAS 37 the Insurance Liabilities at 31 March 2023 are estimated to be £6,633,000. The provision covers outstanding claims under employer's and public liability where the settlement figure has yet to be agreed. Due to the nature of the claims involved settlement periods can be lengthy.
2. This is Bolton Council's share (99%) of the estimated impact of outstanding Business Rates Appeals at the 31 March 2023. The overall business rates provision has been calculated by reference to the provision percentage built into the Business Rates multiplier (the Government includes a figure within the multiplier to build in the effect of successful appeals). Business Rates appeals are dealt with by the Valuation Office Agency (VOA) through a 3 stage Check, Challenge & Appeal process outside of the Council's control. Therefore the timings and amounts of successful appeals are uncertain, consequently a substantial provision is maintained.
3. In October 2022, The Planning Inspectorate ruled in favour of Peel L&P Investments (North) Limited against the Council's refusal of planning permission relating to development of "Land at and adjacent Hulton Park" (Appeal Ref: 3299644). The ruling awarded costs against Bolton Council; it is estimated that the claim made by Peel L&P Investments (North) Limited against the council will be approximately £500k.

22. Cash Flow Statement – Adjustment on provision of services for non-cash movements

	2022/23 £000s	2021/22 £000s
Depreciation of Non-Current Assets	(26,186)	(27,762)
Impairment of Non-Current Assets	0	0
Pension Fund adjustments	(39,337)	(46,220)
Contributions to Provisions	(1,962)	135
Carrying amount of PP&E, investment property and intangible assets sold or derecognised	(20,679)	(12,233)
Other non-cash movement	2,825	(10,646)
	(85,339)	(96,726)
Accruals adjustments:		
Increase/(Decrease) in Inventories	362	(266)
Increase/(Decrease) in Debtors	27,215	(11,347)
Increase/(Decrease) in Interest Debtors	1,264	(42)
(Increase)/Decrease in Creditors	(4,718)	(21,312)
(Increase)/Decrease in Interest Creditors	175	10
	24,298	(32,957)
Total Adjustment to net Surplus or deficit on the provision of services for non-cash movements	(61,041)	(129,683)

23. Cash Flow Statement – Adjustment on provision of services for investing or financing activities

	2022/23 £000s	2021/22 £000s
Proceeds from the disposal of PPE, investment property and intangible assets	6,815	3,444
Capital Grants credited to Surplus or deficit on the provision of services	52,152	22,885
	58,967	26,329

24. Cash Flow Statement - Operating Activities

The cash flows for operating activities include the following items:

	2022/23 £000s	2021/22 £000s
Interest received	(1,453)	(424)
Interest paid	6,067	5,643
Dividends received	(25)	(17)

25. Cash Flow Statement - Investing Activities

	2022/23 £000s	2021/22 £000s
Purchase of property, plant and equipment, investment property and intangible assets	48,425	36,978
Purchase of short-term and long-term investments	140,000	104,000
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(6,815)	(3,444)
Proceeds from short-term and long-term investments	(119,000)	(80,000)
Other investing activities	(52,153)	(22,885)
Net cash flows from investing activities	10,457	34,649

26. Cash Flow Statement - Financing Activities

	2022/23 £000s	2021/22 £000s
Cash receipts of short-term and long-term borrowing	0	0
Finance leases and on balance sheet PFI contracts	579	656
Repayments of short-term and long-term borrowing	10,000	0
Other payments for financing activities	0	0
Net cash flows from financing activities	10,579	656

The reconciliation of liabilities arising from financing activities is as follows:

	01-Apr-22 £000s	Financing Cashflows £000s	Non Cash Changes £000s	31-Mar-23 £000s
Lease Liabilities	4,800	579	0	4,221
	4,800	579	0	4,221

27. Pooled Budget with Bolton Clinical Commissioning Group

In 2019/20 Bolton Council entered into an expanded pooled budget with Bolton Clinical Commissioning Group (CCG). This wider pool encompasses both the Better Care Fund (BCF) previously pooled and much of the Council's Adult Social Care Services.

From the 01/07/2023 the CCG became part of the NHS Greater Manchester ICB (GM ICB). From this date the pooled budget agreement between Bolton Council and Bolton CCG was novated to GM ICB. It was agreed the contributions would be limited to the BCF.

Aims and Objectives

The pool aims to allow for better integration of health and social care functions through the use of the Section 75 (S.75) agreement and the creation of a Strategic Commissioning Function (SCF) and an Integrated Care Partnership (ICP).

Governance

Joint governance arrangements have been set up and are exercised through the Joint Commissioning Committee (JCC) comprised of Council and CCG representatives.

Risk Share

The risk share was agreed to be on a 50/50 basis. Due to the challenging financial climate, it was agreed that the risk share would then be paused from October 2020 onwards and this is still currently paused.

Financial Performance

The following table summarises the contributions made by Bolton CCG, GM ICB Group and Bolton Council.

	2022/23 £000s	2021/22 £000s
Funding Provided to the Pool		
Bolton Clinical Commissioning Group	7,837	84,564
NHS Greater Manchester ICB	25,290	0
Bolton Council	22,541	79,771
Total Funding	55,668	164,335
Expenditure Met from the Pooled Budget		
Bolton Clinical Commissioning Group	2,902	52,749
NHS Greater Manchester ICB	7,650	0
Bolton Council	45,116	112,706
	55,668	165,455
Net (Surplus)/Deficit on Pool	0	1,120

Whilst the section 75 agreement between the parties does constitute a 'joint operation' under IFRS 11, the substance of the commissioning transactions related to the Fund's spending plan indicates that each party is acting as a single entity. Therefore, each organisation accounts for its own transactions without recognising its interest in its share of total assets, liabilities, revenue and expenditure that relate to the whole Fund.

28. Members' Allowances

The Council paid the following amounts to Members of the Council during the year:

	2022/23 £000s	2021/22 £000s
Allowances	897	855
Expenses	0	0
Total	897	855

29. Officers' Remuneration

The remuneration paid to the Council's senior employees is as follows – there were no benefits in kind:

	Note	Salary including Fees and Allowances	Expense Allowance	Compensation for Loss of Office	Total Remuneration Excluding Pension Contributions	Pension Contributions	2022-23 Total Remuneration Including Pension Contributions	2021-22 Total Remuneration Including Pension Contributions
		£	£	£	£	£	£	£
<u>Chief Executive</u>								
T Oakman	1	96,067	0	0	96,067	413	96,480	190,165
S Johnson	2	90,235	270	0	90,505	18,769	109,274	0
Deputy Chief Executive (s151 Officer)	3	66,412	670	0	67,082	13,814	80,896	160,950
Director of Place – Services / Director of Place	4	126,247	0	0	126,247	25,725	151,972	137,723
Director of Place - Assets	5	111,759	0	30,565	142,324	21,021	163,345	160,450
Director of Children's Services		127,453	160	0	127,613	26,589	154,202	159,012
Director of Adults, Housing and Integration	6	121,860	160	0	122,020	25,347	147,367	144,346
Assistant Director, Finance (S151)	7	44,144	0	0	44,144	9,244	53,388	0
Borough Solicitor		103,534	2,040	0	105,574	21,535	127,109	125,144
Chief Executive of Bolton Cares Ltd*		99,470	0	0	99,470	5,968	105,438	84,654
Director of Public Health	8	66,700	0	0	66,700	13,194	79,894	147,079
Interim Director of Public Health	9	56,652	0	0	56,652	11,784	68,436	0
Director of Corporate Resources	10	62,756	0	0	62,756	13,053	75,809	0
		1,173,289	3,300	30,565	1,207,154	206,456	1,413,610	1,309,523

*Bolton Cares Ltd is a subsidiary of the Council with its transactions reported within the Group Accounts section of this statement. The Chief Executive of Bolton Cares Ltd is included in this note as they report to the Chief Executive of Bolton Council.

Notes:

- 1 Left 30th September 2022
- 2 From 1st October 2022
- 3 To 30th September 2022
- 4 Director of Place - Services to 27th November 2022 / Director of Place from 28th November 2022
- 5 Left 31 December 2022
- 6 Previously titled Managing Director – Bolton Integrated Care Partnership
- 7 From 3rd October 2022
- 8 Left 7 October 2022
- 9 From 10 October 2022
- 10 From 3rd October 2022

The number of Council employees receiving more than £50,000 remuneration for the year (excluding employer's pension contributions) by band is as follows:

	Teachers		Other Staff	
	2022/23	2021/22	2022/23	2021/22
£50,000 - £54,999	84	81	42	42
£55,000 - £59,999	42	34	29	24
£60,000 - £64,999	29	29	12	8
£65,000 - £69,999	21	31	5	6
£70,000 - £74,999	26	24	1	5
£75,000 - £79,999	17	7	3	2
£80,000 - £84,999	5	9	1	3
£85,000 - £89,999	5	2	2	3
£90,000 - £94,999	4	1	1	3
£95,000 - £99,999	0	1	5	0
£100,000-£104,999	0	0	1	2
£105,000-£109,999	0	1	3	0
£110,000-£114,999	1	0	0	1
£115,000-£119,999	0	0	0	1
£120,000-£124,999	0	1	2	1
£125,000-£129,999	0	0	2	1
£130,000-£134,999	0	0	0	2
£140,000-£144,999	0	0	1	1
£145,000-£149,999	0	0	1	1
£155,000-£159,999	0	0	1	0
£185,000-£189,999	0	0	0	1

The number of exit packages with total cost per band including the cost of ill health retirements and total cost of voluntary redundancies are set out in the table below. There were no compulsory redundancies.

Exit package cost band (including special payments)	Total number of exit packages by cost band		Total cost of exit packages in each band	
	2022/23	2021/22	2022/23 £	2021/22 £
£0-£20,000	41	31	357,874	304,075
£20,001-£40,000	6	22	172,249	634,129
£40,001-£60,000	4	6	179,780	300,667
£60,001-£100,000	7	3	506,207	216,628
£100,001-£150,000	3	4	364,245	487,795
£150,001-£600,000	4	3	923,062	880,093
Total	65	69	2,503,417	2,823,387

30. Termination Benefits

Of the £2,503,328 cost of exit packages, £342,915 was made in respect of voluntary severance and redundancy payments (£391,745 in 2021/22) and £2,160,413 (£2,431,642 in 2021/22) was to cover the capitalisation costs of pensions.

31. Dedicated Schools Grant

The Council's expenditure on schools is funded primarily by grant monies provided by the Education and Skills Funding Agency, the Dedicated Schools Grant (DSG). DSG is ringfenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the Schools Finance and Early Years (England) Regulations 2022.

The Schools Budget includes elements for a range of educational services provided on an authority-wide basis and for the Individual Schools Budget (ISB), which is divided into budget share for each maintained school.

Details of the deployment of DSG receivable for 2022-23 are as follows (reference to the former MHCLG has been retained for historical context):

	Schools Budget Funded by Dedicated Schools Grant		
	Central Expenditure £000s	Individual Schools Budget £000s	Total £000s
Final DSG for 2022/23 before academy and high needs recoupment (a)			334,871
Academy and high needs figure recouped for 2022/23 (b)			(124,835)
Total DSG after academy and high needs recoupment for 2022/23 (a - b)			201,036
Plus: Brought forward from 2021/22			0
Less: Carry-forward to 2023/24 agreed in advance			0
			201,036
Agreed initial budgeted distribution in 2022/23	66,522	143,514	210,036
In year adjustments	2,656	0	2,656
Final Budget Distribution 2022/23	69,178	143,514	212,692
Less Actual Central Expenditure	64,701	0	64,701
Less Actual ISB deployed to Schools		143,514	143,514
Plus Local authority contribution			0
In year carry-forward to 2023/24	4,477	0	4,477
Plus Carry-forward to 2022/23 agreed in advance			0
Carry-forward to 2023/24			4,477
DSG unusable reserve at end of 2021/22			(18,186)
Addition to DSG unusable reserve at end of 2022/23			0
Total of DSG unusable reserve at end of 2022/23			(18,186)
Net DSG position at end of 2022/23			(13,709)

The regulations make clear the requirement for any DSG deficit balance to be held within the local authority's overall DSG, meaning authorities cannot fund a deficit from the general fund without the secretary of state's approval.

