



AUDITED STATEMENT OF ACCOUNTS 2024/25

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Narrative Statement

Introduction

This Narrative Statement provides an overview of Rushmoor Borough Council's financial performance and position for the year ended 31 March 2025. It aims to offer a clear and accessible summary of the Council's financial activities, key achievements, and challenges during the year, as well as the context in which the financial statements have been prepared.

Organisational Overview and Environment

An introduction to Rushmoor

The Borough of Rushmoor, with an estimated population of around 100,000, covers an area of 3,905 hectares at the northeast corner of Hampshire, with its eastern boundary with Surrey being formed by the river Blackwater. London is some thirty miles away and the Borough is served by direct road and rail links to the capital and the south coast. Rushmoor includes the towns of Aldershot, with its world-famous military history and Farnborough, long noted as the birthplace of aeronautical research and development and served by Farnborough Airport.

The urban area extends the full length of the Borough from the southern boundary with Farnham to the towns of Frimley and Camberley across the River Blackwater in the north.

The military area and Farnborough Airport occupy the land between Aldershot and Farnborough and to the west of those towns, works continue on Wellesley, a major redevelopment of an area of former Ministry of Defence land north of Aldershot, which, once completed, will provide an additional 3,850 properties.

Council services and purpose

Rushmoor Borough Council (RBC) delivers more than 100 local services to the communities of Aldershot and Farnborough, including core services such as rubbish and recycling collection, street cleaning, planning, environmental health, housing, parks and leisure facilities. The Council is more complex than ever before and plays an essential role in broad areas like engaging with and where necessary, supporting local communities and business, helping the most vulnerable in society and making sure our Borough continues to develop and thrive economically.

Strategic Objectives and Corporate Delivery Plan

The Council provides services under its overarching Corporate Delivery Plan which was agreed in November 2024. The plan sets out what the Council is doing, why and how it will work with its partners to deliver.

The full plan is available on our website - www.rushmoor.gov.uk/your-council/council-delivery-plan-2025-26/

The Council's priorities include:

- [Skills, Economy and Regeneration](#)
- [Homes for All: Quality Living, Affordable Housing](#)
- [Community and Wellbeing: Active Lives, Healthier & Stronger Communities](#)
- [Pride in Place: Clean, Safe and Vibrant Neighbourhoods](#)
- [The Future and Financial Sustainability](#)

The Cabinet reviews progress against the Council's Plan on a quarterly basis. This acts as the key corporate performance monitoring process for the Council. The document combines both informative data about the Rushmoor area and some more specific data about the Council as a whole and about individual services. It is provided to give an enhanced overview to inform Cabinet's priorities and its monitoring of performance.

Key Achievements in 2024/25

- **Regeneration and Growth:** Continued progress on the regeneration of Aldershot town centre with the completion of Union, supported by external funding and strategic partnerships
- **Climate and Sustainability:** Ongoing implementation of the Council's Climate Change Action Plan, including energy efficiency improvements in council buildings and expansion of green infrastructure
- **Community Support:** Delivery of targeted support to vulnerable residents through the Council's hardship schemes and community partnerships.
- **Digital Transformation:** Further investment in digital services to improve customer access and internal efficiency
- **Financial Sustainability:** Agreed a budget for 2025/2026 with a clear strategy for addressing the medium-term budget shortfall

Challenges facing the Council

- Budget shortfalls for the period of the MTFs
- Reducing government funding and uncertainty about future funding coming from the Government's Fair Funding Review and Business Rates proposals
- Demographic changes and the budget pressures of adult social care demands being felt by Hampshire County Council and filtering down to Borough Councils
- Staff recruitment and retention in key professional roles
- Local high house prices and demand for affordable housing

Medium-Term Financial Strategy

The Council set its 2024/25 budget and Medium-Term Financial Strategy (MTFS) on 22nd February 2024.

Details of the Council's 2024/25 MTFs can be found on the following link:

[Revenue Budget, MTFs, Capital Programme 2024-25.pdf](#)

This 2024/25 budget identified a budget gap of £4.6m in the 2024/25 financial year and looking forward a further £11.2m in the MTFs by 2027/28. A financial resilience plan was proposed and approved to support the Council's financial recovery. This involved identifying revenue savings in the 2024/25 financial year and future years, and disposing of council assets to reduce the levels of borrowing which are currently unaffordable.

Significant work was undertaken in year and permanent savings of £926k have been delivered in 2024/25 and further in year savings of £4.2m have been delivered. A project to dispose of assets is in place and the first disposal was achieved in April 2025, with further disposals programmed for 2025/26 and future financial years.

4. Resource Allocation

Rushmoor Borough Council manages gross resource flows of £238m and assets of £291m by:

- i. Holding a General Fund balance of £2m
- ii. Collecting £60m of business rates. 60% of the business rates collected is passed onto central government, Hampshire County Council and Fire and Rescue Authority. The Council retains £20m, then a further payment to central government of £15m is made, leaving The Council with £5m to support the General Fund budget
- iii. Collecting £70m of council tax payments. 89% of council tax collected is passed on to, Hampshire County Council, Fire and Rescue Authority and Police and Crime Commissioner. The Council retains £7.7m

Narrative Statement

- iv. Managing a £231m portfolio of investment properties, land, building and equipment that generates £9.8m of income
- v. Managing a £15m portfolio of and investments that generates £4.1m of income
- vi. Managing £166m of borrowing which costs the Council £7.0m
- vii. Receiving grants and contribution of £39.1m mainly from central government.

Total asset through the Council are shown below:

Total Assets Brought Forward			
£312.1 m			
Net Additions/ (Disposals)	Depreciation	Revaluation of Non Current Assets	Other Changes
£10.8m	(£1.1m)	(£35.3m)	£3.7m
Property, Plant & Equipment	Investment Property	Other Long Term Assets	Current Assets
£81.7m	£131.6m	£21.1m	£55.0m
Total Assets Carried Forward			
£290.2m			

Total revenue through the Council are shown below:

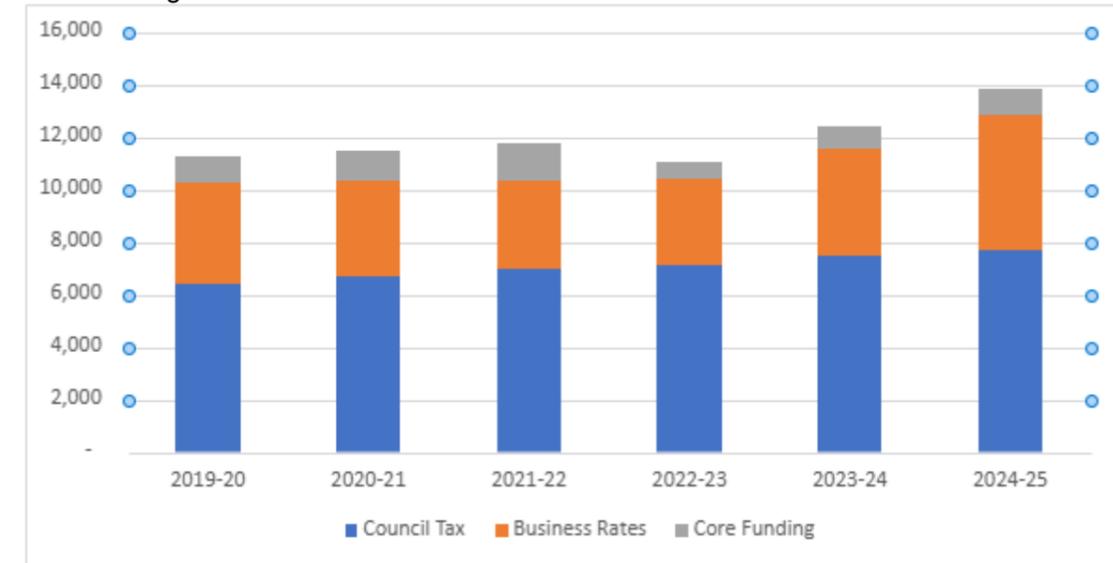
Business Rates	Council Tax	Grants / Contributions	Fees & Charges	Other Income	Investment Income
(£25.0m)	(£7.7m)	(£38.9m)	(£24.7m)	£0.3m	(£4.2m)
Total Resources					
(£100.1m)					
Paid to Others			Financing Local Services		
£46.0m			£54.2m		
Housing Benefit	Interest Payable	Business Rates / Council Tax	Operating Expenses	Capital Costs	Staffing Costs
£23.4m	£7.0m	£24.5m	£34.9m	£32.0m	£15.4m
Net (Surplus)/Deficit on Providing Services					
£37.0m					

Financial performance

Core Funding

The Council, in line with other shire districts continues to experience an increasing real reduction in core government funding. The Government's plan to phase out non-specific grant funding, instead allowing local authorities to retain a higher proportion of business rates collected locally from 2020/21 financial year, was not implemented as originally planned.

Core funding trend:



To address future challenges and reinvest in the Borough, Council Tax has increased by 2.99% in 2024/25 from 2023/24 for an equivalent Band D property.

Financial position

The Council has maintained a good financial position against the backdrop of reduced government funding.

31 March 2024			31 March 2025		
Net Assets		(£115.6m)	Net Assets		(£91.1m)
Funded by:			Funded by:		
Usable Reserves:		(£29.3m)	Usable Reserves:		(£30.1m)
Un-usable Reserves		(£86.3m)	Un-usable Reserves		(£61.1m)
Composed of:			Composed of:		
Long Term Assets	Net Current Assets / (Liabilities)	Long Term Liabilities and Provisions	Long Term Assets	Net Current Assets / (Liabilities)	Long Term Liabilities and Provisions
£283.3m	(£148.3m)	(£19.5m)	£234.5m	(£70.2m)	(£73.1m)

Narrative Statement

Revenue Outturn

Through financial management and budgetary control during 2024/2025 the Council has maintained service delivery. The outturn position for 2024/2025 is to be reported to the Cabinet in July 2025.

In 2024/2025 Council spending on General Fund Services reported an overall saving against approved budget of £4.2million against an approved budget gap of £4.6m. This has allowed the Council to maintain an improved reserve level as only £224k has been required to balance the General Fund against an original approval of £4.6million. Revenue carry forwards of £129k have been approved to be utilised in 2025/2026.

The main contributors to the reported saving are:

- Reduced Borrowing Interest costs
- Additional Investment Interest income
- Staff savings

The outturn for 2024/25 against budget is shown in the table below;

Services:	Budget	Outturn	Variance
	£'000	£'000	£'000
Community & Residents	1,360	1,337	(23)
Development & Economic Growth	1,095	1,126	31
Enabling Services	5,751	5,230	(521)
Finance	1,968	1,565	(403)
Neighbourhood Services	5,406	4,732	(674)
Policy Climate & Sustainability	879	830	(48)
Regeneration	574	362	(212)
Property	(6,406)	(6,094)	311
Property Meads Business Centre	(37)	(46)	(9)
Property Meads Blocks 1&2	(774)	(787)	(14)
Property Meads Car Park	22	(83)	(105)
Property Meads Shopping Centre	384	351	(32)
Property Union Yard Commercial	28	117	88
Property Union Yard Energy	10	61	51
Property Union Yard PRS	0	46	46
Property Union Yard Student	(157)	(226)	(69)
Service-related grants	0	(168)	(168)
Total: services	10,105	8,354	(1,751)

Capital Outturn

The 2024/25 capital programme was approved at February 2025 Budget Council. There is a reported saving of £7.4million in 2024/25, with £3.6m of this saving approved to be carried forward into 2025/26 to continue to deliver projects.