Statement of Accounts 2022/23

The DSG deficit is a result of pressures in the high needs block due to continuing increases in the number of external placements and increased special school placements. Other factors are increases in costs and pupil numbers in alternative provision and the continuing rise in EHCP numbers.

A repayment plan has been produced and is reviewed on an ongoing basis to look at the pressures within this area and ways to contain the overspend and begin to pay back the deficit. This is done in consultation with Schools and the Schools Forum.

Previous year comparator figures are shown below:

	Schools Budget Funded by Dedicated Schools Grant		
	Central Expenditure £000s	Individual Schools Budget £000s	Total £000s
Final DSG for 2021/22 before academy and high needs recoupment			315,893
Academy and high needs figure recouped for 2021/22			(118,684)
Total DSG after Academy Recoupment for 2021-22			197,210
Total DSG after academy and high needs recoupment for 2021/22			0
Plus: Brought forward from 2020/21			0
Less: Carry-forward to 2022/23 agreed in advance			0
			197,210
Agreed initial budgeted distribution in 2021/22	58,794	138,415	197,210
In year adjustments	70	0	70
Final Budget Distribution 2021-22	58,864	138,415	197,279
Actual Central Expenditure	60,488	0	60,488
Actual ISB deployed to Schools	0	138,415	138,415
In year carry-forward to 2022/23	(1,625)	0	(1,625)
Plus: Carry-forward to 2022/23 agreed in advance			0
Carry-forward to 2022/23			0
DSG unusable reserve at end of 2020/21			(16,561)
Addition to DSG unusable reserve at end of 2021/22			(1,625)
Total of DSG unusable reserve at end of 2021/22			(18,186)
Net DSG position at end of 2021/22			18,186

32. Financing and Investment Income and Expenditure

	2022/23	2021/22
	£000s	£000s
Movement on investment property	(2,610)	(1,351)
Interest Payable and Investment Expenditure	6,693	5,957
Interest and Investment Income	(7,415)	(5,479)
Pension interest cost and return on assets	9,144	11,312
Total	5,812	10,439

33. Taxation and Non-Specific Grant Income

The Council raises Council Tax, Non Domestic Rates (NDR) and receives grants from Central Government each year to support revenue expenditure which is not attributable to specific services. The Grants, NDR and Council Tax received for 2022/23 were:

	2022/23	2021/22
	£000s	£000s
Council Tax	131,235	114,227
Non Domestic Rates (NDR)Top-Up	23,649	22,533
Local Retained Business Rates	88,219	67,158
Collection Fund Adjustment Account	13,716	37,766
Capital Grants	52,152	22,885
Total	308,971	264,569

34. Grant Income

The Council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement in 2022/23:

	2022/23	2021/22
	£000s	£000s
Credited to Services:		
PFI Special Grant	1,014	1,014
Rent Allowance Subsidy	62,365	64,096
Non-HRA Rent Rebates Subsidy	2,057	1,883
HB and Council Tax Benefit Admin Grant	968	1,410
Dedicated Schools Grant	212,675	197,209
Pupil Premium	11,121	10,929
New Homes Bonus	331	406
Other Revenue Grants, reimbursements and contributions (Government)	135,281	146,784
Other Revenue Grants, reimbursements and contributions (Non-Government)	5,535	5,358
Total	431,347	429,089

Statement of Accounts 2022/23

The Council has received a number of grants, contributions and donations that have yet to be recognised as income as they have conditions attached to them that will require the monies or property to be returned to the giver. The balances at the end of 2022/23 are as follows:

	2022/23 £000s	2021/22 £000s
Revenue Grants Receipts in Advance		
NDR 3 based transactions	222	278
MHCLG	7,459	24,491
Greater Manchester Combined Authority	321	412
Other Grants	302	178
Total	8,304	25,359

	2022/23 £000s	2021/22 £000s
Capital Grants Receipts in Advance		
Integrated Health Pathways Contribution	0	90
Total	0	90

35. Related Parties

Related parties are individuals or organisations which have the potential to control or influence the Council or be controlled or influenced by the Council, or are subject to common control.

The UK Central Government exerts significant influence over local authorities by providing the statutory framework within which the Council operates and by the provision of grant funding. Details of transactions with UK Government departments are set out in Note 34 Grant Income, whilst total UK Government Debtors and Creditors are disclosed in notes 17 and 20

Members of the Council have direct control over the Council's financial and operating policies. Details of Members' Interests, both financial and non-financial are recorded in the Register of Members' Interests which is open to public inspection. Details can also be found on the Council's website under the Councillor Information section. The total amount of Members' Allowances can be found in Note 28.

The Council's Constitution sets out procedures for the declaration of Member Interests and those of their close family members, at Council meetings and for the withdrawal of Members from meetings in accordance with Section 27(2) of the Localism Act 2011. Several members of the Council are trustees, employees and Council representatives of various charitable and similar voluntary organisations that receive financial and other support from the Council. During 2022/23 there were no material transactions paid by, or owed to, the Council with organisations in which Members had either a voluntary interest or held a stewardship role.

Chief Officers of the Council are the principal policy advisors and executives who are also subject to the requirements of the Council's Constitution to disclose any financial and non-financial interests with related parties. A Register of Members Interests is maintained and is available for public inspection by contacting the Members Services Officer. Details of payments to members are available on the Council's website and also by contacting the Members Services Officer.

PSP Bolton LLP and PSP Bolton (GR) LLP

Please see note 14, Financial Instruments.

Bolton Cares Ltd, Bolton Cares (A) Ltd and Bolton Cares (B) Ltd

The Council wholly owns the above companies, please see note 14, Financial Instruments

Other material related party transactions

Bolton Community Leisure Trust was established to manage several of the Council's leisure centres. In 2022/23 the Trust received grant funding from the Council of £1.9m (£2.3m in 2021/22) towards running costs of the facilities.

Related party transactions with National Health Service bodies amounted to income to the Council of £22.3m in 2022/23 (£21.9m in 2021/22). This income relates to the Pooled Budget arrangement (see note 27) and various schemes to support Social Care.

The Greater Manchester Combined Authority (GMCA) was formally established on 1 April 2011 following agreement between the 10 Greater Manchester Councils and Central

Government. GMCA has been established to co-ordinate key economic development, regeneration and transport functions and will, in the future, have financial implications which will impact on the availability and use of resources by the Council. In 2022/23 the Council made payments of £519k to GMCA (£176k in 2021/22) and received £3.3m in income (£3.4m in 2021/22).

The Transport for Greater Manchester Executive (TfGM) is the executive body of GMCA in relation to its transport functions. The levies paid to TfGM are shown in the table below. In addition, the Council made payments of £65k (£129k in 2021/22) and received income of £110k (£45k in 2021/22).

The Association of Greater Manchester Authorities (AGMA) is a partnership between the 10 Greater Manchester Councils. They co-operate on a number of issues, both statutory and non-statutory, where there is a possibility of improving service delivery by working together. A number of AGMA units exist which the Council contributes to and the expenditure is contained within the relevant service headings in the CIES. In 2022/23 the Council made a contribution of £70k to AGMA (£121k in 2021/22).

Other Public Bodies:

Included in the CIES within Other Operating Expenditure are the following amounts that are charged as levies for services not directly provided by the Council. The balances due to / from the Council are contained within Note 17 Debtors and Note 20 Creditors respectively:

	Paid as Levies by Bolton Council during 2022-23 £	Balance due from Bolton Council at 31-3-23 £	Balance due to Bolton Council at 31-3-23 £
Transport for Greater Manchester	19,478,000	0	0
Greater Manchester Waste Disposal Authority	18,169,960	0	7,020
The Environment Agency	150,900	0	0
	37,798,860	0	7,020

For comparison, the equivalent figures at 31st March 2022 were:

	Paid as Levies by Bolton Council during 2021-22 £	Balance due from Bolton Council at 31-3-22 £	Balance due to Bolton Council at 31-3-22 £
Transport for Greater Manchester	19,517,539	0	0
Greater Manchester Waste Disposal Authority	18,594,113	146,207	0
The Environment Agency	147,347	0	0
	38,258,999	146,207	0

Other related parties disclosed elsewhere in the Statement of Accounts:

- Pension funds are disclosed in Notes 39 and 40. The Council holds long term investments in companies and these are disclosed in Note 14.

36. 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 and PFI contracts), 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:

	Note	2022/23 £000s	2021/22 £000s
Opening Capital Financing Requirement		271,454	266,900
Capital Investment			
Property, Plant and Equipment	10	41,105	36,583
Investment Properties	12	7,304	287
Heritage Assets	11	0	109
Intangible Assets	13	15	0
Revenue Expenditure Funded from Capital under Statute		18,893	9,919
Long Term Investment		0	0
Sources of Finance			
Capital receipts		(8,085)	(800)
Government grants and other contributions		(45,887)	(26,392)
Sums set aside from revenue:			
Direct revenue contributions		(4,517)	(5,583)
Minimum Revenue Provision		(7,828)	(7,587)
Reduction in Long Term Liabilities		(551)	(1,982)
Closing Capital Financing Requirement		271,903	271,454
Explanation of movements in year			
Increase/ (Decrease) in underlying need to borrow (unsupported by government financial assistance)		449	4,554
Increase/decrease in Capital Financing Requirement		449	4,554

37. Leases

Authority as Lessee

Finance Leases

The Council has acquired an administrative building in the Environmental Services Department and its multi-functional office devices under finance leases. The assets acquired under these leases are carried as Property, Plant and Equipment in the Balance Sheet at the following net amounts:

	31 March 2023 £000	31 March 2022 £000
Other Land and Buildings	961	747
Vehicles, Plant, Furniture and Equipment	0	0
Total leased assets	961	747

The Authority is committed to making minimum payments under these leases comprising settlement of the long-term liability for the interest in the property acquired by the Authority and finance costs that will be payable by the Authority in future years while the liability remains outstanding. The minimum lease payments are made up of the following amounts:

	31 March 2023 £000s	31 March 2022 £000s
Finance lease liabilities (net present value of minimum lease payments):		
Current	0	111
Non-current	321	321
Finance costs payable in future years	1,767	1,799
Minimum lease payments	2,088	2,231

The minimum lease payments will be payable over the following periods:

	Minimum Lease Payments		Finance Lease Liabilities	
	31 March 2023 £000	31 March 2022 £000	31 March 2023 £000	31 March 2022 £000
Not later than one year	29	143	0	111
Later than one year and not later than five years	116	116	0	0
Later than five years	1,943	1,972	321	321
Minimum lease payments	2,088	2,231	321	432

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. In 2022/23 contingent rents payable were £291k (2021/22 £291k). The Authority has sub-let some of a property held under a finance lease. At 31 March 2023 the minimum payments expected to be received under non-cancellable sub-leases was £0k (£0k at 31 March 2022).

Operating Leases

The Authority leases property for administrative purposes, and also leases office equipment in schools. The future minimum lease payments due under non-cancellable leases in future years are:

	31 March 2023 £000	31 March 2022 £000
Not later than one year	380	363
Later than one year and not later than five years	522	455
Later than five years	4,285	3,757
	5,187	4,575

The expenditure in the year of £542k in relation to these leases was charged to the relevant service lines (2021/22 £439k).

Authority as Lessor

Finance Leases

The Authority has leased out property at Paderborn House and at Newport St, both under finance leases with 0 and 46 years remaining, respectively.

The Authority has a gross investment in the leases, made up of the minimum lease payments expected to be received over the remaining term and the residual value anticipated for the property when the lease comes to an end. The residual value is nil. The minimum lease payments comprise settlement of the long-term debtor for the interest in the property acquired by the lessee and finance income that will be earned by the Authority in future years whilst the debtor remains outstanding. The gross investment is made up of the following amounts:

	31 March 2023 £000	31 March 2022 £000
Finance lease debtors (npv of minimum lease payments):		
Current	0	0
Non-current	49	49
Unearned finance income	154	158
Gross investment in the lease	203	207

The gross investment in the lease and the minimum lease payments will be received over the following periods:

	Gross Investment in the Lease		Minimum Lease Payments	
	31 March 2023 £000s	31 March 2022 £000s	31 March 2023 £000s	31 March 2022 £000s
Not later than one year	5	5	5	5
Later than one year and not later than five years	18	18	18	18
Later than five years	180	184	180	184
	203	207	203	207

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. In 2022/23 £105k contingent rents were receivable by the Authority (2021/22 £101k).

Operating Leases

The Authority leases out property under operating leases for commercial and community benefit purposes.

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

	31 March 2023 £000	31 March 2022 £000
Not later than one year	2,198	2,625
Later than one year and not later than five years	8,114	9,942
Later than five years	70,492	62,968
	80,804	75,535

The minimum lease payments receivable do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews.

38. PFI and Similar Contracts

In September 2003 the Council entered into a 25 year Private Finance Initiative (PFI) contract for the construction and maintenance of a building at Castle Hill. The arrangement consists of a number of elements to be delivered from the building:

- Castle Hill primary school
- Youth club
- Training centre and offices

The contract specifies minimum standards for the services to be provided by the contractor, with deductions from the fee payable being made if the facilities are unavailable or performance is below the minimum standards.

The contractor was obliged to construct the building and to continue to maintain it to a minimum acceptable condition, and to procure and maintain the plant and equipment needed to operate the facility.

The building, and any plant and equipment installed, will transfer to the Council at the end of the contract for nil consideration. The authority only has rights to terminate the contract if it compensates the contractor in full for costs incurred and future profits that would have been generated over the remaining term of the contract.

At inception the Council committed to an annual unitary payment of £1.30m increasing annually by RPI until 2028/29, in 2022/23 the annual unitary payment was £2.09m.

The Council receives a PFI grant from the Government to part fund the scheme, the annual grant is £1.01m.

Payments

The annual unitary payment is increased each year by RPI but can be reduced if the contractor fails to meet availability and performance standards in any year, but which is otherwise fixed. The Council makes monthly payments which comprise of a service charge, a finance lease rental and an interest charge.

Payments remaining to be made under the PFI contract at 31 March 2023 (excluding any estimation of inflation and availability / performance deductions) are as follows:

	Payment for Services £000s	Reimbursement of Capital Expenditure £000s	Interest £000s	Total £000s
Payable in 2023/24	1,486	615	222	2,323
Payable within 2 to 5 years	5,945	2,874	474	9,293
Payable within 6 to 10 years	743	411	7	1,161
Payable within 11 to 15 years	0	0	0	0
Total	8,174	3,900	703	12,777

Although the payments made to the contractor are described as unitary payments, they have been calculated to compensate the contractor for the fair value of the services they provide, the capital expenditure incurred and interest payable whilst the capital expenditure remains to be reimbursed.

The liability outstanding to be paid to the contractor for capital expenditure incurred is as follows:

	2022/23 £000s	2021/22 £000s
Balance outstanding at start of year	4,479	5,023
Payments during the year	(579)	(544)
Balance outstanding at 31 March	3,900	4,479

Other Contracts

In 2004 the Council entered into an agreement with Bolton Community Leisure to lease (at a peppercorn) and manage indoor leisure facilities for a period of 15 years and 3 months from January 2004. The Council paid grant to the Trust during that period. The contract was extended for a further two year in 2019, and for a further five years in March 2021.

39. Pension Schemes Accounted for as Defined Contribution Schemes

Teachers employed by the Council are members of the Teachers' Pension Scheme, administered by Capita. It provides teachers with defined benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salary.

	2022-23 Apr 22 – Mar 23	2021-22 Apr 21 – Mar 22
Percentage contributed (%)	23.68%	23.68%
Amount contributed (£000s)	£16,358	£15,633

With regards to the Teachers' Pension Scheme, there were employers' contributions of £1,377,456 remaining payable at the year end. The contributions due to be paid in 2023/24 are estimated to be £16,529,468.

The scheme is a multi-employer defined benefit scheme. Although the scheme is unfunded, Capita uses a notional fund as the basis for calculating the employers' contribution rate paid by local education authorities. It is not possible for the Council to identify its share of the underlying financial position and performance of the scheme. For the purpose of this statement of accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside the terms of the teachers' scheme. These benefits are fully accrued in the pensions liability described in note 40.

Public Health staff employed by the Council are members of the NHS Pension Scheme. It provides defined benefits upon retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salary.

	2022/23	2021/22
Percentage contributed (%)	14.38	14.38
Amount contributed (£000s)	20	25

The scheme is a multi-employer defined benefit scheme. Although the scheme is unfunded, NHS uses a notional fund as the basis for calculating the employers' contribution rate to be paid. It is not possible to identify a share of the underlying liabilities in the scheme attributable to these employees. For the purpose of this statement of accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside the terms of the NHS scheme. These benefits are fully accrued in the pensions liability described in note 40, however no such additional benefits have been awarded in the two financial years.

40. Defined Benefit Pension Schemes

Participation in pension schemes

As part of the terms and conditions of employment the Council makes contributions towards the costs 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 the employees earn their future entitlement.

The Council participates in three post-employment schemes:

- The Teachers Pensions Scheme – see note 39.
- The NHS Pension Scheme – see note 39.

The Local Government Pension Scheme administered locally by Tameside Metropolitan Borough Council – this is a funded defined benefit final salary scheme, meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pensions liabilities with investment assets.

Arrangements for the award of discretionary post-retirement benefits upon early retirement – this is an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made. However, there are no investment assets built up to meet these pension liabilities, and cash has to be generated to meet actual pension payments as they eventually fall due.

The Greater Manchester 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 Tameside MBC Pension Fund Management Panel. Policy is determined in accordance with the Pensions Fund Regulations. The panel is made up of Councillors mainly from Tameside and is advised by Tameside's Chief Executive, Executive Director - Governance, Resources and Pensions, outside investment experts and the Pension Fund Advisory Panel (Councillors from each of the ten local authorities in Greater Manchester, and also employee representatives from the major trade unions).

The principal risks to the Council of the scheme are the longevity assumptions, statutory changes to the scheme, structural changes to the scheme (i.e. large-scale withdrawals from the scheme), changes to inflation, bond yields and the performance of the equity investments held by the scheme. These are mitigated to a certain extent by the statutory requirements to charge to the General Fund the amounts required by statute as described in the accounting policies note.

Bolton Council's Net Pension Asset of £207.025m includes a share of the overall Greater Manchester Pension Fund investment assets as disclosed below. The Council disclosed that their share of the total UK property assets held by the Pension Fund is valued at £59.06m. The valuation of the Council's share of the property assets is subject to the same material valuation uncertainty as applies to the Pension Fund financial statements and as such less certainty can be applied to the valuations than would typically be the case.

Transactions relating to retirement 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 the Council is required to make against the Council tax is based on cash payable in the year, so the real cost of post-employment retirement benefits is reversed out of the General Fund via the MIRS. The following transactions have been made in the CIES and the General Fund Balance via the MIRS during the year:

	2022/23 £000s	2021/22 £000s
Comprehensive Income and Expenditure Statement		
Cost of Services:		
Current service cost	54,754	59,820
Past service costs	3,288	1,395
Effect of Settlements	0	0
Financing and Investment Income and Expenditure		
Net interest expense	9,144	11,312
Total Post Employment Benefits Charged to the Deficit on the Provision of Services	67,186	72,527
Other Post-employment Benefit Charged to the CIES		
Remeasurement of the net defined benefit asset / liability comprising:		
Return on plan assets (excluding the amount included in the net interest expense)	14,100	(126,355)
Actuarial gains and losses arising on changes in demographic assumptions	(12,556)	(28,231)
Actuarial gains and losses arising on changes in financial assumptions	(671,875)	(117,923)
Other	100,046	1,590
Asset Ceiling calculation adjustment	42,263	0
Total Post-employment Benefits charged to CIES	(528,022)	(270,919)
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post-employment benefits in accordance with the Code	67,186	72,527
Actual amount charged against the General Fund Balance for pensions in the year:		
Employers' contributions payable to the scheme	27,849	26,307

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 plans is as follows:

	2022/23 £000s	2021/22 £000s
Present value of the defined benefit funded obligation	1,285,765	1,795,651
Present value of the defined benefit unfunded obligation	25,216	30,404
Fair Value of Plan Assets	(1,518,006)	(1,502,132)
Asset Ceiling Adjustment	42,263	0
Net liability / (asset) arising from defined benefit obligation	(164,762)	323,923

Asset Ceiling

Following the pensions valuation by the Councils actuary, Hymans Robertson LLP, the Council determined that the fair value of its pension plan assets outweighed the present value of the plan obligations at 31 March 2023 resulting in a pension plan asset for the first time. IAS 19 Employee Benefits requires that, where a pension plan asset exists, it is measured at the lower of:

- The surplus in the defined benefit plan; and
- The asset ceiling.

The asset ceiling is the present value of any economic benefits available in the form of refunds from the plan or reductions in future contributions to the plan. The Council's actuaries calculate the asset ceiling as the net present value of future service costs less net present value of future contributions.

On receipt of the updated report the Council will consider limiting the Pension asset recognised in its balance sheet to the asset ceiling. The adjustment will be recognised within other comprehensive income and expenditure of the CIES.

Reconciliation of the Movements in the Fair Value of Plan Assets

	2022/23 £000s	2021/22 £000s
Opening fair value of scheme assets	1,502,132	1,379,403
Interest income	40,390	27,442
Effect of Settlements	0	0
Remeasurement gain/(loss):		
The return on the plan assets, excluding the amount included in the net interest expense	(14,100)	126,355
Contributions from employer	27,849	26,307
Contributions from employees into the scheme	7,766	7,292
Other	0	(18,299)
Benefits paid	(46,031)	(46,368)
Closing fair value of scheme assets	1,518,006	1,502,132

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

	2022/23 £000s	2021/22 £000s
Opening balance at 1 April	1,826,055	1,928,025
Current service costs	54,754	59,820
Effect of Settlements	0	0
Interest cost	49,534	38,754
Contributions by scheme participants	7,766	7,292
Remeasurement (gains)/losses:		
Actuarial gains/losses arising from changes in demographic assumptions	(12,556)	(28,231)
Actuarial gains/losses arising from changes in financial assumptions	(671,875)	(117,923)
Other	100,046	(16,709)
Past service cost	3,288	1,395
Benefits paid	(46,031)	(46,368)
Closing balance at 31 March	1,310,981	1,826,055

Local Government Pension Scheme assets comprised:

Asset Category	31-Mar-23				31-Mar-22			
	Scheme assets with quoted prices in active markets £000s	Scheme asset values NOT from quoted active markets £000s	Total £000s	Percentage of total assets %	Scheme assets with quoted prices in active markets £000s	Scheme asset values NOT from quoted active markets £000s	Total £000s	Percentage of total assets %
Equity Securities:								
Consumer	91,208	0	91,208	6	99,413	0	99,413	7
Manufacturing	83,922	0	83,922	6	98,078	0	98,078	7
Energy & Utilities	74,935	0	74,935	5	81,172	0	81,172	5
Financial Institutions	129,512	0	129,512	9	148,482	0	148,482	10
Health & Care	76,029	0	76,029	5	78,599	0	78,599	5
Information Technology	107,140	0	107,140	7	73,356	0	73,356	5
Other	17,259	0	17,259	1	16,795	0	16,795	1
Debt Securities:								
Corporate Bonds (investment grade)	60,497	0	60,497	4	57,686	0	57,686	4
Corporate Bonds (non-investment grade)	0	0	0	0	0	0	0	0
UK Government	36,276	0	36,276	2	27,986	0	27,986	2
Other	45,184	0	45,184	3	47,576	0	47,576	3
Private Equity:								
All	0	113,548	113,548	7	0	109,883	109,883	7

	31-Mar-23				31-Mar-22			
	Scheme assets with quoted prices in active markets	Scheme asset values NOT from quoted active markets	Total	Percentage of total assets	Scheme assets with quoted prices in active markets	Scheme asset values NOT from quoted active markets	Total	Percentage of total assets
Asset Category	£000s	£000s	£000s	%	£000s	£000s	£000s	%
Real Estate:								
UK Property	0	59,060	59,060	4	0	68,112	68,112	5
Overseas Property	0	0	0	0	0	0	0	0
Investment Funds & Unit Trusts:								
Equities	81,086	0	81,086	5	93,991	0	93,991	6
Bonds	134,709	0	134,709	9	147,345	0	147,345	10
Infrastructure	0	121,306	121,306	8	0	100,621	100,621	7
Other	37,005	210,822	247,827	16	27,247	175,995	203,242	14
Derivatives:								
Other	0	0	0	0	(8,352)	0	(8,352)	(1)
Cash & Cash Equivalents:								
All	38,508	0	38,508	3	58,147	0	58,147	4
Totals	1,013,270	504,736	1,518,006	100	1,047,521	454,611	1,502,132	100

Basis for estimating liabilities

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 Greater Manchester Pension Scheme has been estimated by Hymans Robertson LLP, an independent firm of actuaries, estimates for the fund being based on the latest full valuation of the scheme as at 31 March 2022.