The outturn for 2024/25 against budget is shown in the table below;

Capital Programme by Scheme	2024/25 Current budget	2024/25 Outturn	2024/25 Variance	Slippage to 2025-26
	£'000	£'000	£'000	£'000
Union Yard commercial units fit out lease contributions	175	-	(175)	175
Union Yard construction	5,929	7,604	1,675	-
RHL development of private rented units	-	36	36	-
Leisure and Civic Hub (CQ Plot B)	333	333	-	-
Civic Quarter (All other Plots - excluding Pinehurst Car Park)	65	65	-	-
Southwood Park (s106)	450	164	(286)	286
Crematorium	4,781	3,145	(1,636)	1,636
Temporary Housing	742	-	(742)	-
Hawley Lane	351	78	(273)	-
Frimley Business Park Plots 4.2 and 4.3	226	132	(94)	-
Ashbourne House	74	-	(74)	74
CQ Pinehurst Car Park Demolition	1,660	1,055	(605)	605
The Galleries	3,400	3	(3,397)	-
CCTV	185	79	(105)	-
Food Waste	7	5	(2)	-
Wheeled Bins	120	108	(12)	-
Disabled Facilities Grants	1,632	1,040	(592)	-
Aldershot Pools Solar panels	208	138	(71)	71
Asset Management Capital expenditure provision	109	-	(109)	-
ICT Services Capital Schemes	775	45	(730)	650
Meads block 4 contract costs UKSPF	399	399	0	-
Council Offices	-	(60)	(60)	-
Various S106 projects (s106 funded)	397	282	(115)	115
LTA Tennis Court Refurbish	33	32	(0)	-
Ceremonial Asset Construction	25	12	(13)	13
Princes Hall Lighting Desk	13	13	0	-
Total:	22,089	14,710	(7,379)	3,624

Non-Financial Performance of the Council

During 2024/25, Rushmoor Borough Council has continued its drive towards a sustainable future, developing plans for a workforce fit for the future, continuing its improvement and efficiency work and continuing to deliver high quality services to its residents while seeking to reduce costs.

The Council has established financial management processes and procedures and, recognising that it operates in an environment of continuous change, it will pursue its drive for on-going improvement, working collaboratively across the Council, and with partners where appropriate, to deliver effective end-to-end processes.

In 2024/25 the Chartered Institute of Public Finance and Accountancy (CIPFA) was engaged as a critical friend to support the Council through a financial resilience review to provide constructive challenge, advice and insight. An action plan with monitoring process is in place to ensure delivery of recommendations.

Financial Statements

This Narrative Report accompanies the Statement of Accounts. The Statement of Accounts sets out the Council's income and expenditure for the year and its financial position at 31 March 2025. The Statement of Accounts, which comprises statements and disclosure notes, has been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom issued by the Chartered Institute of Public Finance and Accountancy (CIPFA), and complies with International Financial Reporting Standards (IFRS).

The statement of accounts is subject to external audit scrutiny and opinion. This Narrative Report and the Annual Governance Statement, whilst outside the scope of this certification, are considered by the external auditors to confirm in their opinion they are materially consistent with their knowledge of the Council.

The Core Financial Statements are:

The **Comprehensive Income and Expenditure Statement** (page 8) which records all the Council's income and expenditure for the year based on the organisational structure under which it operates and manages its services. The top half of the statement provides an analysis by service area. The bottom half of the statement deals with corporate transactions and funding.

The **Movement in Reserves Statement** (page 10) shows movement in the year on the different reserves held by the Council, analysed into 'usable' reserves, those that can be applied to fund expenditure, invest in capital projects or service improvements and 'unusable' reserves which reflect the value of the Council's non-current assets (Property, Plant and Equipment, Investment Property, Heritage Assets and Intangible Assets) and are not available to be spent. Usable reserves are maintained at prudent levels and are subject to any statutory limitations on their use. The Council's approved minimum levels of working balances is £2million for the General Fund.

The **Balance Sheet** (page 12) shows the value, as at the balance sheet date, of the Council's assets, liabilities, cash balances and reserves.

The **Cash Flow Statement** (page 13) shows the changes in actual cash and cash equivalents during the year and whether that change is due to operating activities, new investment, or financing activities (such as the repayment of borrowing).

The **Collection Fund** (page 63) summarises the collection of Council Tax and Business Rates and the redistribution to preceptors, the Government, and the Council's General Fund.

Further information about the statements is available from the Executive Head of Finance, Council Offices, Farnborough Road, Farnborough, Hampshire GU14 7JU. The statements are also available on the Council's website – www.rushmoor.gov.uk

The council has prepared these accounts on the going concern basis. The MTFs incorporates a significant savings target to reduce its net budget and bring the revenue account back into balance without the reliance upon a drawdown of reserves. There is a financial recovery plan in place to ensure delivery of the savings and ultimately the council has the ability to seek support from MHCLG by way of emergency financial support.

Signature removed for publishing

.....
Peter Vickers BSc FCA

Date: 20 February 2026

Statement of Responsibilities

The Authority's Responsibilities

The authority is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Chief Finance Officer (CFO);
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets;
- Approve the Statement of Accounts.

Responsibilities of the Chief Finance Officer

The Chief Finance Officer is responsible for the preparation of the authority's Statement of Accounts 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 Chief Finance Officer has:

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

The Chief Finance Officer has also:

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

Certificate of Executive Head of Finance and Section 151 Officer

I hereby certify that the Statement of Accounts presents a true and fair view of the financial position of the authority at the accounting date and its income and expenditure for the year ended 31 March 2025. I confirm that the date of this declaration is the date up to which events have been considered for inclusion within the Council's Statement of Accounts and that events after the Balance Sheet date have been considered to this date and the accounts amended accordingly for such events and adjustments arising from audit. The accounts are therefore authorised for issue.

Signature removed for publishing

.....

Peter Vickers BSc FCA, Chief Finance Officer and S.151 Officer

Dated 20 February 2026

Certificate of Approval by Audit and Governance Committee

I confirm that these account statements were approved by the Audit and Governance Committee of Rushmoor Borough Council on _____

Signature removed for publishing

.....

Councillor O'Donovan, Chairman – Audit and Governance Committee

Dated 20 February 2026

Expenditure and Funding Analysis

The objective of the Expenditure and Funding Analysis(EFA) is to demonstrate to council taxpayers how the funding available to the authority (i.e. government grants, council tax and business rates) for the year has been used in providing services in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices.

It also shows how this expenditure is allocated for decision-making purposes between the council's services/departments. Income and expenditure accounted for under generally accepted accounting practices are presented more fully in the Comprehensive Income and Expenditure Statement.

The EFA is not a primary statement and forms part of the note to the accounts.

	2023/24				2024/25		
Net Expenditure Chargeable to the General Fund £'000	Adjustments between Funding and Accounting Basis £'000	Net Expenditure in the Comprehensive Income and Expenditure Statement £'000		Net Expenditure Chargeable to the General Fund £'000	Adjustments between Funding and Accounting Basis £'000	Net Expenditure in the Comprehensive Income and Expenditure Statement £'000	
3,901	(1,357)	2,544	Community & Residents	1,603	16	1,619	
2,028	606	2,634	Development & Economic Growth	639	(21)	618	
426	100	526	Enabling Services	3,795	1,332	5,127	
1,111	(260)	851	Finance	819	(17)	802	
6,656	2,712	9,368	Neighbourhood Services	3,776	1,091	4,867	
281	(80)	201	Policy, Climate & Sustainability	985	(7)	978	
1,695	(3,048)	(1,353)	Regeneration & Property	969	29,851	30,820	
16,098	(1,327)	14,771	Net Cost of Service	12,586	32,245	44,831	
(17,679)	10,949	(6,730)	Total: Other Income & Expenditure	(13,009)	5,217	(7,792)	
(1,581)	9,622	8,041	(Surplus) or Deficit on Provision of Services	(423)	37,462	37,039	
(2,104)			Opening General Fund Balance	(3,350)			
(1,581)			(Surplus) or Deficit on Provision of Services	(423)			
335			Transfer to and from Earmarked Reserves	1,578			
(3,350)			Closing General Fund Balance	(2,195)			

Comprehensive Income and Expenditure Statement (CIES)

The Comprehensive Income and Expenditure 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 (or rents). Authorities raise taxation (and rents) to cover expenditure in accordance with statutory requirements; this may be different from the accounting cost. The taxation position is shown in both the expenditure and funding analysis and the Movement in Reserves Statement.

Gross Expenditure	2023/24		CIES Single	Note	2024/25		Net Expenditure
	Gross Income	Net Expenditure			Gross Expenditure	Gross Income	
£'000	£'000	£'000			£'000	£'000	£'000
4,720	(2,176)	2,544	Community & Residents		3,386	(1,767)	1,619
4,275	(1,641)	2,634	Development & Economic Growth		3,269	(2,651)	618
5,718	(5,192)	526	Enabling Services		7,421	(2,294)	5,127
30,873	(30,022)	851	Finance		28,141	(27,339)	802
18,436	(9,068)	9,368	Neighbourhood Services		15,293	(10,426)	4,867
1,918	(1,717)	201	Policy, Climate & Sustainability		1,000	(22)	978
2,829	(4,182)	(1,353)	Regeneration & Property		32,702	(1,882)	30,820
68,769	(53,998)	14,771	Net Cost of Service		91,212	(46,381)	44,831
9,892	(25)	9,867	Other Operating Expenditure	10	(461)	(46)	(507)
13,537	(15,149)	(1,612)	Financing and Investment I&E	11	21,938	(13,753)	8,185
18,127	(33,112)	(14,985)	Taxation & Non-specific Grant Income	12	24,494	(39,964)	(15,470)
110,325	(102,284)	8,041	(Surplus)/Deficit on Provision of Service		137,183	(100,144)	37,039
		2,553	(Surplus)/Deficit on revaluation of PPE	13			(7,113)
		(5,195)	Remeasure of net defined benefit liability/(asset)	40			(5,271)
		(2,642)	Other Comprehensive I&E				(12,384)
		5,399	Total Comprehensive I&E				24,655

Group Comprehensive Income and Expenditure Statement (CIES)

Group CIES

The Group Comprehensive Income and Expenditure Statement shows the total income earned and money spent for the financial year by the council and all the entities it controls, combined as if they were one single organisation. It presents a complete picture of the group's financial performance, removing any transactions between the council and its companies to avoid double-counting. The final figure on this statement reveals the overall surplus or deficit generated by the group's activities throughout the year..

	2023/24				2024/25		
Gross Expenditure	Gross Income	Net Expenditure	Group CIES	Gross Expenditure	Gross Income	Net Expenditure	
£'000	£'000	£'000		£'000	£'000	£'000	
4,720	(2,176)	2,544	Community & Residents	3,386	(1,767)	1,619	
4,275	(1,641)	2,634	Development & Economic Growth	3,269	(2,651)	618	
5,718	(5,192)	526	Enabling Services	7,421	(2,294)	5,127	
30,873	(29,956)	917	Finance	28,141	(27,339)	802	
18,436	(9,068)	9,368	Neighbourhood Services	15,293	(10,426)	4,867	
1,918	(1,717)	201	Policy, Climate & Sustainability	1,000	(22)	978	
2,829	(4,182)	(1,353)	Regeneration & Property	32,702	(1,882)	30,820	
35	(1,345)	(1,310)	# Rushmoor Homes Ltd #	264	(134)	130	
68,804	(55,277)	13,527	Cost of Service	91,476	(46,515)	44,961	
9,892	(25)	9,867	Other Operating Expenditure	(461)	(46)	(507)	
13,537	(15,044)	(1,507)	Financing and Investment I&E	21,938	(13,588)	8,350	
18,127	(33,112)	(14,985)	Taxation & Non-specific Grant Income	24,494	(39,964)	(15,470)	
110,360	(103,458)	6,902	(Surplus)/Deficit on Provision. of Service	137,447	(100,113)	37,334	
0		0	# Tax expense of Subsidiary #	(107)	0	(107)	
110,360	(103,458)	6,902	# (Surplus)/Deficit on Group #	137,340	(100,113)	37,227	
		2,553	(Surplus)/Deficit on revaluation of PPE			(6,552)	
		(5,195)	Remeasure of net defined benefit liability/(asset)			(5,271)	
		(2,642)	Other Comprehensive I&E			(11,823)	
		4,260	Total Comprehensive I&E			25,404	

Movement in Reserves Statement (MIRS)

Movement in Reserves Statement (MiRS)

This Movement in Reserves Statement shows the movement from the start of the year to the end on the different reserves held by the authority, analysed into 'usable reserves' (ie those that can be applied to fund expenditure or reduce local taxation) and other 'unusable reserves'. The statement shows how the movements in year of the authority's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return to the amounts chargeable to council tax (or rents) for the year.