The principal assumptions used by the actuary have been:

	2022/23	2021/22
Mortality assumptions:		
<u>Longevity at 65 for current pensioners:</u>		
Men	20.3	21.8
Women	23.5	25.4
<u>Longevity at 65 for future pensioners:</u>		
Men	21.3	20.6
Women	25.1	23.7
Rate of inflation (CPI)	2.95%	3.20%
Rate of increase in pensions	2.95%	3.20%
Rate of increase in salaries	3.75%	3.98%
Rate for discounting scheme liabilities	4.75%	2.70%

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 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 sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

	Impact on the Defined Benefit Obligation in the Scheme	
	Increase in Assumption £000s	Decrease in Assumption £000s
Rate of increase in salaries (increase or decrease by 0.5%)	12,770	
Rate of increase in pensions (increase or decrease by 0.5%)	100,970	
1 year increase in member life expectancy	52,439	
Rate for discounting scheme liabilities (increase or decrease by 0.5%)		112,110

Impact on the Council's Cash Flows

The objectives of the scheme are to keep the employers' contributions at as constant a rate as possible. The Council has agreed a strategy with the scheme's actuary to maintain the solvency of the fund over the next 3 years. The last valuation was completed on 31 March 2022.

The scheme will need to take account of the national changes to the scheme under the Public Pensions Services Act 2013. The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

It is estimated that the employers' contributions to the scheme will be approximately £24,308,000 in 2023/24.

The weighted average duration of the defined benefit obligation for scheme members is 17 years based on the 31 March 2022 formal valuation.

41. Contingent Liabilities

Municipal Mutual Insurance Ltd

In January 1994, the Council's then insurer, Municipal Mutual Insurance (MMI), made a Scheme of Arrangement with its creditors. Under this scheme claims were initially paid out in full, but if the eventual winding up of the company resulted in insufficient assets to meet all liabilities, a claw back clause would be triggered, which could relate to claims already paid out, as well as those outstanding. Bolton Council has its own share of this potential liability, but also is liable for a 10.33% share of the claw back (based on population figures) which relates to the former Greater Manchester Council.

The claw back was triggered in November 2012. Ernst & Young, the administrators of the Scheme made an initial levy of 15% on known claims, and this has been paid, both Bolton's share and its share of the GMC levy. On the 1 April 2016 a second Levy Notice was issued stating that the levy should now be set at 25%, an increase of 10% from the Levy Notice issued in January 2014. However due to the latent nature of many claims still being received by MMI, and the fact that many of the trends in reporting continue to be adverse, the projections are subject to substantial uncertainty, and could prove to be very understated. Ernst & Young will continue to regularly review the levy rate.

Therefore, in addition to the 25% levy which has been paid, (£1,282k for Bolton, and £165k for the GMC share), the Council has included for a further 10% (£371k) – giving 35% in total as a provision – based on the advice of the Actuary. The remainder of the total potential liability has been included as a contingent liability (£3,377k in total).

Business Rate Appeals

From April 2013, Bolton Council became responsible for the collection and distribution of National Non Domestic Rates (NNDR). NNDR taxpayers are able to appeal against the Rateable Value (RV) of their property. 99% of the impact of any successful appeal would need to be met by the Council. A provision has been established for the impact

of known appeals. Further appeals may be made but the Council is unable to quantify this potential liability or where properties are moved from the local list to the national list.

Planning Application Fees

In July 2023 the Borough Solicitor, acting in their statutory role as Monitoring Officer, became aware that the Council was not correctly applying fees in relation to planning applications, submitted via an online *Planning Portal*, under the *Town and Country Planning (Development Management) (England) Order 2015* and *The Town and Country Planning (Development Management Procedure)(England) Order 2015*.

Further investigations revealed that the Council had misinterpreted the provisions relating to the refund of applicants planning fees under *Regulation 16(2) of the Town and Country Planning (Fees for Applications, Deemed Applications, Requests and Site Visits) (England) Regulations 2012*.

In November 2023 the Borough Solicitor brought a report [[Report under Section 5 of the Local Government and Housing Act 1989](#)] of their findings to a meeting of Council [[Bolton Council meeting 29-Nov-2023](#)] recommending that a Policy Development Group be established to resolve the issues identified.

Bolton Council recognises that a potential liability exists in instances where there have been cases that met the conditions for planning fee refunds, but no refund has been made, this issue dates to 2013.

The Council also recognises that a potential liability exists in instances where applicants incurred a fee for submitting a planning application via the online *Planning Portal*, this issue dates to September 2018.

Work is ongoing to identify the full impact of these issues, including seeking external legal advice, therefore at this time a sufficiently reliable estimate of the amount of the obligation cannot be made to enable a provision to be entered into the accounts.

42. 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.

	2022/23 £000s	2021/22 £000s
Fees payable with regard to external audit services carried out by the appointed auditor for the year – Mazars	134	132
Fees payable in respect of other services carried out by the appointed auditor for the year – Mazars	0	0
Total	134	132

Fees relating to 21/22 include £37,250 relating to additional fees for 20/21. Fees relating to 22/23 include £17,680 relating to additional fees for 22/23 and £6,000 relating to additional fees for work carried out relating to an objection to the accounts for 18/19.

43. Trust Funds

The Council is responsible for the administration of individual trust funds. The funds are invested in marketable securities and are not included in the Comprehensive Income and Expenditure Statement or Balance Sheet. The trust funds are shown below:

	Balance at 1	Income	Expenditure	Balance at 31	Represented by:		Total
	April 2022			March 2023	Cash / Other Balances	External Investments	
	£	£	£	£	£	£	£
Environmental Services							
Red Lion Playing Field Trust	2,158	0	0	2,158	1,214	944	2,158
Topps Trust Fund	1,647	0	0	1,647	1,647	0	1,647
Children's Services							
Leigh Bramwell	100,910	914	0	101,824	24,800	77,024	101,824
Westhoughton Education Trust	38,310	1,162	0	39,472	15,106	24,366	39,472
Total	143,025	2,076	0	145,101	42,767	102,334	145,101

Group Accounts

The Council has prepared the following Group Accounts due to its ownership of Bolton Cares Ltd and its link with PSP Bolton. Details of PSP Bolton are set out in note 14.

Comprehensive Income and Expenditure Statement

2021/22				2022/23		
£000s	£000s	£000s		£000s	£000s	£000s
Expenditure	Income	Net		Expenditure	Income	Net
137,946	(73,187)	64,759	Adult Services	151,942	(75,550)	76,392
22,598	(3,366)	19,232	Public Health	24,313	(1,796)	22,517
334,145	(257,214)	76,931	Children's Services	344,410	(268,458)	75,952
7,048	(5,671)	1,377	Housing	9,091	(7,970)	1,121
113,895	(96,429)	17,466	Leader	116,175	(95,517)	20,658
25,288	(17,059)	8,229	Regeneration	30,934	(25,776)	5,158
6,988	(5,039)	1,949	Strategic Housing and Planning	3,348	(4,628)	(1,280)
21,118	(1,798)	19,320	Deputy Leader	21,766	(1,280)	20,486
33,229	(13,673)	19,556	Environment Delivery	33,860	(13,928)	19,932
27,840	(10,612)	17,228	Highways and Transport	28,820	(10,765)	18,055
3,564	(2,013)	1,551	Stronger Communities	3,446	(1,227)	2,219
21,532	(23,370)	(1,838)	Financial Services	5,978	(10,370)	(4,392)
755,191	(509,431)	245,760	Cost of Services	774,083	(517,265)	256,818
			Other operating expenditure			
		8,789	Gains/losses on disposal of non-current assets			13,864
		38,405	Levies			38,184
		426	Parish Precepts			430
		47,620	Total Operating Expenditure			52,478

2021/22				2022/23		
£000s	£000s	£000s		£000s	£000s	£000s
Expenditure	Income	Net		Expenditure	Income	Net
		10,580	Financing & investment income and expenditure			5,915
		(264,569)	Taxation & non-specific grant income			(308,971)
		39,391	Deficit/(surplus) for year			6,240
		(848)	Share of the surplus/deficit on the provision of services by joint ventures			(66)
		38,543	Group surplus/deficit			6,174
		(17,933)	Surplus/deficit on revaluation of Property, Plant and Equipment			(51,656)
		(107)	Surplus/deficit on Financial Instruments held at Fair Value through Other Comprehensive Income			(985)
		(275,828)	Remeasurements of the net defined benefit liability / asset			(535,339)
		(293,868)	Other comprehensive Income			(587,980)
		(255,325)	Total Comprehensive Income and Expenditure			(581,806)

Movement in Reserves Statement

	General Fund Balance	General Fund Balance – Collection Fund	Earmarked General Fund Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Total Unusable Reserves	Council Share of Group Reserves	Total Group reserves
Summary MIRS	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s
Balance 1 April 2021 (Restated)	10,660	45,145	128,476	10,364	35,642	230,287	(123,700)	(3,475)	103,112
Adjustment to Opening Balance								0	0
Total Comprehensive Income and Expenditure	(3,760)	(35,272)	0	0	0	(39,032)	288,959	5,398	255,325
Adjustments from income & expenditure charge under the accounting basis to the funding basis	20,749	0	0	2,644	4,317	27,710	(27,681)	(29)	0
Increase or (Decrease) in 2021/22	16,989	(35,272)	0	2,644	4,317	(11,322)	261,278	5,369	255,325
Transfers to/from earmarked reserves	(16,989)	0	16,091	2	0	(896)	(1)	(486)	(1,383)
Balance at 31 March 2022 carried forward	10,660	9,873	144,567	13,010	39,959	218,069	137,577	1,408	357,054
Balance 1 April 2022	10,660	9,873	144,567	13,010	39,959	218,069	137,577	1,408	357,054
Adjustments to Opening Balance									
Total Comprehensive Income and Expenditure	3,699	(9,873)	0	0	0	(6,174)	580,663	7,317	581,806
Adjustments from income & expenditure charge under the accounting basis to the funding basis	(150)	0	0	5,972	23,855	29,677	(29,677)	0	0
Increase or (Decrease) in 2022/23	3,549	(9,873)	0	5,972	23,855	23,503	550,986	7,317	581,806
Transfers to/from earmarked reserves	(3,549)	0	3,164	0	0	(385)	0	(1,140)	(1,525)
Balance at 31 March 2023 carried forward	10,660	0	147,731	18,982	63,814	241,187	688,563	7,585	937,335

Balance Sheet

31 March 2022 £000s		31 March 2023 £000s
	Property, Plant & Equipment	
440,598	- Other land and buildings	476,998
4,529	- Vehicles, plant, furniture & equipment	3,708
146,485	- Infrastructure	151,791
10,299	- Community assets	10,353
369	- Assets under construction	9,325
710	- Surplus assets	665
602,990		652,840
69,691	Heritage assets	66,791
36,202	Investment property	45,268
31	Intangible assets	36
1,859	Investments in Joint Venture	419
23,935	Long Term Investments	24,920
0	Net Pensions Asset	167,774
38,836	Long Term Debtors	35,362
773,544	Long Term Assets	993,410
99,135	Short Term Investments	123,598
593	Inventories	955
41,690	Short Term Debtors	55,110
3,575	Prepayments	3,827
73,655	Cash and Cash Equivalents	46,051
218,648	Current Assets	229,541
(1,822)	Short Term Borrowing	(11,665)
(71,994)	Short Term Creditors	(76,355)
(5,848)	Provisions for current liabilities	(6,488)
(25,359)	Revenue Grants in Advance	(8,304)
(105,023)	Current Liabilities	(102,812)
(18,731)	Provisions for long term liabilities	(20,053)
(178,555)	Long Term Borrowing	(158,537)
(4,800)	Other Long Term Liabilities	(4,214)
(327,939)	Net Pensions Liability	0
(90)	Capital Grants Receipts in Advance	0
(530,115)	Long Term Liabilities	(182,804)
357,054	Net Assets	937,335

31 March 2022 £000s		31 March 2023 £000s
	Represented by:	
	Usable Reserves	
10,660	- General Fund Balance	10,660
9,873	- General Fund Balance – Collection	0
14,451	Fund	13,559
1,408	- Earmarked Statutory Reserves	7,585
130,116	- Group reserves	134,172
13,010	- Earmarked Policy Reserves	18,982
39,959	- Capital Receipts Reserve	63,814
	- Capital Grants Received in Advance	
219,477		248,772
	Unusable Reserves	
254,875	- Revaluation Reserve	296,173
8,088	- Financial Instruments Revaluation	9,073
(11,817)	Reserve	(11,514)
(323,923)	- Financial Instruments Adjustment	164,762
10,517	Account	3,274
228,381	- Pensions Reserve	242,674
(18,186)	- Deferred Capital Receipts	(18,186)
(5,502)	- Capital Adjustment Account	8,214
(4,856)	- Dedicated Schools Grant Adjustment	(5,907)
	Account	
	- Collection Fund Adjustment Account	
	- Short-term Accumulating Compensated	
	Absences Account	
137,577		688,563
357,054	Total Reserves	937,335

Cash Flow Statement

31 March 2022 £000s		31 March 2023 £000s
38,543	Net (surplus) or deficit on the provision of services	6,174
(130,107)	Adjustments to net (surplus) or deficit on the provision of services for non-cash movements	(60,780)
26,329	Adjustments for items included in the net (surplus) or deficit on the provision of services that are investing and financing activities	58,967
(65,235)	Net cash flows from Operating Activities	4,361
34,658	Investing Activities	12,664
656	Financing Activities	10,579
(29,921)	Net (increase) or decrease in cash and cash equivalents	27,604
43,734	Cash and cash equivalents at the beginning of the reporting period	73,655
29,921	(Decrease) or Increase in cash as above	(27,604)
73,655	Cash and cash equivalents at the end of the reporting period	46,051

Group Accounting Policies

The Accounting Policies of Bolton Cares Ltd have been aligned with the Council's Accounting Policies contained in Note 1. Any statutory adjustments between accounting basis and funding basis included in the Council's Accounting Policies do not apply to the company.

Notes within the group accounts have not been provided except for Defined Benefit Pensions as there are no material differences except for those provided in Note 40.

Pension Scheme – Group Summary

Transactions Relating to Retirement Benefits

	2022/23 £000s	2021/22 £000s
Comprehensive Income and Expenditure Statement		
Cost of Services:		
Current service cost	55,096	60,260
Past service costs	3,288	1,395
Effect of Settlements	0	0
Financing and Investment Income and Expenditure		
Net interest expense	9,247	11,453
Total Post-Employment Benefits Charged to the Deficit on the Provision of Services	67,631	73,108
Other Post-employment Benefit Charged to the CIES		
Remeasurement of the net defined benefit asset / liability comprising:		
Return on plan assets (excluding the amount included in the net interest expense)	14,203	(127,813)
Actuarial gains and losses arising on changes in demographic assumptions	(12,779)	(28,388)
Actuarial gains and losses arising on changes in financial assumptions	(679,623)	(119,676)
Other	100,597	49
Asset Ceiling calculation adjustment	42,263	0
Total remeasurements recognised in Other Comprehensive Income (OCI)	(535,339)	(275,828)
Movement in Reserves Statement		
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post-employment benefits in accordance with the Code	67,631	73,108
Actual amount charged against the General Fund Balance for pensions in the year:		
Employers' contributions payable to the scheme	28,005	26,489

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 plans is as follows:

	Local Government Pension Scheme	
	2022/23 £000s	2021/22 £000s
Present value of the defined benefit obligation	1,302,866	1,820,081
Present value of the defined benefit unfunded obligation	25,216	30,404
Fair Value of Plan Assets	(1,538,119)	(1,522,815)
Asset Ceiling adjustment	42,263	0
Net (asset) / liability arising from defined benefit obligation	(167,774)	327,670

Asset Ceiling

Following the pensions valuation by the Councils actuary, Hymans Robertson LLP, the Council determined that the fair value of its pension plan assets outweighed the present value of the plan obligations at 31 March 2023 resulting in a pension plan asset for the first time. IAS 19 Employee Benefits requires that, where a pension plan asset exists, it is measured at the lower of:

- The surplus in the defined benefit plan; and
- The asset ceiling.

The asset ceiling is the present value of any economic benefits available in the form of refunds from the plan or reductions in future contributions to the plan. The Council's actuaries calculate the asset ceiling as the net present value of future service costs less net present value of future contributions. On receipt of the updated report the Council will consider limiting the Pension asset recognised in its balance sheet to the asset ceiling. The adjustment will be recognised within other comprehensive income and expenditure of the CIES.

Reconciliation of the Movements in the Fair Value of Plan Assets

Local Government Pension Scheme	2022/23 £000s	2021/22 £000s
Opening fair value of scheme assets	1,522,815	1,398,248
late actuarial adjustment	0	129
Interest income	40,944	27,817
Effect of Settlements	0	0
Remeasurement gain/(loss):		
The return on the plan assets, excluding the amount included in the net interest expense	(14,203)	127,813
Contributions from employer	28,005	26,489
Contributions from employees into the scheme	7,811	7,346
Other experience	(687)	(18,299)
Benefits paid	(46,566)	(46,997)
Closing fair value of scheme assets	1,538,119	1,522,546

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

Funded Liabilities: Local Government Pension Scheme	2022/23	2021/22
	£000s	£000s
Opening balance at 1 April	1,850,485	1,955,396
late actuarial adjustment	0	(1,466)
Current service costs	55,096	60,260
Effect of Settlements	0	0
Interest cost	50,191	39,270
Contributions by scheme participants	7,811	7,346
Remeasurement (gains)/losses:		
Actuarial gains/losses arising from changes in demographic assumptions	(12,779)	(28,388)
Actuarial gains/losses arising from changes in financial assumptions	(679,623)	(119,676)
Other	100,179	(16,655)
Past service cost	3,288	1,395
Benefits paid	(46,566)	(46,997)
Closing balance at 31 March	1,328,082	1,850,485

Pension Scheme Assets

Asset Category	31-Mar-23	31-Mar-22
	£000s	£000s
Equity Securities:	587,690	604,435
Debt Securities:	143,839	135,019
Private Equity:	115,053	111,325
Real Estate:	59,843	68,903
Investment Funds & Unit Trusts:	592,676	552,570
Derivatives:		
Other	0	(8,491)
Cash & Cash Equivalents:	39,018	58,785
Totals	1,538,119	1,522,546

Basis for estimating assets and liabilities

The principal assumptions used for Bolton Cares Limited by the actuary have been:

	2022/23	2021/22
Mortality assumptions:		
Longevity at 65 for current pensioners:		
Men	19.8	20.3
Women	23.6	23.2
Longevity at 65 for future pensioners:		
Men	20.8	21.6
Women	24.9	25.1
Rate of inflation (CPI)	3.00%	3.20%
Rate of increase in pensions	3.00%	3.20%
Rate of increase in salaries	0.00%	0.00%
Rate for discounting scheme liabilities	4.75%	2.70%

	Impact on the Defined Benefit Obligation in the Scheme	
	Increase in Assumption £000s	Decrease in Assumption £000s
Rate of increase in salaries (increase or decrease by 0.5%)	12,835	
Rate of increase in pensions (increase or decrease by 0.5%)	102,305	
1 year increase in member life expectancy	53,123	
Rate for discounting scheme liabilities (increase or decrease by 0.5%)		113,490

Collection Fund

This account reflects statutory requirements for billing authorities to maintain a separate collection fund to account for the income from Council tax and business rates. This income finances payment of business rates to the national pool and the net expenditure requirements of the Council and pay precepts to the Police and Fire and Rescue Authorities.

Income and Expenditure Account

Council Tax 2021/22 £000s	NNDR 2021/22 £000s	Total 2021/22 £000s		Council Tax 2022/23 £000s	NNDR 2022/23 £000s	Total 2022/23 £000s
148,122		148,122	Income			
	73,374	73,374	Council Tax	156,504		156,504
			Business Rates		82,118	82,118
148,122	73,374	221,496		156,504	82,118	238,622
			Expenditure			
			Distribution of Previous Year's surplus/(deficit)			
(6,250)	(41,388)	(47,638)	Bolton Council	4,553	(14,487)	(9,934)
0	0	0	Greater Manchester Police	0	0	0
0	(418)	(418)	Greater Manchester Fire	0	(146)	(146)
(856)	0	(856)	Mayoral Police and Crime Commissioner Precept	629	0	629
(374)	0	(374)	Mayoral General Precept (including Fire Services)	262	0	262
0	0	0	Central Government	0	0	0
			Precepts and Demands:			
120,477	79,858	200,335	Bolton Council	126,683	76,049	202,732
0	0	0	Greater Manchester Police	0	0	0
0	0	0	Greater Manchester Fire	0	0	0
16,652	0	16,652	Mayoral Police and Crime Commissioner Precept	17,761	0	17,761
6,938	807	7,745	Mayoral General Precept (including Fire Services)	8,009	768	8,777
0	1,359	1,359	Transitional Relief	0	327	327
0	399	399	Business Rates:	0	403	403
0	(130)	(130)	Cost of Collection Allowance			
			Appeals:	0	1,452	1,452
3,006	1,208	4,214	Provision and Write Offs			
			Allowance for Impairment:	3,117	71	3,188
			Provision and Write Offs			
139,593	41,695	181,288		161,014	64,437	225,451
8,529	31,679	40,208	Surplus/(Deficit) for the Year	(4,510)	17,681	13,171
(1,194)	(42,807)	(44,001)	Surplus/(Deficit) at Beginning of Year **	7,335	(11,127)	(3,792)
7,335	(11,128)	(3,793)	Surplus/(Deficit) at End of Year	2,825	6,554	9,379

Notes to the Collection Fund Accounts

Council Tax

The total amount to be raised by the tax is determined by the budget requirements of Bolton Council, Greater Manchester Combined Authority (GMCA) incorporating the Mayoral Police and Crime Commissioner precept and the Mayoral General (previously Fire) precept, and the retained share of the Non Domestic Rates.

The Council Tax to be levied on a Band D property is calculated by dividing the total amount to be raised from the Council Tax (including the Police and Mayoral requirements) by the tax base.

This is done by multiplying the number of properties in the band by the specified fraction of the band D charge payable by each band and is shown for 2022/23 in the following table:

	Range of Values	Total Number of Dwellings After Adjustments*	Specified Fraction	Band D Equivalent	% of Total Band D
Band A (disabled)	Up to £40,000	110	5/9	61	0.1
Band A	Up to £40,000	42,843	6/9	28,562	36.0
Band B	£40,000 to £52,000	17,940	7/9	13,953	17.6
Band C	£52,001 to £68,000	16,184	8/9	14,386	18.1
Band D	£68,001 to £88,000	9,580	1	9,580	12.1
Band E	£88,001 to £120,000	5,225	11/9	6,386	8.0
Band F	£120,001 to £160,000	2,154	13/9	3,111	3.9
Band G	£160,001 to £320,000	1,752	15/9	2,920	3.7
Band H	More than £320,000	212	18/9	424	0.5
Total		96,000		79,383	100.0

Estimated collection rate 98%

Council Tax base for tax setting 2022/23 77,795

* for new/demolished property, exemptions, disablement relief, appeals and discounts (including those granted under the Council Tax Support Scheme)

Income from Business Ratepayers (National Non-Domestic Rates, NNDR).