The net increase/decrease line shows the statutory General Fund balance movements in the year following those adjustments

MIRS SINGLE 2024/25	Note	General Fund	Earmarked Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Council Reserves
		£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March brought forward		(3,350)	(19,470)	(3,537)	(2,945)	(29,302)	(86,255)	(115,557)
Adjustment to opening balances on adoption of IFRS 16 Leases		0	0	0	0	0	(211)	(211)
(Surplus)/Deficit on Provision of Services		37,039				37,039		37,039
Other Comprehensive I&E						0	(12,384)	(12,384)
Total Comprehensive I&E		37,039	0	0	0	37,039	(12,595)	24,444
Adjustments between accounting basis & funding basis under regulations	8	(37,462)	0	(475)	147	(37,790)	37,790	0
Transfer to/from Earmarked Reserves	9	1,578	(1,578)			0	0	0
(Increase) or Decrease in year		1,155	(1,578)	(475)	147	(751)	25,195	24,444
Balance at 31 March carried forward		(2,195)	(21,048)	(4,012)	(2,798)	(30,053)	(61,060)	(91,113)

MIRS SINGLE 2023/24	Note	General Fund	Earmarked Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Council Reserves
		£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March brought forward		(2,104)	(19,135)	(3,454)	(1,439)	(26,132)	(94,823)	(120,955)
(Surplus)/Deficit on Provision of Services		8,041				8,041		8,041
Other Comprehensive I&E							(2,642)	(2,642)
Total Comprehensive I&E		8,041	0	0	0	8,041	(2,642)	5,399
Adjustments between accounting basis & funding basis under regulations	8	(9,622)		(83)	(1,506)	(11,210)	11,210	0
Transfer to/from Earmarked Reserves	9	335	(335)			0	0	0
(Increase) or Decrease in year		(1,246)	(335)	(83)	(1,506)	(3,169)	8,568	5,399
Balance at 31 March carried forward		(3,350)	(19,470)	(3,537)	(2,945)	(29,301)	(86,255)	(115,556)

The Group Movement in Reserves Statement explains how the reserves, of the entire group have changed from the start of the year to the end. It takes the surplus or deficit from the Group CIES and shows how this and other accounting adjustments have affected the different types of reserves. This statement helps to understand the change in the group's overall financial health and highlights the resources it has available for future spending

Movement in Reserves Statement (MIRS)

MIRS Group 2024/25	Note	General Fund	Earmarked Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Council Share of Subsidiary P&L Reserve	Total Usable Reserves	Unusable Reserves	Total Council Reserves
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March brought forward		(3,350)	(19,470)	(3,537)	(2,945)	(945)	(30,246)	(86,706)	(116,952)
Adjustment to opening balances on adoption of IFRS 16 Leases								(211)	(211)
(Surplus)/Deficit on Provision of Services		37,039				308	37,347		37,347
Other Comprehensive I&E							0	(11,930)	(11,930)
Total Comprehensive I&E		37,039	0	0	0	308	37,347	(12,141)	25,206
Adjustments between accounting basis & funding basis under regulations (Note 8)		(37,462)	0	(475)	147		(37,790)	37,790	0
Transfer to/from Earmarked Reserves		1,578	(1,578)	0	0		0	0	0
(Increase) or Decrease in year		1,155	(1,578)	(475)	147	308	(443)	25,649	25,206
Balance at 31 March carried forward		(2,195)	(21,048)	(4,012)	(2,798)	(637)	(30,689)	(61,057)	(91,746)

MIRS Group 2023/24	Note	General Fund	Earmarked Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Council Share of Subsidiary P&L Reserve	Total Usable Reserves	Unusable Reserves	Total Council Reserves
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March brought forward		(2,104)	(19,135)	(3,454)	(1,439)	195	(25,937)	(95,274)	(121,211)
(Surplus)/Deficit on Provision of Services		8,041				(1,140)	6,901		6,901
Other Comprehensive I&E								(2,642)	(2,642)
Total Comprehensive I&E		8,041	0	0	0	(1,140)	6,901	(2,642)	4,259
Adjustments between accounting basis & funding basis under regulations (Note 8)		(9,622)		(83)	(1,506)		(11,210)	11,210	0
Transfer to/from Earmarked Reserves		335	(335)				0	0	0
(Increase) or Decrease in year		(1,246)	(335)	(83)	(1,506)	(1,140)	(4,309)	8,568	4,259
Balance at 31 March carried forward		(3,350)	(19,470)	(3,537)	(2,945)	(945)	(30,246)	(86,706)	(116,952)

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

Reserves are reported in two categories.

The first category of reserves are usable reserves, i.e. those reserves that the authority may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the capital receipts reserve that may only be used to fund capital expenditure or repay debt).

The second category of reserves is those that the authority is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the revaluation reserve), where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement in Reserves Statement line 'adjustments between accounting basis and funding basis under regulations'

Signature removed for publishing

Peter Vickers BSc FCA, Chief Finance Officer.....

Date: 20 February 2026

SINGLE	GROUP	Balance Sheet	Single	SINGLE	GROUP
31/03/2024	31/03/2024			31/03/2025	31/03/2025
£'000	£'000		<i>Note*</i>	£'000	£'000
119,755	119,755	Property, Plant and Equipment (PPE)	13	81,700	81,700
258	258	Heritage Assets	-	258	258
135,812	138,734	Investment Property	14	131,633	134,523
36	36	Intangible Assets	15	65	65
19,470	19,470	Long Term Investments	18	11,913	11,913
7,972	6,612	Long Term Debtors	17	8,899	6,731
283,303	284,865	Long Term Assets		234,468	235,190
0	0	Assets held for Sale	14a	16,573	16,573
15,000	15,000	Short Term Investments	18	5,000	5,000
5	5	Inventories	-	14	10
7,271	7,039	Short Term Debtors	19	12,531	12,555
6,550	6,617	Cash and Cash Equivalents	20	20,928	21,054
28,826	28,661	Current Assets		55,046	55,192
(157,000)	(157,000)	Short Term Borrowing	21	(102,000)	(102,000)
(19,563)	(19,563)	Short Term Creditors	22	(22,614)	(22,719)
(199)	(199)	Short Term Revenue Grants- Receipts in Advance	35	(372)	(372)
(324)	(324)	Other Short Term Liabilities (Leases)	18	(301)	(301)
(177,086)	(177,086)	Current Liabilities		(125,287)	(125,392)
(2,949)	(2,949)	Long Term Provisions (NNDR only)	23	(2,510)	(2,510)
(5,000)	(5,000)	Long Term Borrowing	24	(64,000)	(63,925)
(8,106)	(8,106)	Other Long Term Liabilities (Pensions & Leases only)	25	(2,679)	(2,679)
(3,434)	(3,434)	Long Term Capital Grants- Receipts in Advance	35	(3,925)	(3,925)
0	0	# Deferred Tax Liability #	-	0	(205)
(19,489)	(19,489)	Long Term Liabilities		(73,114)	(73,244)
115,554	116,951	Net Assets		91,113	91,746
(29,301)	(30,246)	Usable Reserves	<i>MiRS</i>	(30,053)	(30,689)
(86,253)	(86,705)	Unusable Reserves	26	(61,060)	(61,057)
(115,554)	(116,951)	Total Reserves		(91,113)	(91,746)

Notes outlined above are single entity only, for group account adjustments please see note 42.:

Cash Flow Statement

The Cash Flow Statement shows the changes in cash and cash equivalents of the authority during the reporting period. The statement shows how the authority generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the authority are funded by way of taxation and grant income or from the recipients of services provided by the authority. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the authority's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (ie borrowing) to the authority.

SINGLE	GROUP			SINGLE	GROUP
2023/24	2023/24			2024/25	2024/25
£000	£000		Notes	£000	£000
(8,041)	(6,901)	Net surplus or (deficit) on the provision of services	CIES	(37,039)	(37,227)
10,858	10,858	Adjustments to surplus or deficit on the provision of services for non-cash movements	27	48,773	49,022
446	341	Adjustment for items included in the net surplus or deficit on the provision of services that are investing or financing activities	28	(14,540)	(14,540)
3,263	4,298	Net Cash flows from operating activities		(2,806)	(2,745)
(46,930)	(48,080)	Investing activities	30	9,963	9,963
38,933	39,023	Financing activities	31	7,220	7,220
(4,734)	(4,759)	Net increase or decrease in cash and cash equivalents		14,377	14,438
1,817	1,857	Cash and cash equivalents at the beginning of the reporting period		6,551	6,616
6,551	6,616	Cash and cash equivalents at the end of the reporting period		20,928	21,054

1 Accounting Policies

i. General Principles

The statements of account summarise the authority's transactions for the 2024/25 financial year and its position at the year-end of 31 March 2025. 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 2024/25, supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under Section 12 of the 2003 Act.

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

Basis of Preparation and Presentation

Explanation of accounting statements

The Statement of Accounts set out the Council's income and expenditure for the year, and its financial position at 31st March 2025.

The format and content of the financial statements is prescribed by the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Local Authority Accounting in the UK 2024/25, in turn underpinned by International Financial Reporting Standards.

The Core (single entity and group) statements are:

- i. The Movement in Reserves Statement is a summary of the changes to the Council's reserves over the financial year. Reserves are divided into "usable", which can be invested in capital projects or service improvements, and "unusable", which must be set aside for specific purposes.
- ii. The Comprehensive Income and Expenditure Statement records all the Council's income and expenditure for the financial year. The upper element of the statement provides an analysis by service area. The lower half of the statement shows corporate transactions and financing.
- iii. The Balance Sheet is a "snap shot" of the Council's assets, liabilities, cash balances and reserves at the end of the financial year.
- iv. The Cash Flow Statement shows the reason for changes in the Council's cash balances during the financial year and whether those changes are due to operating activities, new investment or financing activities.

Group accounts outlined with single entity statements/notes where applicable.

The supplementary financial statements are:

- i. The Collection Fund Statement is a statutory fund maintained by a Billing Authority summarising local taxes and non-domestic rates collected by the Council, along with redistribution payments to Precepting Authorities
- ii. The Independent Auditor's Report provides the auditor's opinion on the financial statements and the Council's arrangements for securing economy, efficiency and effectiveness in the use of resources.
- iii. The Annual Governance Statement sets out the governance structure of the Council and its key internal controls.

As at the balance sheet date the Council held short-term borrowing of £102m to be re-financed in 2024/25, this represents a risk to the council if the refinancing interest rates exceed the Medium-Term

Financial Plan assumptions impacting upon the assumed savings to bring the Council's Medium-Term Financial Plan back into balance without reliance upon a drawdown from reserves. Therefore, a material uncertainty exists that may cast significant doubt upon the Council's forecasts which could require an increase in planned income and a reduction in costs to ensure all services levels are maintained. No adjustments have been made in the financial statements to the carrying value of assets should funding not be forthcoming.

ii. Accruals of Income and Expenditure

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

- Revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed – where there is a gap between the date supplies are received and their consumption; they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue in financing and investment income and expenditure for the income that might not be collected. The de minimis for the accrual of a single item is £2,000.

iii. Cash and Cash Equivalents

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are highly liquid investments that mature in no more than one month or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

iv. Prior Period Adjustments, Changes in Accounting Policies and Estimates & Errors

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

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the authority's financial position or financial performance. Where a change is made, it is applied retrospectively (unless not material or stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

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

v. Charges to Revenue for Non-Current Assets

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

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

The authority is not required to raise council tax to fund depreciation, revaluation and impairment losses or amortisation. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to either an amount calculated on a prudent basis determined by the authority in accordance with statutory guidance (England and Wales) or the statutory repayment of loans fund advances. Depreciation, revaluation and impairment losses, and amortisation are therefore replaced by the contribution in the General Fund balance MRP or the statutory repayment of loans fund advances, by way of an adjusting transaction with the capital adjustment account in the Movement in Reserves Statement for the difference between the two.

vi. Council Tax and Non-Domestic Rates

Billing authorities act as agents, collecting council tax and non-domestic rates (NDR) on behalf of the major preceptors (including government for NDR) and, as principals, collecting council tax and NDR for themselves. Billing authorities are required by statute to maintain a separate fund (i.e. the collection fund) for the collection and distribution of amounts due in respect of council tax and NDR. Under the legislative framework for the collection fund, billing authorities, major preceptors and central government (for NDR) share proportionately the risks and rewards that the amount of council tax and NDR collected could be less or more than predicted.