From 1 April 2013 National Non-Domestic Rates are organised on a local basis. However, the Government specifies the amount (51.2p in 2022/23, compared to 51.2p in 2021/22) and local businesses pay rates calculated by multiplying their rateable values by that amount.

The Council is responsible for collecting rates due from ratepayers in its area. Commencing 1 April 2017 Bolton Council formed part of the Greater Manchester 100% Business Rates Pilot and was allowed to retain 99% of the net rates payable, with 1% payable to GMCA for the Mayoral precept. Under this pilot RSG and Public Health Grant were removed as sources of funding – the underlying principle being that the scheme should be fiscally neutral to the Council. However, under the pilot the Council has 100% responsibility for both the rewards of extra growth and the risks of non-collection.

The NNDR rateable value for the Council's area at 31 March 2023 was £235,167,083 compared to £235,737,924 at 31 March 2022.

The Gross NNDR debit for the year was £116,252,417 (£115,925,121 after adjustments relating to transitional reliefs and appeals). After adjusting for mandatory and discretionary reliefs the net debit was £82,118,264.

Statement of Responsibilities for the Accounts

The Authority's responsibilities

The Authority is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers (the Borough Treasurer) has responsibility for the administration of those affairs;
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets; and
- Approve the Statement of Accounts.

The Borough Treasurer's responsibilities

The Borough Treasurer is responsible for the preparation of the Statement of Accounts (which includes the financial statements) in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom ('the Code').

In preparing this Statement of Accounts, the Borough Treasurer has:

- selected suitable accounting policies and then applied them consistently;
- made judgements and estimates that were reasonable and prudent;
- complied with the Code;
- kept proper accounting records which were up to date;
- taken reasonable steps for the prevention and detection of fraud and other irregularities;
- assessed the Authority's and the Group's ability to continue as a going concern, disclosing, as applicable, matters related to going concern;
- used the going concern basis of accounting on the assumption that the functions of the Authority and the Group will continue in operational existence for the foreseeable future; and
- maintained such internal control as they determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error,

I certify that the Statement of Accounts gives a true and fair view of the financial position of the Authority at 31 March 2023 and of its income and expenditure for the year then ended.

Tony Glennon
Borough Treasurer
04 July 2024

Annual Governance Statement

Introduction

- 1.1. This statement provides an overview of how the Council's governance arrangements operate, including how they are reviewed annually to ensure they remain effective. A brief summary of significant governance challenges which the Council faces is also given, alongside an explanation of what actions have been taken to bring about required improvements, and what work is still to be done. This provides transparency, and gives assurance that the Council is committed to continuously improve the way in which it functions.
- 1.2. The Council operates in a complex and constantly changing financial, policy and legislative environment; and the role, responsibilities and funding models of local government continue to evolve in response to national, sub regional and local developments. Priorities are informed by this context and are set out in the Bolton 2030 strategy, Vision and Corporate Plan which is based on a programme of continuous engagement of staff, residents and stakeholders across the Borough. Arrangements for the achievement of priorities are set out in corporate and departmental plans and budgets that cascade into service, team and individual plans, targets and performance measures.
- 1.3. The context in which the Council operates, including the longer term impacts of the Covid19 pandemic and other factors including the cost-of-living crisis and health inequalities are recognised in ongoing planning and support to support residents and businesses across the Borough. The Council is continuing to respond to a range of changes including NHS structural reform and local integration of health and care services which have developed in year with the establishment of the GM Integrated Care System and Bolton Place Based Partnership; delivery of savings and financial resilience; economic recovery and development of the Borough through capital investment; work on the delivery of shared sub-regional priorities as part of the GM Combined Authority; and responding to changes in national priorities, legislation and standards.
- 1.4. These ongoing changes present both opportunities and challenges to develop and deliver improved outcomes for Bolton residents. To ensure that opportunities are seized and challenges overcome, the Council must ensure it has strong, transparent leadership, governance and decision making arrangements; robust financial planning, management and control; and a strong programme of prioritisation, business planning, development and improvement work so that it can maintain services for residents which are efficient, effective and value for money using available resources. This document explains the governance mechanisms in place to ensure appropriate oversight of this work.

Scope of Responsibility

- 1.5. Bolton Council is responsible for ensuring that its business is conducted in accordance with the law and proper standards. It is also responsible for ensuring that public money

is safeguarded, properly accounted for and used economically, efficiently and effectively. The Council also has a duty under the [Local Government Act 1999](#) to make arrangements to secure continuous improvement in the way in which its functions are exercised.

- 1.6. In discharging these responsibilities, the Council must put in place proper arrangements for the governance of its affairs and effective exercise of its functions, which includes arrangements for the management of risk. The Council's Constitution sets out how decisions are made and the procedures which are followed to ensure that these are efficient, transparent and accountable to local people. Some of these processes are required by law, while others are a matter for the Council to choose.
- 1.7. The Code of Corporate Governance and the Council's Constitution are reviewed annually to ensure they remain consistent with the principles of the Chartered Institute of Public Finance and Accountancy and the Society of Local Authority Chief Executives and Senior Managers (CIPFA/SOLACE) joint framework for delivering good governance in local government. CIPFA issued a 2016 update to the Framework, which is applicable for the preparation of the Annual Governance Statement (AGS) and on which the revised Code is based.
- 1.8. This AGS explains how the Council has complied with the Code of Corporate Governance. The AGS also meets the requirements of the [Accounts and Audit \(England\) Regulations 2015](#) regulation 6(1) which requires all relevant bodies to prepare an Annual Governance Statement (AGS).

The Purpose of the Governance Framework

- 1.9. The governance framework comprises the systems and processes, culture and values by which the Authority is directed and controlled and its activities through which it accounts to, engages with and leads its communities. It enables the Authority to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate services and value for money. The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness.
- 1.10. The system of internal control is based on an on-going process designed to identify and prioritise the risks to the achievement of Bolton Council's policies, aims and objectives, to evaluate the likelihood and potential impact of those risks being realised, and to manage them efficiently, effectively and economically.

The Governance Framework:

- 1.11. The governance framework has been in place at Bolton Council for the year ended 31 March 2023 and up to the date of approval of the statement of accounts. Key elements of the framework are set out below.

<p>Planning and Performance</p>	<p>A strategic planning system which identifies priorities and key aims. These are set out in the Borough’s Community Strategy: “Bolton: 2030” produced by Bolton’s partnership Bolton Vision. In addition to specific aims the plan embraces the underlying concepts of continuous improvement and delivery of priority developments to address big issues. This vision is supported by economic, regeneration and other development plans.</p> <p>The delivery of key aims is addressed through the Corporate Business Planning Process and Corporate Plan. Directorate and Service level Plans are in place and provide a golden thread from Strategy through directorate and service business planning and team and individual objectives. The</p> <p>Directorate and service plans set out how each Chief Officer and their teams will deliver the appropriate strategy outcomes, savings targets, and other divisional priorities.</p> <p>Individual objectives are linked to service plans and are the focus of Insight Exchange conversations that are an integral element of establishing priorities, understanding performance and supporting staff wellbeing. This process has been refreshed in the year to ensure that conversations and annual performance reviews remain a key focus with all our staff.</p> <p>Performance management processes confirm targets for agreed priorities, and are used to monitor and report performance and, where necessary drive improvement actions. Performance reports are reviewed by Departmental and Corporate Leadership Teams and provided to Executive Cabinet Members each quarter to update on key issues including those arising from the monitoring of performance and risks.</p> <p>The Council has a strategic budget process, which includes the delivery of the Council’s savings and efficiency programme. This is shaped by the priorities set out in Bolton 2030 and involves engagement with local residents, members and other institutions and stakeholders across the Borough. This process is overseen by the Section 151 Officer and Corporate Leadership Team</p> <p>There is a framework of policy plans (some statutory, some local) which are reviewed periodically and assist policy formulation.</p> <p>Protocols and formal agreements (where appropriate) are in place to manage partnership arrangements.</p>
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<p>Legal and Transparency</p>	<p>Legal, policy and procedural requirements are incorporated in the Council’s Constitution and supporting documentation. Compliance is enforced by a range of measures including: Executive Cabinet Member reporting, Member scrutiny, external inspection and audit, performance management and benchmarking, management oversight, internal audit and physical and procedural controls.</p> <p>Legal compliance is overseen by the Borough Solicitor (Statutory Officer) supported by in house in house legal and democratic services teams, with authority to secure additional, external legal expertise for advice and support on complex matters.</p> <p>Openness is promoted through the Council’s website and public access to Council and Committee meetings with agenda and reports available on the Council’s website (other than in limited circumstances where consideration of confidential or exempt information means that the public are excluded).</p> <p>The Council ensures compliance with the Transparency Code and responds to requests for information under the Freedom of Information Act and data protection legislation; as well as through a corporate complaints process.</p> <p>Residents and institutional stakeholders are consulted on changes in policy and approach as well as financial planning. Much of this links through the Bolton Vision partnerships and engagement with health education and other services and businesses across the Borough.</p>
<p>Risk</p>	<p>Risk Management processes are in place which include review of strategic risks by the Corporate Leadership Team and Directorate Leadership Teams. These include an assessment of the likelihood and potential impact of risks and the use of registers which record responsibility for managing risk and the action taken.</p> <p>There are processes for Business Continuity Management including service review of key risks to the commissioning and delivery of services; and development of plans to ensure the ongoing delivery of critical services during times of crisis which could include loss of workforce, ICT or critical buildings.</p> <p>Internal continuity arrangements also link to Incident Response / Civil Contingency Planning that guides the Council’ leadership response to critical incidents across the Borough that could include fire, flood or a health related outbreak.</p> <p>The Council has a Senior Information Risk Owner (SIRO) supporting by an Information Governance Steering Committee and has adopted wide ranging guidance on information governance, risk and security. This includes processes for assessing the privacy impacts of new policies, systems or procedures and for the identification and management of potential information incidents or breaches</p>

<p>People</p>	<p>Officer and Member Codes of Conduct guide and direct behaviours and standards expected of staff and Councillors</p> <p>Staff engagement and development through process of staff feedback surveys, personal development reviews and programme of learning and development activity across services.</p> <p>Conduct and behaviours for staff are set out in a behaviours framework that clearly articulates the expectations of all those who work for, or with, the Council. This framework also informs individual development through Insight Exchange - a structured approach to strengths based conversations, performance management and personal learning and development.</p> <p>Engagement includes a comprehensive range of staff briefings, engagement events and senior officer leadership sessions. These are supported by regular Chief Executive communications and information cascade through email, team talks and use of the intranet / sharepoint.</p>
<p>Finance</p>	<p>Financial management arrangements comply with the governance requirements of the CIPFA statement on the Role of the Chief Financial Officer in Local Government (2010). The Council has a defined s151 officer and follows a clear process for the setting and approval of the budget, monitoring, reporting and completion of statutory accounts.</p> <p>The financial management of the authority is structured through Financial Regulations and Financial Standing Orders, which are subject to regular review and approval, supported by a framework of regular management information, administrative procedures, management supervision and a system of delegation and accountability.</p> <p>Value for Money is promoted across the organisation through the Council's corporate planning and budget setting process; commissioning and procurement processes; and performance management arrangements.</p> <p>Internal and External Audit provide independent assessment of the financial management and financial reporting of the Authority</p>
<p>Leadership</p>	<p>Political leadership is derived from the Cabinet which includes the Leader, Deputy Leader and Executive Cabinet Members.</p> <p>Officer Leadership is provided through the Council's Corporate Leadership Team led by the Chief Executive.</p> <p>Chief Officers oversee Directorate Leadership Team meetings to ensure that CLT priorities are cascaded and to enable the coordination of actions and management of risks across services and functions.</p>

Review and Oversight	<p>Audit Committee has responsibility for receiving and providing assurance on arrangements for managing risk, maintaining an effective governance framework and control environment and statutory financial reporting.</p> <p>Scrutiny Committees challenge policies and budget allocations, challenge decisions made by portfolio holders, monitor and challenge performance and make recommendations to the Cabinet/Executive Cabinet Members</p> <p>There is a process for receiving and reviewing complaints, employee grievances and allegations of wrongdoing through whistleblowing and counter fraud policies and procedures</p> <p>HR, Internal Audit and Legal Services liaise on key investigations to ensure good practice is shared, sanctions are consistent, and lessons are learned.</p> <p>There is a process for local assessment of allegations of failure to comply with the Code of Conduct for Members.</p>
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Review of Effectiveness

1.12. Bolton Council has responsibility for conducting, at least annually a review of the effectiveness of its governance framework including the system of internal audit. The review of effectiveness is informed by the work of senior officers across the Council who have responsibility for the development and maintenance of the governance environment, the Head of Audit and Risk's Management's annual opinion and by comments made by the external auditor and other review agencies and inspectorates.