Accounting for Council Tax and NDR:

The council tax and NDR income included in the Comprehensive Income and Expenditure Statement (CIES) is the authority's share of accrued income for the year. However, regulations determine the amount of council tax and NDR that must be included in the authority's General Fund. Therefore, the difference between the income included in the 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.

The Balance Sheet includes the authority's share of the end of year balances in respect of council tax and NDR 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 CIES. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

vii. Employee Benefits

Benefits Payable during Employment:

Short-term employee benefits are those due to be settled wholly within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits (e.g. cars) for current employees and are recognised as an expense for services in the year in which employees render service to the authority. 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 that 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 to the accumulated absences account so that holiday entitlements are charged to revenue in the financial year in which the holiday absence occurs.

Termination Benefits:

Termination benefits are amounts payable as a result of a decision by the authority to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy in exchange for those benefits and are charged on an accruals basis to the appropriate service segment or, where applicable, to a corporate service segment at the earlier of when the authority can no longer withdraw the offer of those benefits or when the authority 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 authority to the pension fund or pensioner in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement, appropriations are required to and from the pensions reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end.

Post-employment Benefits:

Employees of the authority are members of one pension scheme:

- the Local Government Pensions Scheme, administered by Hampshire County Council.

This scheme provided defined benefits to members (retirement lump sums and pensions), earned as employees worked for the authority.

The Local Government Pension Scheme:

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

- The liabilities of the Hampshire County Council's pension fund attributable to the authority are included in the Balance Sheet on an actuarial basis using the projected unit method – i.e. an

assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc, and projected earnings for current employees.

- Liabilities are discounted to their value at current prices, using a discount rate of 4.8% based on the indicative rate of return on high quality corporate bond.
- The assets of Hampshire County Council's pension fund attributable to the authority are included in the Balance Sheet at their fair value:
 - quoted securities – current bid price
 - unquoted securities – professional estimate
 - unitised securities – current bid price
 - property – market value.

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

Service cost comprising:

- current service cost – the increase in liabilities as a result of years of service earned this year – allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked
- past service cost – the increase in liabilities as a result of a scheme amendment or curtailment whose effect relates to years of service earned in earlier years – debited to the surplus or deficit on the provision of services in the Comprehensive Income and Expenditure Statement
- net interest on the net defined benefit liability (asset), i.e. net interest expense for the authority – the change during the period in the net defined benefit liability (asset) that arises from the passage of time charged to the financing and investment income and expenditure line of the Comprehensive Income and Expenditure Statement – this is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability (asset) at the beginning of the period – taking into account any changes in the net defined benefit liability (asset) during the period as a result of contribution and benefit payments.

Remeasurements comprising:

- the return on plan assets – excluding amounts included in net interest on the net defined benefit liability (asset) – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
- actuarial gains and losses – changes in the net pensions liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
- contributions paid to the Hampshire County Council pension fund – cash paid as employer's contributions to the pension fund in settlement of liabilities; not accounted for as an expense.

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

Discretionary Benefits:

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

viii. Events After the Balance Sheet Date

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

Two types of events can be identified:

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

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

ix. Financial Instruments

Financial Liabilities:

Financial liabilities 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 and are carried at their amortised cost. Annual charges to the financing and investment income and expenditure line in the Comprehensive Income and Expenditure Statement (CIES) for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

For the borrowings that the authority has, this means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus accrued interest); and interest charged to the CIES is the amount payable for the year according to the loan agreement.

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 cash flow characteristics. The authority holds financial assets measured at:

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

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

Financial Assets Measured at Amortised Cost:

Notes to the Accounts

Financial assets measured at amortised cost are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the financing and investment income and expenditure line in the 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 authority, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest), and interest credited to the CIES is the amount receivable for the year in the loan agreement.

However, the authority has made a number of loans to voluntary organisations at less than market rates (soft loans). When soft loans are made, a loss is recorded in the CIES (debited to the appropriate service) for the present value of the interest that will be foregone over the life of the instrument, resulting in a lower amortised cost than the outstanding principal.

Interest is credited to the financing and investment income and expenditure line in the CIES at a marginally higher effective rate of interest than the rate receivable from the voluntary organisations, with the difference serving to increase the amortised cost of the loan in the Balance Sheet. Statutory provisions require that the impact of soft loans on the General Fund balance is the interest receivable for the financial year – the reconciliation of amounts debited and credited to the CIES to the net gain required against the General Fund balance is managed by a transfer to or from the financial instrument adjustment account in the Movement in Reserves Statement.

Any gains and losses that arise on the derecognition of a financial asset are credited or debited to the financing and investment income and expenditure line in the CIES.

Expected Credit Loss Model:

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

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

Financial Assets Measured at Fair Value through Comprehensive Income:

Financial assets that are measured at FVOCI 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 other comprehensive income.

Financial Assets Measured at Fair Value through Profit and Loss:

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

Fair Value Measurements of Financial Assets:

Fair value of an asset is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. The fair value measurements of the authority's financial assets are based on the following techniques:

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

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

- Level 1 inputs - quoted prices (unadjusted) in active markets for identical assets that the Council can 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.

Any gains and losses that arise on the de-recognition of the asset are credited or debited to the Financing and Investment Income and Expenditure line in the CIES and are balanced by entries in the Pooled Investment Fund Adjustment Account (PIFAA).

x. Government Grants and Contributions

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

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

Amounts recognised as due to the Council are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied.

Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset in the form of the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

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

Where capital grants are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund balance in the Movement in Reserves Statement. Where the grant has yet to be used to finance capital expenditure, it is posted to the capital grants unapplied reserve. Where it has been applied, it is posted to the capital adjustment account. Amounts in the capital grants unapplied reserve are transferred to the capital adjustment account once they have been applied to fund capital expenditure.

xi. Heritage Assets

The Council's heritage assets largely comprise items of civic regalia as well as a memorial and statues. They are all held in support of their primary objective of contributing to knowledge and culture and appreciation of the Council's history and local area. Heritage assets are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the authority's accounting policies on property, plant and equipment.

xii. Intangible Assets

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

The Council does not have any internally generated intangible assets. Intangible assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the authority can be determined by reference to an active market. In practice, no intangible asset held by the authority meets this criterion, and they are therefore carried at cost less accumulated depreciation and any accumulated impairment loss. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised are posted to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the other operating expenditure line in the Comprehensive Income and Expenditure Statement.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and losses are not permitted to have an impact on the General Fund balance. The gains and losses are therefore reversed out of the General Fund balance in the Movement in Reserves Statement and posted to the capital adjustment account and (for any sale proceeds greater than £10,000) the capital receipts reserve.

xiii. Inventories

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

xiv. Long-term contracts

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.

xv. 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 revalued annually according to market conditions at the year-end. Gains and losses on revaluation are posted to the financing and investment income and expenditure line in the Comprehensive Income and Expenditure Statement. The same treatment is applied to gains and losses on disposal.

Rentals received in relation to investment properties are credited to the financing and investment income line and result in a gain for the General Fund balance. However, revaluation and disposal gains and losses are not permitted by statutory arrangements to have an impact on the General Fund balance. The gains and losses are therefore reversed out of the General Fund balance in the Movement in Reserves Statement and posted to the capital adjustment account and (for any sale proceeds greater than £10,000) the capital receipts reserve.

xvi. Joint Operations

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

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

xvii. Leases

Definition of a Lease

At inception of a contract, the Council assesses whether a contract is, or contains, a lease. A contract is, or contains, a lease if the contract conveys the right to control the use of an identified asset for a period of time in exchange for consideration. To assess whether a contract conveys the right to control the use of an identified asset, the Council assesses whether:

- The contract involves the use of an identified asset
- The Council has the right to obtain substantially all of the economic benefits from use of the asset throughout the period of use
- The Council has the right to direct the use of the asset

The Council as Lessee

Recognition and Measurement

The Council recognises right-of-use assets and lease liabilities at the lease commencement date. The right-of-use assets are initially measured at cost, which comprises:

- The initial amount of the lease liability
- Any lease payments made at or before the commencement date, less any lease incentives received
- Any initial direct costs incurred by the Council
- An estimate of costs to be incurred in dismantling and removing the underlying asset, restoring the site or restoring the asset to the condition required by the terms and conditions of the lease.

The right-of-use assets are subsequently measured at cost less accumulated depreciation and impairment losses, adjusted for any remeasurement of the lease liability.

The right-of-use assets are depreciated on a straight-line basis over the shorter of the lease term and the useful life of the underlying asset. If the lease transfers ownership of the underlying asset to the Council by the end of the lease term or if the cost of the right-of-use asset reflects that the Council will exercise a purchase option, the right-of-use asset is depreciated over the useful life of the underlying asset.

The lease liability is initially measured at the present value of lease payments that are not paid at the commencement date, discounted using the interest rate implicit in the lease or, if that rate cannot be readily determined, the Council's incremental borrowing rate.

The lease payments included in the measurement of the lease liability comprise:

- Fixed payments, including in-substance fixed payments
- Variable lease payments that depend on an index or rate, initially measured using the index or rate at the commencement date
- Amounts expected to be payable under a residual value guarantee
- The exercise price of a purchase option if the Council is reasonably certain to exercise that option

Notes to the Accounts

- Payments of penalties for terminating the lease, if the lease term reflects the Council exercising an option to terminate the lease

The lease liability is subsequently measured by:

- Increasing the carrying amount to reflect interest on the lease liability
- Reducing the carrying amount to reflect the lease payments made
- Remeasuring the carrying amount to reflect any reassessment or lease modifications

When the lease liability is remeasured, a corresponding adjustment is made to the right-of-use asset or recorded in the Comprehensive Income and Expenditure Statement if the carrying amount of the right-of-use asset has been reduced to zero.

Practical Expedients and Exemptions

The Council has elected not to recognise right-of-use assets and lease liabilities for:

- Short-term leases that have a lease term of 12 months or less
- Leases of low-value assets (assets with a value of less than £10,000 when new)

The Council recognises the lease payments associated with these leases as an expense on a straight-line basis over the lease term.

The Council as Lessor

When the Council acts as a lessor, it determines at lease inception whether each lease is a finance lease or an operating lease.

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 and replaced by a long-term debtor in the Balance Sheet valued on the future payments expected to be received under the lease.

Lease rentals receivable are apportioned between:

- A charge for the acquisition of the interest in the property – applied to write down the lease debtor
- Finance income (credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement)

The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement.

Operating Leases

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement on a straight-line basis over the life of the lease.

Sale and Leaseback Transactions

Where the Council sells an asset and immediately leases it back, the transaction is accounted for based on whether the transfer of the asset qualifies as a sale under IFRS 15 Revenue from Contracts with Customers.

Transfer Qualifies as a Sale

If the transfer of the asset satisfies the requirements of IFRS 15 to be accounted for as a sale:

- The Council derecognises the asset and recognises a right-of-use asset arising from the leaseback at the proportion of the previous carrying amount that relates to the right of use retained.
- The Council recognises only the amount of any gain or loss that relates to the rights transferred to the buyer-lessor.
- The right-of-use asset is adjusted for any below-market terms which are accounted for as a prepayment of lease payments.
- The lease liability is recognised in accordance with the Council's standard lease accounting policy.

Transfer Does Not Qualify as a Sale

If the transfer of the asset does not satisfy the requirements of IFRS 15 to be accounted for as a sale:

- The Council continues to recognise the transferred asset and recognises a financial liability equal to the transfer proceeds.
- The financial liability is accounted for in accordance with IFRS 9 Financial Instruments.
- No gain or loss is recognised on the transaction.

Lease Modifications

As Lessee

The Council accounts for a lease modification as a separate lease if:

- The modification increases the scope of the lease by adding the right to use one or more underlying assets
- The consideration for the lease increases by an amount commensurate with the stand-alone price for the increase in scope

For a lease modification that is not accounted for as a separate lease, the Council:

- Allocates the consideration in the modified contract
- Determines the lease term of the modified lease
- Remeasures the lease liability by discounting the revised lease payments using a revised discount rate
- Decreases the carrying amount of the right-of-use asset to reflect partial or full termination of the lease for modifications that decrease the scope of the lease
- Makes a corresponding adjustment to the right-of-use asset for all other lease modifications

As Lessor

For a modification to a finance lease, the Council accounts for the modification as a separate lease if:

- The modification increases the scope of the lease by adding the right to use one or more underlying assets
- The consideration for the lease increases by an amount commensurate with the stand-alone price for the increase in scope

For a modification to an operating lease, the Council accounts for the modification as a new lease from the effective date of the modification.

Transition Arrangements

The Council has applied IFRS 16 using the modified retrospective approach, with the cumulative effect of initially applying the standard recognised as an adjustment to the opening balance of retained earnings at the date of initial application.

For leases previously classified as operating leases under IAS 17, the Council has:

- Recognised right-of-use assets and lease liabilities in the Balance Sheet, initially measured at the present value of the remaining lease payments, discounted using the Council's incremental borrowing rate at the date of initial application
- Excluded initial direct costs from the measurement of the right-of-use asset at the date of initial application
- Used hindsight in determining the lease term where the contract contains options to extend or terminate the lease

Notes to the Accounts

For leases previously classified as finance leases under IAS 17, the carrying amount of the right-of-use asset and the lease liability at the date of initial application is the carrying amount of the lease asset and lease liability immediately before that date measured applying IAS 17.

The Council did not identify any onerous leases under IAS 37 at the date of initial application.

xviii. Overheads and Support Services

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

xix. Property, Plant and Equipment

Assets are depreciated over useful lives that are dependent on assumptions about the ongoing economic use and efficiency of the asset. Any change in assumption of use of the asset could shorten the assets useful economic life. Applicable assets are valued on a minimum five-year rolling basis.

Recognition:

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

Measurement:

Assets are initially measured at cost, comprising:

- purchase price
- any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management.

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

Donated assets are measured initially at fair value. The difference between fair value and any consideration paid is credited to the taxation and non-specific grant income and expenditure line of the Comprehensive Income and Expenditure Statement, unless the donation has been made conditionally. Until conditions are satisfied, the gain is held in the donated assets account. Where gains are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund balance to the capital adjustment account in the Movement in Reserves Statement.

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

- infrastructure, community assets and assets under construction – depreciated historical cost
- surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant's perspective
- all other assets – fair value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV).

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

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

Increases in valuations are matched by credits to the revaluation reserve to recognise unrealised gains.

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

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

Impairment:

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

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

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

Depreciation:

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

Depreciation is calculated on the following bases:

- dwellings and other buildings – straight-line allocation over the remaining useful life of the property as estimated by the valuer
- vehicles, plant and equipment – straight-line allocation over the remaining useful life of the asset.

Where an item of Property, Plant and Equipment 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.

Disposals and Non-current Assets Held for Sale:

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. The asset is revalued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the

Notes to the Accounts

Other Operating Expenditure line in the CIES. Gains in fair value are recognised only up to the amount of any previous 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. A proportion of capital receipts relating to housing disposals is payable to the government. The balance of receipts remains within the capital receipts reserve, and can then only be used for new capital investment or set aside to reduce the authority's underlying need to borrow (the capital financing requirement). Receipts are appropriated to the reserve from the General Fund balance in the Movement in Reserves Statement.

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

xx. Provisions, Contingent Liabilities and Assets

Provisions:

Provisions are made where an event has taken place on or before the Balance Sheet date:

- that gives the authority a present obligation
- that probably requires settlement by a transfer of economic benefits or service potential, and
- where a reliable estimate can be made of the amount of the obligation.

If it is not clear whether an event has taken place on or before the Balance Sheet date, it is deemed to give rise to a present obligation if, taking account of all available evidence, it is more likely than not that a present obligation exists at the Balance Sheet date. The present obligation can be legal or constructive.

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

Estimated settlements are reviewed at the end of each financial year. Where it becomes less than probable that a transfer of economic benefits will now be required (or a lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service.

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

Contingent Liabilities

A contingent liability arises where an event has taken place that gives the authority 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 authority. 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 with sufficient reliability.

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

Contingent assets

A contingent asset arises where an event has taken place that gives the authority 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 authority.

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.

xxi. Reserves

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

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

xxii. Revenue Expenditure Funded from Capital under Statute

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset has been charged as expenditure to the relevant service in the 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 Movement in Reserves Statement from the General Fund Balance to the Capital Adjustment Account then reverses out the amounts charged so that there is no impact on the level of council tax.

xxiii. Value Added Tax (VAT)

VAT payable is included as an expense only to the extent that it is not recoverable from HMRC. VAT receivable is excluded from income.

xxiv. Fair value measurement of non-financial assets

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

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

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

The authority measures the fair value of an asset using the assumptions that market participants would use when pricing the asset, 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 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 that the authority can access at the measurement date
- Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly
- Level 3 – unobservable inputs for the asset.

xxv. Capitalisation Criteria

Borrowing Costs - The Council has adopted a policy under IAS 23 'Borrowing Costs' to capitalise borrowing costs directly attributable to the acquisition, construction or production of a qualifying asset. In implementing a policy of capitalisation of borrowing costs the Council has determined what it sees as a qualifying asset and what the borrowing costs are, that are to be capitalised.

- Qualifying Assets – Assets that take a substantial period of time to get ready for their intended use or sale, where this would cause a significant balance of borrowing costs to accrue.

- Borrowing costs – Where the Council borrows to specifically fund a scheme the amount that is capitalised is the actual cost of borrowing less investment income. Where funds are borrowed generally a capitalisation rate is used based on the weighted average of borrowing costs during the period. The Council only capitalises borrowing costs when in addition to the above it becomes probable that the capital expenditure will result in future economic benefits or service potential to the Council; and that the borrowing costs can be measured reliably.

2 Accounting Standards Issued, Not Adopted

The Code of Practice on Local Authority Accounting in the United Kingdom 2024/25 requires authorities to disclose information relating to the impact of accounting standards that have been issued but are not yet adopted by the Code. This requirement applies only to those standards listed in Appendix C of the 2025/26 Code.

For the 2024/25 financial statements, the following accounting standards have been issued but not yet adopted:

- (a) IAS 21 – The Effects of Changes in Foreign Exchange Rates (Lack of Exchangeability)

Issued in August 2023, this amendment clarifies how an entity should assess whether a currency is exchangeable and, when it is not, how to determine a spot exchange rate. It also introduces new disclosure requirements to help users understand the impact of using a non-exchangeable currency. This is unlikely to have a material impact for most local authorities but will require assessment of any relevant transactions.

- b) IFRS 17 – Insurance Contracts
IFRS 17 replaces IFRS 4 and sets out principles for the recognition, measurement, presentation, and disclosure of insurance contracts. It is not expected to apply to most local authorities due to the nature of their transactions, but authorities should assess whether any arrangements fall within scope.
- c) Changes to the measurement of non-investment assets (Operational Property, Plant and Equipment and Intangible Assets)

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These changes include adaptations of IAS 16 and IAS 38, introducing:

- A revaluation approach requiring valuations every five years (or on a five-year rolling basis), with indexation in the intervening years.
- A historical cost measurement requirement for intangible assets.

Although these changes would typically constitute a change in accounting policy, the Code includes relief from retrospective restatement. They will be applied prospectively in the 2025/26 accounts.

The authority does not anticipate that these amendments will have a material impact on the financial statements for the year ending 31 March 2025, but will continue to assess implications as further guidance becomes available.

3 Critical Judgements in Applying Accounting Policies

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

- **Future Funding for Local Government.** There is an element of risk about future levels of funding for local government. However, the Council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Council might be impaired as a result of a need to close facilities and reduce levels of service provision. In addition, as mentioned in the Narrative Statement, the Council has made judgements about the adequacy of its balances and has also put in place processes to achieve savings that will mitigate or counteract any future changes in its levels of funding or other income.

- **Asset Classifications.** The Council has made judgements on whether assets are classified as Investment Property or Property, Plant and Equipment. These judgements are based on an understanding of the main purpose that the Council is holding the asset. If the asset is used in delivering services, or is occupied by third parties who are subsidised by the Council, the asset is deemed to be Property, Plant and Equipment. A non-current asset used solely to earn rentals and/or for capital appreciation is classified as an Investment Property.

- **Assets Held for Sale.** During 2024/25 the Council approved a programme of asset disposals as part of its capital and financial recovery strategy. Management has exercised judgement in determining that certain investment properties, with a carrying value of £16.573m, met the criteria for classification as assets held for sale at 31 March 2025. This judgement was based on formal approval to dispose of the assets, active marketing at the balance sheet date, the assets being available for immediate sale in their present condition, and the expectation that disposal would be completed within twelve months of the reporting date.

- **Property, Plant and Equipment.** Non-current assets are depreciated over their useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to them. If the useful life of a non-current asset is reduced, depreciation increases and the carrying amount of the non-current asset falls. Annual depreciation charge for buildings would increase proportionately for every year that an asset useful life has to be reduced.
- **Lease Classification.** The Council has made judgments on whether its lease arrangements are operating leases or finance leases. These judgements are based on a series of tests to assess whether the risks and rewards of ownership have been transferred from the lessor to the lessee. The accounting treatment for operating and finance leases is significantly different.
- **Contractual Arrangements.** The Council has made judgments on whether its contractual arrangements contain embedded leases i.e. arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment where fulfilment of the arrangement is dependent on the use of specific assets.
- **Potential Liabilities.** The Council has made judgments about the likelihood of potential liabilities and whether a provision should be made. The judgements are based on the degree of certainty and an assessment of the likely impact.
- **Bad or Doubtful Debts.** The Council has made judgments about the level of bad or doubtful debts and the level of provision that it may need to provide for. These judgements are based on historical experience of debtor defaults and current economic conditions.
- **Business Rate Appeals.** The Council has made judgments about the number of successful appeals under the Business Rates Retention Scheme.

All of these judgements are the responsibility of the Chief Financial Officer as set out in the Statement of Responsibilities for the Statement of Accounts.

4 Assumptions & Uncertainty

The statement of accounts contains estimated figures that are based on assumptions made by the authority about the future or that are otherwise uncertain. Estimates are made taking into account historical experience, current trends and other relevant factors. The assumptions and other sources of estimation uncertainty disclosed below relate to the estimates that require the authority's most difficult, subjective or complex judgements. As the number of variables and assumptions affecting the possible future resolution of the uncertainties increases, those judgements become more subjective and complex. As a result, balances cannot be determined with certainty and actual results could be materially different from the assumptions and estimates.

The items in the Council's Balance Sheet at 31st March 2025 for which there is a risk of adjustment in the forthcoming financial year are provided below:

Item	Uncertainties	Effect if actual results differ from assumptions
Property, plant and equipment	Assets are depreciated over useful lives that depend on assumptions about the level of future repairs and maintenance. The current economic climate, inflation in construction costs and uncertainty over future funding for maintenance programmes increase the risk that useful lives may differ from those estimated.	If useful lives are reduced, depreciation increases and the carrying amount of the assets falls more quickly. Based on current estimates, a one-year reduction in average useful lives for buildings would increase annual depreciation by £15k. During the most recent valuation cycle, the average movement in OLB assets was 0.7%. If this were applied to similar assets not revalued in-year, their carrying amount

	PPE valued at depreciated replacement cost (DRC) or existing use value (EUV) relies on significant assumptions used by the external valuer, including BCIS build-cost indices, location factors, market yields, and adjustments for regional market conditions. These inputs are subject to economic and market variability. Applicable assets are revalued on a minimum five-year rolling basis.	would increase by approximately £1k, which is not material enough to warrant a full valuation. Movements in BCIS indices, yields or location factors could materially affect asset values. A 1% change in construction cost indices could result in a significant change in the carrying amount of DRC-valued assets.
Investment Properties	Investment properties are measured at fair value each year using market-based valuation techniques. These valuations rely on unobservable inputs, including assumptions on market yields, rental income, tenant demand, void periods and expectations of future property market conditions. Given current fluctuations in commercial property markets, these assumptions carry a significant degree of estimation uncertainty.	Changes in market yields, rental assumptions or void period estimates would lead to a material change in the fair value of investment properties. Based on the valuer's sensitivity analysis, a 0.25% movement in market yields would increase or decrease the fair value of the Council's investment properties by a material amount. Variations in rental income assumptions (for example, a 5% change in expected rents) could also lead to significant changes in carrying values.
Fair value measurements	When the fair values of financial assets and financial liabilities cannot be measured based on quoted prices in active markets (i.e. Level 1 inputs), their fair value is measured using valuation techniques (e.g. quoted prices for similar assets or liabilities in active markets or the discounted cash flow (DCF) model). Where possible, the inputs to these valuation techniques are based on observable data, but where this is not possible judgement is required in establishing fair values. These judgements typically include considerations such as uncertainty and risk. However, changes in the assumptions used could affect the fair value of the authority's assets and liabilities.	The authority uses the discounted cash flow (DCF) model to measure the fair value of some of its investment properties and financial assets. The significant unobservable inputs used in the fair value measurement include management assumptions regarding rent growth, vacancy levels (for investment properties) and discount rates – adjusted for regional factors (for both investment properties and some financial assets). Significant changes in any of the unobservable inputs would result in a significantly lower or higher fair value measurement for the investment properties and financial assets.