1.13. The review of governance arrangements is defined in the Council's Assurance Framework as set out below which illustrates the individual elements of assurance.

1.14.

Component of Governance	Evidence Source
Performance Management	Executive Cabinet Member reports Scrutiny Committee reports
Internal Audit	Internal Audit reports and Head of Internal Audit and Risk Management opinion 2022/23 (draft) Review of Internal Audit Service and service assessment of compliance with PSIAS
External Audit	Reports to Those Charged with Governance Annual Accounts Opinion Value for Money Opinion Other External Audit Reports
Management	Internal Audits Directorate Business Plans Directorate Performance Reports Reports to CLT and Cabinet Members Directorate and Service Risk Registers
Risk Management	Internal Audit reports and Head of Internal Audit and Risk Management opinion 2022/23 (draft)

	Corporate Risk Register and Directorate Risk Registers Corporate and service business continuity plans Project and programme risk registers Key risk reporting – safeguarding, compliance, health and safety etc by lead officers across the Council.
Legal and Regulatory Assurance	Monitoring Officer and Legal Services reports Legal Services review and commentary on decision reports
Financial Control	Annual Financial Statements External Audit of the Annual Accounts Compliance with CIPFA Role of the Chief Financial Officer Compliance with the CIPFA Financial Management Code Management assurances over core financial systems Internal Audit assurance on core financial systems
Members	Review of Constitution Workplans and reports to Cabinet and Cabinet Members Workplans and reports to Scrutiny Committees Audit Committee workplan and reports
Other	On-going assessment against the CIPFA/SOLACE framework; Delivering Good Governance in Local Government Framework. Feedback from external inspectors and agencies. Feedback from Peer Reviews

Significant Governance Issues and Development Plan

- 1.15. The Council has continued to maintain good practice during 2022/23. The review process has not identified any significant governance issues necessary to highlight in this statement but there are challenges and opportunities that may impact on future ways of working and governance arrangements that continue to be reflected in the AGS Development Plan.
- 1.16. It is important to distinguish in the AGS between risks and governance challenges. Whilst there are no additional, significant governance issues to report for the year ended March 2023 the Council continues to monitor and respond to a wide range of risks through management and Member reporting structures. The Council will continue to focus on proactively responding to these and they include significant change arising from the legacy of the pandemic, the cost of living crisis, inflation and supply chain risks, cyber and ICT security, capacity and capability across the workforce, demographic change, new legislation and the requirement to deliver savings and future financial resilience.
- 1.17. There are two areas for governance improvement that have been highlighted as being relevant to the year ending March 2023. Whilst these came to light after the end of March 2023 they relate to activity that was taking place in the year so are included in this Statement.

Areas of Focus	Actions
<p>A report by the Monitoring Officer relating to a number of planning related issues was considered by the full Council on 29 November 2023 and a decision notice from the Planning Inspectorate in 2022 highlighted the need for significant improvement in governance and decision making. These related to a number of areas including the non-payment of refunds and a major planning decision.</p>	<p>Report of the Monitoring Officer complete.</p> <p>Internal Audit supporting management review of compliance with planning laws and regulations.</p> <p>Contingent liability in 2022/23 accounts for potential costs of planning fee refunds.</p> <p>Review of the Planning Service underway led by new Assistant Director.</p> <p>Oversight by Chief Executive and Director of Place</p>
<p>A substantial loss of money was identified Adults Services Finance and investigation highlighted weaknesses in internal controls</p>	<p>Internal Audit Investigation and management review complete.</p> <p>Case referred to Greater Manchester Police and subject to ongoing investigation with GMP and Crown Prosecution Service.</p> <p>Controls Improvement Action Plan place and assured by Internal Audit with further Assurance Updates to be provided to Audit Committee as the case progresses.</p> <p>Internal Audit Plan 2023/24 includes proactive counter fraud work and programme of counter fraud training and awareness for officers.</p> <p>Oversight on implementation of actions from the Director of Adults Social Services (DASS) and Borough Treasurer.</p>

1.18. Progress to date and areas of further focus in developing our governance arrangements during 2023/24 will include:

Areas of Focus	Update and Any Further Actions
<p>Refreshing the Council's anti-fraud strategy and associated training and awareness for staff and stakeholders.</p>	<p>Part Complete: Revision of strategy, policies, procedures including new Counter Fraud Strategy agreed. Some staff awareness and training completed including bespoke training for relevant staff on whistleblowing but there will be a strengthening of corporate, departmental and service communications and awareness to be developed by Head of Audit and Risk Management 2023/24</p>

Areas of Focus	Update and Any Further Actions
From March 2020: Enabling effective service delivery and engagement with residents, service users and customers through the effective use of robust, secure and resilient ICT systems.	Complete: Whilst acknowledging that the strengthening of ICT remains a priority and an area for continual improvement, steps have been completed to transition from to a new ICT contract and this has included a fundamental review and refresh of ICT requirements for the Council. This remains an area of change and risks in the delivery of ICT remain, but governance arrangements to respond to these are considered to be robust and this is no longer considered to be a key challenge
Ensuring that structural changes in the NHS and the further development of the Integrated Care Partnership are designed to deliver improved health outcomes for Bolton residents and accountability to key stakeholders.	Part Complete: Led by Director of Adult Social Services and Executive Cabinet member for Adults Social Care (with CLT and Cabinet). Greater Manchester Integrated Care System and Bolton Place Based Partnership established but acknowledged this is at an early stage and more work required to embed and develop effective governance across Greater Manchester and the Borough. Working with the trust and health system partners to support strengthening of governance and performance of Greater Manchester Mental Health Trust as a key partner remains an area of focus for the DASS
Internal Audit resources have reduced significantly in the year with a number of leavers and absences and this has limited the ability to deliver the annual audit plan as reported to Audit Committee	New: Resourcing strategy being led by the Head of Audit and Risk Management and Director of Corporate Resources will include options to strengthen the service and update will be reported to Audit Committee by September 2023.

1.19. The governance processes however are considered to be effective to enable a robust response to these challenges, manage risks and capitalise on opportunities for further governance and organisational improvement.

Signed:
Leader of the Council

Signed:
Chief Executive

Independent auditor's report to the members of Bolton Metropolitan Borough Council

Report on the audit of the financial statements

Opinion on the financial statements

We have audited the financial statements of Bolton Metropolitan Borough Council ('the Council') and its subsidiaries ('the Group') for the year ended 31 March 2023, which comprise the Council and Group Comprehensive Income and Expenditure Statements, the Council and Group Movement in Reserves Statements, the Council and Group Balance Sheets, the Council and Group Cash Flow Statements, the Collection Fund, and notes to the financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 as amended by the Update to the Code and Specifications for Future Codes for Infrastructure Assets ('the Code Update'), published in November 2022.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Council and the Group as at 31st March 2023 and of the Council's and the Group's expenditure and income for the year then ended; and
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 as amended by the Code Update.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the Auditor's responsibilities section of our report. We are independent of the [Council] and Group in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Conclusions relating to going concern

In auditing the financial statements, we have concluded that the Borough Treasurer's use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Council's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Borough Treasurer with respect to going concern are described in the relevant sections of this report.

Other information

The Borough Treasurer is responsible for the other information. The other information comprises the Annual Governance Statement and information included in the Statement of Accounts, other than the financial statements and our auditor's report thereon. Our opinion on the financial statements does not cover the other information and, except to the extent otherwise explicitly stated in our report, we do not express any form of assurance conclusion thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether there is a material misstatement in the financial statements or a material misstatement of the other information. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

Responsibilities of the Borough Treasurer for the financial statements

As explained more fully in the Statement of the Borough Treasurer's Responsibilities, the Borough Treasurer is responsible for the preparation of the Statement of Accounts, which includes the financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 as amended by the Code Update, and for being satisfied that they give a true and fair view. The Borough Treasurer is also responsible for such internal control as the Borough Treasurer determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

The Borough Treasurer is required to comply with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 as amended by the Code Update and prepare the financial statements on a going concern basis, on the assumption that the functions of the Council will continue in operational existence for the foreseeable future. The Borough Treasurer is responsible for assessing each year whether or not it is appropriate for the Council and Group to prepare its accounts on the going concern basis and disclosing, as applicable, matters related to going concern.

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

The extent to which our procedures are capable of detecting irregularities, including fraud is detailed below.

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We design procedures in line with our responsibilities, outlined above, to detect material misstatements in respect of irregularities, including fraud. Based on our understanding of the

Council, we identified that the principal risks of non-compliance with laws and regulations related to the Local Government Act 2003 (and associated regulations made under section 21), the Local Government Finance Acts of 1988, 1992 and 2012, and the Accounts and Audit Regulations 2015, and we considered the extent to which non-compliance might have a material effect on the financial statements.

To help us identify instances of non-compliance with these laws and regulations, and in identifying and assessing the risks of material misstatement in respect to non-compliance, our procedures included, but were not limited to:

- inquiring with management and the Audit Committee, as to whether the Council is in compliance with laws and regulations, and discussing their policies and procedures regarding compliance with laws and regulations;
- communicating identified laws and regulations throughout our engagement team and remaining alert to any indications of non-compliance throughout our audit; and
- considering the risk of acts by the Council which were contrary to applicable laws and regulations, including fraud.

We evaluated the Borough Treasurer's incentives and opportunities for fraudulent manipulation of the financial statements (including the risk of override of controls) and determined that the principal risks were related to posting manual journal entries to manipulate financial performance, management bias through judgements and assumptions in significant accounting estimates and significant one-off or unusual transactions.

Our audit procedures in relation to fraud included but were not limited to:

- making enquiries of management and the Audit Committee on whether they had knowledge of any actual, suspected or alleged fraud;
- gaining an understanding of the internal controls established to mitigate risks related to fraud;
- discussing amongst the engagement team the risks of fraud; and
- addressing the risks of fraud through management override of controls by performing journal entry testing.

There are inherent limitations in the audit procedures described above and the primary responsibility for the prevention and detection of irregularities including fraud rests with management and the Audit Committee. As with any audit, there remained a risk of non-detection of irregularities, as these may involve collusion, forgery, intentional omissions, misrepresentations or the override of internal controls.

We are also required to conclude on whether the Borough Treasurer's use of the going concern basis of accounting in the preparation of the financial statements is appropriate. We performed our work in accordance with Practice Note 10: Audit of financial statement and regularity of public sector bodies in the United Kingdom, and Supplementary Guidance Note 01, issued by the National Audit Office in February 2023.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at www.frc.org.uk/auditorsresponsibilities. This description forms part of our auditor's report.

Report on the Council's arrangements for securing economy, efficiency and effectiveness in the use of resources

Matter on which we are required to report by exception

We are required to report to you if, in our opinion, we are not satisfied that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2023.

We have not completed our work on the Council's arrangements. On the basis of our work to date, having regard to the guidance issued by the Comptroller and Auditor General in January 2023, we have not identified any significant weaknesses in arrangements for the year ended 31 March 2023.