	Where Level 1 inputs are not available, the authority employs relevant experts to identify the most appropriate valuation techniques to determine fair value (for example for investment properties, the authority's chief valuation officer and external valuer). Information about the valuation techniques and inputs used in determining the fair value of the authority's assets and liabilities is disclosed in notes below.	
Provisions (NNDR appeals)	The Council has recognised a provision of £2.510m (£6.275m full collection fund) in respect of appeals against non-domestic rate valuations. The provision represents management's best estimate of the expenditure required to settle obligations arising from appeals lodged at the balance sheet date and is based on the number of appeals received, historical success rates, and the estimated average settlement value per appeal.	There is significant estimation uncertainty in determining the level of the provision, as the final outcome and timing of appeals are dependent on decisions by the Valuation Office Agency and may be influenced by precedent set by other authorities. A reasonably possible change in assumptions, such as a 10% increase in either the number of appeals or the estimated average settlement value, would increase the required provision by approximately £251k
Pensions Liability	Estimation of the net liability to pay pensions	The effects on the net pension liability of changes in individual assumptions can be

	depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the authority with expert advice about the assumptions to be applied.	measured. For instance, a 0.1% decrease in the discount rate assumption would result in an increase in the pension liability of £2,124k. However, the assumptions interact in complex ways. During 2023/24, the authority's actuaries advised that the net pensions liability had decreased by £1.309m as a result of estimates being corrected as a result of experience and decreased by £4,536k attributable to updating of the assumptions.
Arrears	The NDR arrears balance of £663k (£1,516k full collection fund) at the Balance Sheet date is deemed to be at risk of material adjustment within the next year due to current economic circumstances meaning that businesses are struggling to pay. A review of significant balances suggested that an impairment of doubtful debts of 68% (£410k or £1,025k full collection fund) was appropriate. However, in the current economic climate it is not certain that such an allowance would be sufficient.	If collection rates were to deteriorate, for every 1% reduction in collection rates, an extra £50k would be required to be set aside as an allowance.

5 Events After the Balance Sheet Date

The Statement of Accounts was authorised for issue by the Executive Head of Finance on 20 February 2026. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2025, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

Adjusting events

There were no events after the reporting period that provided evidence of conditions existing at 31 March 2025 requiring adjustment to the financial statements.

Non-adjusting events

The following events occurred after 31 March 2025 which, while not requiring adjustment to the financial statements, are considered relevant to the understanding of the Council's financial position:

Local Government Reorganisation

On 5 February 2025, the Secretary of State wrote to all councils in Hampshire inviting proposals for the creation of new unitary councils, replacing the current two-tier structure of Hampshire County Council and 11 district and borough councils (including the Council), together with the neighbouring unitary authorities of Southampton, Portsmouth and the Isle of Wight. Hampshire and the Solent area was confirmed as part of the Government's Devolution Priority Programme on the same date. An interim plan was jointly submitted to Government on behalf of all 15 councils on 21 March 2025.

Following the balance sheet date, the reorganisation programme advanced significantly. On 10 April 2025 the Council appointed an Interim Managing Director as Head of Paid Service in place of the Chief Executive (see below). Throughout the summer of 2025, the Council worked collaboratively with neighbouring authorities to develop detailed proposals. On 25 September 2025, the Full Council voted to endorse a joint proposal, "Close enough to be local, big enough to stay strong", which was submitted to the Ministry of Housing, Communities and Local Government (MHCLG) on 26 September 2025.

Notes to the Accounts

The joint proposal, supported by 11 of the 15 councils in the area including Rushmoor, sets out a case for four new mainland unitary councils (plus the Isle of Wight remaining as its own unitary council). Under the preferred option endorsed by the Council, Rushmoor would form part of a new North Hampshire unitary council together with Hart and Basingstoke and Deane, providing all services currently delivered by both the borough/district councils and Hampshire County Council in the area.

On 19 November 2025, MHCLG launched a statutory public consultation on four proposals received for the Hampshire and Solent area. The consultation closed on 11 January 2026. The Government is expected to announce its final decision in early 2026, with shadow elections anticipated in 2027 and new councils formally coming into effect in April 2028.

The Council has prepared these accounts on the going concern basis. While the reorganisation programme is expected to result in the Council ceasing to exist in its current form by April 2028, the services and functions currently provided by the Council will continue to be delivered by the successor authority. The Council's assets and liabilities will transfer to the successor body under the relevant statutory transfer scheme. As such, local government reorganisation does not give rise to a going concern issue, consistent with the provisions of the Code and the guidance issued by CIPFA/LASAAC.

Senior Management Restructure

On 10 April 2025, the Full Council approved the deletion of the Chief Executive post and appointed the Deputy Chief Executive, Ian Harrison, as the Interim Managing Director and Head of Paid Service for an initial period of six months, which was further extended to May 2026 by Full Council in September 2025. A wider review of the senior management structure is underway to align with the priorities set out in the 2025/26 Council Delivery Plan and to demonstrate clearer accountability, a simplified structure and reduced costs. This restructure is being undertaken in the context of the Local Government Reorganisation programme and recommendations from the LGA Corporate Peer Challenge and CIPFA financial resilience review conducted during 2024/25.

Asset Disposals

In April 2025, the Council completed the first disposal under its approved asset rationalisation and financial recovery strategy. Frimley Business Park Units 4.2 & 4.3 for £3.3m was disposed of in April 2025. The disposals from the programme of assets identified (with a combined carrying value of £16.573m classified as assets held for sale at 31 March 2025 — see Note 14a) are expected to be completed during 2025/26. The proceeds from disposals are being applied to reduce the Council's borrowing requirement in accordance with the financial recovery plan agreed by Cabinet in October 2024.

6 Note to Expenditure and Funding Analysis

2023/24				Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	2024/25			
Adjustments for Capital Purposes (Note a) £'000	Net change for the Pensions Adjustments (Note b) £'000	Other Differences (Note c) £'000	Total Adjustments £'000		Adjustments for Capital Purposes (Note a) £'000	Net change for the Pensions Adjustments (Note b) £'000	Other Differences (Note c) £'000	Total Adjustments £'000
(1,341)	(16)	0	(1,357)	Community & Residents	27	(15)	4	16
629	(23)	0	606	Development & Economic Growth	0	(27)	6	(21)
136	(36)	0	100	Enabling Services	1,366	(43)	9	1,332
(236)	(24)	0	(260)	Finance	1	(23)	5	(17)
2,763	(52)	1	2,712	Neighbourhood Services	1,131	(53)	13	1,091
(68)	(12)	0	(80)	Policy, Climate & Sustainability	0	(9)	2	(7)
(3,037)	(11)	0	(3,048)	Regeneration & Property	29,862	(12)	1	29,851
(1,154)	(174)	1	(1,327)	Net Cost of Services	32,387	(182)	40	32,245
10,192	466	291	10,949	Other income and expenditure from the Expenditure and Funding Analysis	5,416	352	(551)	5,217
9,038	292	292	9,622	Difference between General Fund surplus or deficit and CIES Surplus or Deficit on the Provision of Services	37,803	170	(511)	37,462

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

- Other operating expenditure – adjusts for capital disposals with a transfer of income on disposal of assets and the amounts written off for those assets.
- Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.
- Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivables in the year to those receivables without conditions or for which conditions were satisfied throughout the year. The Taxation and Non-Specific Grant Income and Expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

b) Net Change for the Pensions Adjustments - net change for the removal of pension contributions and the addition of IAS 19 Employee Benefits pension related expenditure and income:

- For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.
- For Financing and investment income and expenditure – the net interest on the defined benefit liability is charged to the CIES.

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

- For services this represents the removal of Accumulated Absences accrual.
- For financing and investment income and expenditure the other statutory adjustments column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
- The charge under Taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for Council Tax and NNDR that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future Surpluses or Deficits on the Collection Fund.

Segmental Income

Income received on a segmental basis is analysed below:

2023/24		2024/25
£000s		£000s
(571)	Community & Residents	(708)
(1,195)	Development & Economic Growth	(2,164)
(5,192)	Enabling Services	(2,294)
(2,385)	Finance	(1,935)
(6,724)	Neighbourhood Services	(6,585)
(1,511)	Policy, Climate & Sustainability	(22)
(1,013)	Regeneration & Property	(1,091)
(18,591)		(14,799)

7 Expenditure and Income Analysed by Nature

The authority's expenditure and income is analysed as follows:

2023/24		2024/25
£000s		£000s
	Expenditure:	
14,826	Employee benefits expenses	15,401
6,170	Changes in the Fair Value of Investment Property	12,696
1,561	Depreciation, amortisation, impairment	31,981
18,127	Precepts and levies	24,494
6,900	Interest payments	7,010
43,491	Other services expenses	45,952
9,817	Loss /(gain) on disposal	(703)
467	Net interest on net defined benefit liability/asset	352
101,359	Total expenditure	137,183
	Income:	
(10,081)	Changes in the Fair Value of Investment Property	0
(15,608)	Fees, charges and other service income	(24,663)
(32,381)	Government grants and contributions	(38,866)
(29,963)	Income from council tax and non-domestic rates income	(32,690)
(4,665)	Interest and investment income	(4,207)
(620)	Other income	282
(93,318)	Total income	(100,144)
8,041	(Surplus) or Deficit on the Provision of Services	37,039

The 'Expenditure and Income Analysed by Nature' table provides a breakdown of the Authority's financial performance by the type or economic nature of transactions, rather than by the service provided. This note offers a comprehensive view of the main categories of spending, such as employee costs, premises expenses, supplies and services, and the key sources of income, including fees, charges, and government grants, across the entire Authority

8 Adj's between Acc & Funding Basis under Regulations

This note details the adjustments that are made to the total comprehensive income and expenditure recognised by the authority in the year in accordance with proper accounting practice to arrive at the resources that are specified by statutory provisions as being available to the authority to meet future capital and revenue expenditure. The following sets out a description of the reserves that the adjustments are made against.