We will report the outcome of our work on the Council's arrangements in our commentary on those arrangements within the Auditor's Annual Report. Our audit completion certificate will set out any matters which we are required to report by exception.

Responsibilities of the Accounting Officer

The Council is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in the Council's use of resources, to ensure proper stewardship and governance, and to review regularly the adequacy and effectiveness of these arrangements.

Auditor's responsibilities for the review of arrangements for securing economy, efficiency and effectiveness in the use of resources

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 to satisfy ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources, and to report where we have not been able to satisfy ourselves that it has done so. We are not required to consider, nor have we considered, whether all aspects of the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

We have undertaken our work in accordance with the Code of Audit Practice, having regard to the guidance issued by the Comptroller and Auditor General in January 2023.

Matters on which we are required to report by exception under the Code of Audit Practice

We are required by the Code of Audit Practice to report to you if:

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014;
- we make a recommendation under section 24 of the Local Audit and Accountability Act 2014; or
- we exercise any other special powers of the auditor under sections 28, 29 or 31 of the Local Audit and Accountability Act 2014.

We have nothing to report in these respects.

Use of the audit report

This report is made solely to the members of Bolton Metropolitan Borough Council, as a body, in accordance with part 5 of the Local Audit and Accountability Act 2014 and as set out in paragraph 44 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. Our audit work has been undertaken so that we might state to the members of the Council those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the members of the Council, as a body, for our audit work, for this report, or for the opinions we have formed.

Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate until we have completed the work necessary to issue our assurance statement in respect of the Council's Whole of Government Accounts consolidation pack.



Karen Murray, Key Audit Partner
For and on behalf of Forvis Mazars LLP

One St Peter's Square
Manchester
M2 3DE
04 July 2024

ACCRUALS

Income and expenditure amounts are recognised as they are earned or incurred, rather than as received or paid.

ACTUARIAL GAINS AND LOSSES

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

AGENCY SERVICES

Services performed by or for another Council or public body where the principal (the authority responsible for the service) reimburses the agent (the authority doing the work) the cost of the work carried out.

AMORTISATION

A charge to the comprehensive income and expenditure statement which spreads costs over a number of years in line with the Council's accounting policies.

APPOINTED AUDITORS

These are appointed by the Public Sector Audit Appointments Ltd from major accountancy firms.

APPROPRIATION

The transfer of land and buildings from one service to another.

ASSET

Items of worth that are measurable in terms of value. Current assets may change daily, but the Council is expected to yield the benefit within the one financial year (e.g. short-term debtors). Non-current assets yield benefit to the Council for a period of more than one year (e.g. land).

ASSETS HELD FOR SALE

An asset whose value is likely to be recovered through sale rather than use, that is highly likely to be sold, is available for immediate sale and is being actively marketed.

BALANCE SHEET

A statement of the Council's assets and liabilities at a given date.

CAPITAL ADJUSTMENT ACCOUNT

The Account accumulates (on the debit side) the write-down of the historical cost of non-current assets as they are consumed by depreciation and impairments or written off on disposal. It accumulates (on the credit side) the resources that have been set aside to finance capital expenditure.

The same process applies to capital expenditure that is only capital by statutory definition (revenue expenditure funded by capital under statute). The balance on the account thus represents timing differences between the amount of the historical cost of non-current assets that has been consumed and the amount that has been financed in accordance with statutory requirements.

CAPITAL EXPENDITURE OR OUTLAY

Expenditure on the acquisition of an item of property, plant and equipment or expenditure which enhances the value of an existing item of property, plant and equipment. It includes loans or grants to 3rd parties that are used for such purposes.

CAPITAL FINANCING CHARGES

The annual charge to the Income and Expenditure Account in respect of interest and principal repayments of borrowed money. They include charges from Finance Leases (see below).

CAPITAL RECEIPTS

Proceeds from the sale of land or other capital assets or the repayment of capital grants or loans. The receipts are available to finance other items of capital spending or to repay debt after any payment to due government has been made.

CI&E(S)

Comprehensive Income & Expenditure (Statement).

CODE

2022/23 Code of Practice on Local Authority Accounting.

COLLECTION FUND

A statutory account maintained by the Council responsible for collecting Council Tax. Income received from taxpayers is held in this account and distributed to precepting authorities.

COMMUNITY ASSETS

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

CONDITIONS

Grant conditions that stipulate the future economic benefit or service potential embodied in the asset acquired using the

grant or contribution are required to be consumed as specified, or the future economic benefits or service potential must be returned.

CORPORATE AND DEMOCRATIC CORE

These are the activities which Councils engage in specifically because they are elected, multi-purpose authorities. The costs of these activities are thus over and above those which would be incurred by a series of independent, single purpose, nominated bodies managing the same service. These costs are therefore not allocated to services.

CREDITORS

Amounts owed by the Council for work done, goods received or services rendered for which payment has not been made.

DEBTORS

These are sums of money due to the Council that have not been received at the date of the Balance Sheet.

DEDICATED SCHOOLS GRANT (DSG)

The DSG is a ringfenced grant payable to Local Authorities for the funding of both academies and maintained schools. It can only be used to finance expenditure that is included in the school's budget, as defined in the School Finance and Early Years (England) Regulations 2020/21. The schools budget includes elements for a range of educational services provided on an Authority-wide basis and for the Individual Schools Budget (ISB), which is divided into a budget share for each academy and Council maintained school.

DEFERRED CHARGES

Capital expenditure where no Council asset is created, e.g. improvement grants. These charges are usually written-off in the year in which they are incurred.

DEFINED BENEFIT SCHEME

This is a pension or other retirement benefit scheme other than a defined contribution scheme. Usually, the scheme rules define the benefits independently of the contributions payable and the benefits are not directly related to the investments of the scheme. The scheme may be funded or unfunded (including notionally funded).

DEFINED CONTRIBUTION SCHEME

A Defined Contribution Scheme is a pension or other retirement benefit scheme into which an employer pays regular

contributions as an amount or as a percentage of pay and will have no legal or constructive obligation to pay further contributions if the scheme does not have sufficient assets to pay all employee benefits relating to employee service in the current and prior periods.

DEPRECIATION

This is the measure of the wearing out, consumption, or other reduction in the useful economic life of a fixed asset.

FAIR VALUE

Fair value is the price at which an asset could be exchanged in an arm's length transaction.

FINANCE LEASE

A lease that transfers substantially all the risks and rewards of ownership of a fixed asset to the lessee. Such a transfer of risks and rewards is presumed to occur if at the inception of the lease the present value of the minimum lease payments, including any initial payment, amounts to substantially all of the fair value of the leased asset.

FINANCIAL INSTRUMENTS

A financial instrument is any contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another. The term "financial instrument" covers both financial assets and financial liabilities and includes both the most straightforward financial assets and liabilities, such as trade receivables and trade payables, and the most complex ones such as derivatives and embedded derivatives.

GENERAL FUND

The main revenue account for the Council in to which the Council's precept from the Collection Fund and specific government grants are paid, and from which the cost of providing services is met.

GOVERNMENT GRANTS

Assistance by government, government agencies and similar bodies, in return for past or future compliance with certain conditions relating to the activities of the Council.

HERITAGE ASSETS

Assets which are intended to be preserved in trust for future generations, because of

their cultural, environmental or historical associations.

HISTORIC COST

The actual cost of assets, goods or services at the time of their acquisition.

IFRS

International Financial Reporting Standards.

IMPAIRMENT

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.

INFRASTRUCTURE ASSETS

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

INTANGIBLE ASSETS

Assets used in a business which do not have a physical presence (e.g. software licences). When purchased these assets should be capitalised at cost and amortised over their anticipated life. Internally developed intangible assets should only be capitalised where there is a readily ascertainable market value.

INTEREST COST (PENSIONS)

For a defined benefit scheme, the expected increase during the period on the present value of the scheme liabilities which arises from the passage of time.

INVENTORIES

Inventories comprise the following categories:

- goods or other assets purchased for resale;
- consumable stores;
- raw materials and components purchased for incorporation into products for sale;
- products and services in intermediate stages of completion;
- long-term contract balances; and
- finished goods.

INVESTMENTS

A long-term investment is an investment that is intended to be held for more than

one year from the balance sheet date. Investments which do not meet the above criteria are classified as current assets.

INVESTMENT PROPERTY

Property that is held solely to earn rental income or to increase in value, or both, rather than for use in the operations of the Council or for sale.

LATC

Local Authority Trading Company created to deliver certain Adult Social Care Services collectively known as Bolton Cares

MINIMUM REVENUE PROVISION (MRP)

MRP is the minimum amount which must be charged to an Authority's revenue account each year and set aside as provision for credit liabilities, as required by the Local Government and Housing Act 1989.

MOVEMENT IN RESERVES STATEMENT (MIRS)

The MIRS shows the movement during the year on the different reserves held by the Council, analysed into usable reserves (those that can be applied to fund expenditure or reduce taxation) and other unusable reserves.

NATIONAL NON-DOMESTIC RATES (NNDR)

National Non-Domestic Rates are organised on a national basis. The Government specifies an amount and, subject to the effects of transitional and other relief arrangements, local businesses pay rates calculated by multiplying their rateable values by that amount. The Council is responsible for collecting rates due from the ratepayers in its area. Of the net rates payable, less deductions, 1% is paid to the Fire Authority and 99% is retained by the Council.

NET BOOK VALUE (NBV)

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

NON DISTRIBUTED COSTS

These are overheads from which no user now benefits and they are not allocated to services.

OPERATING LEASES

A lease other than a finance lease. The risks and rewards of ownership of the fixed

asset remain with the lessor. Such a lease will be for a fixed period which is less than the useful life of the asset. The cost of such leases falls upon service revenue accounts.

OUTTURN

Actual Income and Expenditure in a financial year.

PENSION ASSET CEILING ADJUSTMENT

The pension asset ceiling adjustment is made to ensure sure that the Councils balance sheet properly reflects how the value of any defined benefit deficit or surplus is affected by the pensions scheme's rules and funding requirements.

PRECEPT

A levy by one authority which is collected on its behalf by another e.g. Police, Fire, Parish Councils.

PREMIUMS

These are charges that have arisen following the early redemption of long-term debt, which are written down over the lifetime of replacement loans where applicable.

PROPERTY, PLANT AND EQUIPMENT

Assets that have physical substance and yield benefits to the local authority and the services it provides for a period of more than one year.

PROVISIONS

Amounts set aside for losses and liabilities incurred in the past but which will be settled at a future date.

PUBLIC WORKS LOAN BOARD (PWLB)

An arm of Central Government which is the major provider of loans to finance long-term funding requirements for Local Authorities

REMEASUREMENT OF THE NET DEFINED BENEFIT LIABILITY

Remeasurement of the Net Defined Benefit Liability (asset) comprises:

- a) actuarial gains and losses
- b) the return on plan assets, excluding amounts included in net interest on the net defined benefit liability (asset), and
- c) any change in the effect of the asset ceiling, excluding amounts included in net interest on the net defined benefit liability (asset).

RESERVES

Amounts set aside to meet expenditure which may be incurred in future periods.

Earmarked reserves are allocated to a specific area of spending. Reserves are classified as either usable or unusable. Usable reserves are those that the Council can use to fund the provision of services or fund capital expenditure. Conversely, unusable reserves are those which the Council cannot use to provide services or fund capital expenditure.

REVENUE EXPENDITURE

Expenditure on day to day expenses such as employee costs, running expenses of buildings, purchase of equipment and capital financing charges.

REVENUE SUPPORT GRANT (RSG)

A general grant paid by the Government not related to individual service provision, with the objective of allowing the provision of similar standards of service throughout the country for a similar Council Tax levy.

SeRCOP

CIPFA Service Reporting Code of Practice 2022/23.

SURPLUS ASSETS

Those assets that are surplus to service needs but that do not meet the criteria to be classified as either investment property or assets held for sale.

TRUST FUNDS

Funds administered by the Council on behalf of minors and others for such purposes as prizes, charities and specific projects.