General Fund balance

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

Capital receipts reserve

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

Capital grants unapplied

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

2023/24 General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves	2023/24	2024/25 General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
				Adjustments primarily involving the Capital Adjustment Account				
(1,520)			1,520	Charges for depreciation and impairment of PPE	(1,150)			1,150
(1,676)			1,676	Revaluation Gain/Loss on PPE	(29,757)			29,757
(3,076)			3,076	Movements in Fair Value of Investment Properties	(12,696)			12,696
(40)			40	Amortisation of intangible assets	(16)			16
6,321		(1,506)	(4,815)	Capital grants & contributions received and applied	3,009		147	(3,156)
(1,383)			1,383	Revenue exp funded from capital under statue (REFCUS)	(1,043)			1,043
(9,817)			9,817	Disposals	(2,520)			2,520
				Insertion of items not dr/cr to CIES				
320			(320)	Capital expenditure charged against General Fund	317			(317)
1,572			(1,572)	Statutory Provision for the financing of capital investment (MRP)	1,746			(1,746)
				Adjustments primarily involving the Capital Receipts Reserve				
83	(83)		0	Transfer of non-current asset sale proceeds from revenue to Capital Receipts Reserve	2,982	(2,982)		
				Use of the Capital Receipts Reserve to finance capital expenditure		2,507		(2,507)
				Adjustment's primarily involving the Pooled Fin Investment Fund Adjustment Account				
177			(177)	Unrealised Fair Value Gain/Loss on Financial Instruments	1,326			(1,326)
				Adjustments primarily involving the Pensions Reserve				
(2,414)			2,414	Pension remeasurements and cost	(2,278)			2,278
2,124			(2,124)	Employer's pension contributions and direct payments	2,107			(2,107)
				Adjustments primarily involving the Accumulated Absences Account				
(290)			290	Council tax and NNDR	551			(551)
				Adjustment's primarily involving the Accumulated Absences Account				
(1)			1	Holiday pay	(40)			40
(9,620)	(83)	(1,506)	11,209	Total Adjustments	(37,462)	(475)	147	37,790

9 Transfers to/from Earmarked Reserves

At 01 April 2023 £'000	Internal Transfers £'000	Transfers out £'000	Transfers in £'000	At 31 March 2024 £'000	Earmarked Reserves	Transfers out £'000	Transfers in £'000	At 31 March 2025 £'000
(5,642)	2	47	(341)	(5,934)	Commuted sums	85	(2,119)	(7,968)
(2,913)	(2,785)	(1)	(1)	(5,700)	Stability & Resilience Reserve	518	0	(5,182)
(2,000)	(1,892)	0	0	(3,892)	Business Rate equalisation reserve	0	0	(3,892)
(488)	0	0	(40)	(528)	Mercury abatement	0	(25)	(553)
0	0	0	0	0	Community Recovery Fund	0	(489)	(489)
(812)	0	0	0	(812)	Flexible Homelessness Support Grant	398	0	(414)
(165)	0	0	(155)	(320)	Homes for Ukraine support A	52	(94)	(362)
0	0	0	(144)	(144)	Asylum Dispersal	18	(172)	(298)
(257)	0	0	0	(257)	Regeneration Reserve	0	0	(257)
(253)	0	0	0	(253)	Insurance Reserve	0	0	(253)
(347)	163	79	(49)	(154)	Other grants (below £45k)	37	(108)	(225)
(206)	0	24	(24)	(206)	Civil parking enforcement surplus	4	0	(202)
0	0	0	0	0	Tennis Court Sink Fund	0	(168)	(168)
(107)	0	5	(32)	(134)	Pipeline environmental improvement	21	(25)	(138)
(130)	0	1	0	(129)	Farnborough's airport environment Fund	0	(5)	(134)
(93)	0	93	0	0	Budget carry forwards	0	(129)	(129)
(111)	0	5	0	(106)	Deprivation reserve	22	(2)	(86)
0	0	0	(42)	(42)	Local Authority Housing Fund (LAHF)	0	(38)	(80)
(75)	0	0	0	(75)	Custom Build Grant	0	0	(75)
(178)	0	54	0	(124)	Climate emergency reserve	57	0	(67)
(14)	0	0	(10)	(24)	Afghan relocation scheme	0	(9)	(33)
(31)	0	4	0	(27)	Cyber security	10	0	(17)
(30)	0	11	0	(19)	Homes for Ukraine support B	8	0	(11)
0	0	0	(7)	(7)	Supp & Temp Accommodation Work	0	0	(7)
(227)	0	14	0	(213)	A331 Air Quality Project	208	0	(5)
(23)	0	15	0	(8)	Control outbreak	5	0	(3)
(100)	0	0	(212)	(312)	Workforce Reserve	312	0	0
(43)	0	0	0	(43)	Covid Council tax hardship	43	0	0
(48)	0	41	0	(7)	UK shared prosperity fund	13	(6)	0
(1,892)	1,892	0	0	0	Covid Business Rates Reserve	0	0	0
(1,483)	1,483	0	0	0	Commercial Reserve	0	0	0
(297)	297	0	0	0	Business support Administration grant admin	0	0	0
(220)	220	0	0	0	Treasury Earmarked reserves	0	0	0
(195)	0	195	0	0	Affordable Housing Reserve	0	0	0
(130)	130	0	0	0	Local Authority Discretionary Grants Fund	0	0	0
(121)	0	121	0	0	Commercial Property Reserve	0	0	0
(93)	93	0	0	0	Localising Council Tax Support scheme administration	0	0	0
(85)	85	0	0	0	Feasibility Victoria Road	0	0	0
(71)	71	0	0	0	Dilapidation reserve	0	0	0
(64)	64	0	0	0	Cohesion/Migration/Gurkha Settlement	0	0	0
(59)	59	0	0	0	Prop Services Covenant release	0	0	0
(45)	45	0	0	0	Land Charges	0	0	0
(37)	37	0	0	0	Covid track & trace	0	0	0
(26)	26	0	0	0	Ward reserve	0	0	0
(14)	0	14	0	0	Election integrity	0	0	0
(10)	10	0	0	0	Administration support - benefits team	0	0	0
(19,135)	0	722	(1,057)	(19,470)	Total	1,811	(3,389)	(21,048)

10 Other Operating Expenditure

2023/24		2024/25
£'000		£'000
(25)	Photovoltaic Cells Feed-in Tariff	(46)
9,817	Gain/Loss on disposal of non-current assets	(461)
75	Other Corporate I&E	0
9,867	Total Other Operating Expenditure	(507)

11 Financing and Investment Income and Expenditure

2023/24		2024/25
£'000		£'000
6,900	Interest payable and similar charges	7,010
467	Net interest on the net defined benefit liability (asset)	352
(4,665)	Interest receivable and similar income	(4,206)
(3,911)	Income and expenditure in relation to investment properties and changes in their fair value	4,986
(177)	Unrealised Fair Value gain/loss on financial investments	(428)
(227)	Changes in impairment loss allowance of financial instruments	471
(1,613)	Total	8,185

12 Taxation and Non-Specific Grant Income

2023/24		2024/25
£'000		£'000
(7,448)	Council tax income	(7,684)
57	Collection Fund (Surplus) / Deficit - Council tax	13
3	Collection Fund (Surplus) / Deficit - NNDR	(912)
(2,331)	Non-domestic rates income and expenditure	(2,995)
1,191	NNDR (safety net) / levy payment	3,382
(3,307)	S.31 grants paid to compensate loss of business rates income	(4,134)
(1,167)	Non-ringfenced government grants	(1,071)
(1,983)	Capital grants and contributions	(2,069)
(14,985)	Total	(15,470)

Notes to the Accounts

13 Property, Plant and Equipment

	Land and Buildings	Vehicles, Plant & Equipment	Right-of - use Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Cost or Valuation at 1 April 2024	58,870	8,307	0	7,817	723	48,369	124,086
Adjustment for right of use asset (IFRS 16)	0		292				292
Reclassifications		(1,131)	1,131			(27,400)	(27,400)
Additions		344	0	888	0	11,804	13,036
Revaluation increases/(decreases) recognised in the Revaluation Reserve	7,144				(386)		6,758
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(1,581)					(28,573)	(30,154)
Derecognition/Disposal	(59)	(106)					(165)
at 31 March 2025	64,374	7,414	1,423	8,705	337	4,200	86,453
Accumulated Depreciation and Impairment at 1 April 2024	(47)	(4,285)		0	0	0	(4,332)
Depreciation charge	(716)	(53)	(405)				(1,174)
Depreciation written out to revaluation reserve	356						356
Depreciation written out to the Surplus/Deficit on the Provision of Services	397						397
Derecognition/Disposal							0
at 31 March 2025	(10)	(4,338)	(405)	0	0	0	(4,753)
Net Book Value; at 31 March 2025	64,364	3,076	1,018	8,705	337	4,200	81,700
at 31 March 2024	58,823	4,022	0	7,817	723	48,369	119,754

	Land and Buildings	Vehicles, Plant & Equipment	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment
	£'000	£'000	£'000	£'000	£'000	£'000
Cost or Valuation						
at 1 April 2023	70,051	9,547	7,456	1,310	30,356	118,720
Additions	2,326	340	361	38	19,311	22,376
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(3,412)	0	0	(2)	0	(3,414)
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(2,006)	0	0	(8)	0	(2,014)
Derecognition/Disposal	(10,002)	(1,580)	0	0	0	(11,582)
Reclassifications	1,913	0	0	(615)	(1,298)	0
at 31 March 2024	58,870	8,307	7,817	723	48,369	124,086
Accumulated Depreciation and Impairment						
at 1 April 2023	(667)	(5,109)	0	0	0	(5,776)
Depreciation charge	(764)	(756)	0	0	0	(1,520)
Depreciation written out to revaluation reserve	861	0	0	0	0	861
Depreciation written out to the Surplus/Deficit on the Provision of Services	338					338
Derecognition/Disposal	185	1,580	0	0	0	1,765
at 31 March 2024	(47)	(4,285)	0	0	0	(4,332)
Net Book Value:						
at 31 March 2024	58,823	4,022	7,817	723	48,369	119,754
at 31 March 2023	69,384	4,438	7,456	1,310	30,356	112,944

Depreciation

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

- Other Land and Buildings up to 65 years
- Vehicles, Plant and Equipment up to 15 years

Capital Commitments

As at 31 March 2025, the authority has entered into a number of contracts for the construction or enhancement of property, plant and equipment in 2024/25 and future years budgeted to cost £2.8m

Effects of Changes in Estimates

In 2024/25, the Council made no material changes to its accounting estimates for Property, Plant and Equipment.

Revaluations

The Council carries out a rolling programme that ensures that all Property (land and buildings) required to be measured at current value or fair value as appropriate is revalued at least every five years, with material assets valued every year. All valuations were carried out by Wilkes, Head and Eve. Valuations of land and buildings were carried out in accordance with the methodologies and basis for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. Valuations concerning vehicles, plant, furniture and equipment are based on current prices where there is an active second-hand market or latest list prices, with consideration given for the condition of the asset.

Notes to the Accounts

	Land and Buildings	Vehicles, Plant & Equipment	Right-of-use Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Carried at Historical Cost		3,076	1,018	8,705		4,200	16,999
Valued at Current value as at:							
31/03/2025	64,274	-	-	-	337		64,611
31/03/2024	0	-	-	-	0	-	0
31/03/2023	80	-	-	-	0	-	80
31/03/2022	0	-	-	-	0	-	0
31/03/2021	11	-	-	-	0	-	11
Total Cost or Valuation	64,364	3,076	1,018	8,705	337	4,200	81,700

14 Investment Properties

The following items of income and expenditure have been accounted for in the Major Projects & Property Services section in the Comprehensive Income and Expenditure Statement:

2023/24		2024/25
Non-Current		Non-Current
£'000	Investment Properties Movements in Year	£'000
128,112	Opening Balance	135,812
10,776	Additions	210
0	Disposals	(2,520)
(3,076)	Net gains/(losses) from fair value adjustment taken to CIES	(12,696)
0	Transfers to/from Property Plant and Equipment	27,400
0	Reclassified as Assets Held for Sale	(16,573)
135,812	Balance at the end of the year	131,633

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 repairs, maintenance or enhancement.

During the year the Council identified a number of investment properties for disposal. Properties with a carrying value of £16.573m that met the criteria for classification as assets held for sale at 31 March 2025 have been reclassified from Investment Property to Current Assets. These assets are expected to be disposed of during 2025/26

All Investment Properties were re-valued as at 31st March 2025.

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

2023/24		2024/25
£'000	Investment Property Income and Expenditure	£'000
(10,081)	Rental income from investment property	(9,832)
3,094	Direct operating expenses from investment property	2,122
(6,987)	Net (gain)/loss	(7,710)

Fair Value Hierarchy

All the Council's investment properties have been value assessed as Level 2 on the fair value hierarchy for valuation purposes.

Valuation Techniques Used to Determine Level 2 Fair Value for Investment Property

The fair value for the residential properties (at market rents) has been based on the market approach using current market conditions and recent sales prices and other relevant information for similar assets in the local authority area. Market conditions are such that similar properties are actively purchased and sold and the level of observable inputs are significant, leading to the properties being categorised at Level 2 in the fair value hierarchy.

Highest and best use of investment properties

In estimating the fair value of the authority's investment properties, the highest and best use of the properties is their current use.

Valuation techniques

There has been no change in the valuation techniques used during the year for investment properties.

Valuation process for investment properties

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

14a Assets Held for Sale

Assets held for sale are assets for which the Council has committed to a plan to sell, the assets are available for immediate sale in their present condition, and the sale is highly probable within twelve months of the balance sheet date.

Assets classified as held for sale are measured at the lower of their carrying amount and fair value less costs to sell. Assets held for sale are not depreciated or revalued while classified in this category.

2023/24		2024/25
£'000	Assets Held for Sale	£'000
0	Investment properties reclassified as held for sale	16,573

Notes to the Accounts

2023/24		2024/25
£'000	Assets Held for Sale	£'000
0	Net (gain)/loss	16,573

The assets held for sale comprise investment properties previously included within the Council's Investment Property portfolio. These assets were identified for disposal as part of the Council's approved asset rationalisation and financial recovery strategy.

No impairment was required on classification as assets held for sale, as the carrying amounts did not exceed fair value less costs to sell at the balance sheet date.

The Council expects the disposal of these assets to be completed during the 2025/26 financial year.

15 Intangible Assets

The Council accounts for its software as intangible assets, to the extent that the software is not an integral part of a particular IT system and accounted for as part of the hardware item of Property, Plant and Equipment. Intangible assets consist of purchased licenses only.

All software is given a finite useful life, based on assessments of the period that the software is expected to be of use to the Council. The useful lives assigned to the major software suites used by the Council is five years.

The carrying amount of intangible assets is amortised on a straight-line basis. The amortisation of £40k charged to revenue in 2023/24 was charged directly to service revenue accounts and is therefore included in the cost of services. No items of capitalised software are individually material to the Financial Statements.

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

2023/24		2024/25
£'000		£'000
	<u>Balance at start of year:</u>	
1,867	Gross carrying amounts	202
(1,791)	Accumulated amortisation	(166)
76	Net carrying amount at start of year	36
0	Additions (purchases)	45
(1,665)	Disposals	0
(40)	Amortisation for the period	(16)
1,665	Rev of past amortisation of disposal	0
0	Other charges	0
36	Net carrying amount at end of year	65

2023/24		2024/25
£'000		£'000
-	<u>Comprising:</u>	
202	Gross carrying amounts	247
(166)	Accumulated amortisation	(182)
36	Total	65

16 Interests in Jointly Controlled Operations

Building Control Service

On 2nd July 2015 the Council entered into a jointly controlled operation with Hart District Council to deliver a shared Building Control service.

Rushmoor Borough Council's element of the shared Building Control service costs are included in the Planning and Economy line in the Cost of Services section of the Comprehensive Income and Expenditure Statement. Below is a memorandum account of the financial activity of the shared Building Control service from 1 April 2024 to 31 March 2025.

RBC	Hart DC	TOTAL		RBC	Hart DC	TOTAL
2023/24	2023/24	2023/24		2024/25	2024/25	2024/25
£'000	£'000	£'000		£'000	£'000	£'000
191	281	472	Employee related expenditure	190	292	482
8	7	15	Premises related expenditure	13	0	13
3	5	8	Transport related expenditure	3	5	8
6	4	10	Supplies and Services	6	4	10
137	0	137	Support Services	68	0	68
1	0	1	Capital charges	0	0	0
346	297	643	Expenditure	280	301	581
(10)	10	0	Hosting charge	(10)	10	0
(204)	0	(204)	Fees and charges	(208)	0	(208)
(8)	0	(8)	Other income	(18)	0	(18)

As Hart District Council receive their income directly, no figures are shown for their income.

Notes to the Accounts

The purpose of the jointly controlled operations is for the councils to work together in a spirit of partnering in connection with their dealings with each other in respect of these services so that, wherever possible the activities of one complement and enhance the activities of the other for the benefit of all residents, businesses and visitors to their respective administrative areas.

There is no requirement for an authority to produce Group Accounts where the authority only has an interest in a jointly controlled operation.

17 Long Term Debtors

2023/24		2024/25
£'000		£'000
6,482	Farnborough International Airport Loan	6,587
63	Rushmoor Development Partnerships	63
1,360	Loan to Subsidiary (RHL)	2,168
54	Service Provider Loan	47
4	Car Loans to staff	28
8	Rent Free Lease Periods	6
7,972	Total	8,899

18 Financial Instruments

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

Categories of financial instruments

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

Non-current Investment	Debtors	Current Investment & cash	Debtors	TOTAL	Financial Assets	Non-current Investment	Debtors	Current Investment & cash	Debtors	TOTAL
31-Mar-2024	31-Mar-2024	31-Mar-2024	31-Mar-2024	31-Mar-2024		31-Mar-2025	31-Mar-2025	31-Mar-2025	31-Mar-2025	31-Mar-2025
£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000	£'000
19,470	0	0	0	19,470	Fair value through Profit or loss	11,913	0	0	0	11,913
0	0	15,000	0	15,000	Amortised cost - Investments	0	0	5,000	0	5,000
0	0	6,227	0	6,227	Amortised cost - Cash & cash equivalents	0	0	20,928	0	20,928
0	7,972	0	4,659	12,631	Amortised cost - Debtors	0	8,899	0	10,121	19,020
19,470	7,972	21,227	4,659	53,328	Total financial assets	11,913	8,899	25,928	10,121	56,861
0	0	0	2,612	2,612	Assets not defined as Financial Instruments	0	0	0	2,410	2,410
19,470	7,972	21,227	7,271	55,940	Total	11,913	8,899	25,928	12,531	59,271

Non-current Borrowing	Creditors	Current Borrowing	Creditors	TOTAL	Financial Liabilities	Non-current Borrowing	Creditors	Current Borrowing	Creditors	TOTAL
31-Mar-2024	31-Mar-2024	31-Mar-2024	31-Mar-2024	31-Mar-2024		31-Mar-2025	31-Mar-2025	31-Mar-2025	31-Mar-2025	31-Mar-2025
£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000	£'000
					Fair value through Profit or loss					
(5,000)		(157,000)		(162,000)	Amortised cost- Borrowing	(64,000)		(102,000)		(166,000)
			(13,999)	(13,999)	Amortised cost- Creditors				(14,483)	(14,483)
	(675)		(324)	(999)	Amortised cost- Finance leases		(348)		(301)	(649)
(5,000)	(675)	(157,000)	(14,323)	(176,998)	Total financial liabilities	(64,000)	(348)	(102,000)	(14,784)	(181,132)
			(5,251)	(5,251)	Liabilities not defined as Financial Instruments				(8,131)	(8,131)
(5,000)	(675)	(157,000)	(19,574)	(182,249)	Total	(64,000)	(348)	(102,000)	(22,915)	(189,263)

A financial asset is a right to future economic benefits controlled by the Council that is represented by cash, equity instruments or a contractual right to receive cash or other financial assets or a right to exchange financial assets and liabilities with another entity that is potentially favourable to the Council.

A financial liability is an obligation to transfer economic benefits controlled by the Council and can be represented by a contractual obligation to deliver cash or financial assets or an obligation to exchange financial assets and liabilities with another entity that is potentially unfavourable to the Council.

Material Soft Loans

The Council currently has two soft loans, both are immaterial;

- Loan to Active Nation; £54k listed within short and long term debtors on Balance sheet.
- Cycle Loans; £2k listed within short term debtors on Balance Sheet.

Notes to the Accounts

Income, expense, gains and losses

Surplus or Deficit on the Provision of Services	Other Comprehensive Income and Expenditure	Total		Surplus or Deficit on the Provision of Services	Other Comprehensive Income and Expenditure	Total
31-Mar-2024	31-Mar-2024	31-Mar-2024		31-Mar-2025	31-Mar-2025	31-Mar-2025
£'000	£'000	£'000		£'000	£'000	£'000
			Net gains/losses on:			
-	177	177	Financial assets measured at fair value through Profit or loss	0	(428)	(428)
-	-	0	Financial assets measured at amortised cost	0	0	0
0	177	177	Total net gains/losses	0	(428)	(428)
(4,665)	-	(4,665)	Interest revenue	(4,206)	0	(4,206)
6,900	-	6,900	Interest expense	7,010	0	7,010
2,235	177	2,412	Total	2,804	(428)	2,376

Fair value

Financial instruments, except those classified at amortised cost, are carried in the Balance Sheet at fair value. For most assets, including bonds, shares in money market funds and other pooled funds, the fair value is taken from the market price.

Financial instruments classified at amortised cost are carried in the Balance Sheet at amortised cost. Their fair values have been estimated by calculating the net present value of the remaining contractual cash flows at 31st March 2025, using the following methods and assumptions:

- Loans borrowed by the Council have been valued by discounting the contractual cash flows over the whole life of the instrument at the appropriate market rate for local authority loans
- The fair value of all financial liabilities is equal to the carrying value reported in the balance sheet
- The fair value for all financial assets is equal to the carrying value reported in the balance sheet

Fair values are assessed against the following fair value hierarchy:

- Level 1 – fair value is only derived from quoted prices in active markets for identical assets or liabilities, e.g. bond prices
- Level 2 – fair value is calculated from inputs other than quoted prices that are observable for the asset or liability, e.g. interest rates or yields for similar instruments
- Level 3 – fair value is determined using unobservable inputs, e.g. non-market data such as cash flow forecasts or estimated creditworthiness.

Notes to the Accounts

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

31/03/2024	Recurring Fair Value Measurements	Input level in Fair Value hierarchy	Valuation technique used to measure Fair Value	31/03/2025
£'000				£'000
	<i>Fair value through profit or loss;</i>			
19,470	Pooled investment funds	Level 2	Inputs other than quoted prices included within Level 1 that are observable for the asset, either directly or indirectly	11,913
19,470	Total			11,913

The fair values of financial assets and financial liabilities that are not measured at fair value (but for which fair value disclosures are required)

Except for the financial assets carried at fair value (described in the table above), all other financial liabilities and financial assets held by the authority are carried in the Balance Sheet at amortised cost. The fair values calculated for these instruments are as follows;

Carrying amount	Fair Value		Carrying amount	Fair Value
31/03/2024	31/03/2024		31/03/2025	31/03/2025
£'000	£'000		£'000	£'000
		<i>Financial Liabilities;</i>		
(162,000)	(162,000)	Loans	(166,000)	(166,000)
(13,989)	(13,989)	Creditors	(14,483)	(14,483)
(999)	(999)	Finance Lease	(649)	(649)
(176,988)	(176,988)	Total	(181,132)	(181,132)
		<i>Financial assets;</i>		
15,000	15,000	Investments	5,000	5,000
6,227	6,227	Cash and cash equivalents	20,928	20,928
12,631	12,631	Debtors	19,020	19,020
33,858	33,858	Total	44,948	44,948

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

Notes to the Accounts

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

Level 2 and 3 fair value hierarchy are used as and where appropriate; borrowing and investments based upon interest rates and others by unobservable inputs.

19 Short Term Debtors

2023/24		2024/25
£'000		£'000
567	Trade Receivables	3,146
373	Payments in advance / Prepayments	492
6,331	Other Receivables	8,893
7,271	Total	12,531

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:

2023/24		2024/25
£'000	Debtors for local taxation	£'000
0	Less than three months	0
0	Three to six months	0
299	Six months to one year	237
1,241	More than one year	996
1,540	Total	1,233
(985)	Bad debt provision	(1,037)
555	Net	196

20 Cash and Cash Equivalents

2023/24		2024/25
£'000		£'000
0	Cash and Bank balances held by the Council	2,910

2023/24		2024/25
£'000		£'000
6,550	Short Term Deposits / Cash Equivalents	18,018
6,550	Total	20,928

21 Short Term Borrowing

2023/24		2024/25
£'000		£'000
(157,000)	Borrowing from Local Authorities	(102,000)
(157,000)	Total	(102,000)

22 Short Term Creditors

2023/24		2024/25
£'000		£'000
(5,031)	Trade payables	(11,871)
(1,505)	Receipts in advance	(2,730)
(13,027)	Other payables	(8,013)
(19,563)	Total	(22,614)

The Council are the Local Trusted Organisation for the Prospect Estate Big Local Partnership. As at 31 March 2025, the Council held £192.71 for this purpose in the creditors analysis (£67,111.68) at 31st March 2024).

23 Long Term Provisions

2023/24		2024/25
£'000		£'000
(1,688)	Opening Balance	(2,949)

Notes to the Accounts

2023/24		2024/25
£'000		£'000
(1,557)	Increase in provision during year	(119)
295	Utilised during year	558
(2,949)	Closing Balance	(2,510)

The Council has one long-term provision in respect of Business Rate appeals.

24 Long Term Borrowing

2023/24		2024/25
£'000		£'000
(5,000)	Borrowing from LA's	(2,000)
0	Borrowing from PWLB	(62,000)
(5,000)	Total	(64,000)

25 Other Long Term Liabilities

2023/24		2024/25
£'000		£'000
(7,431)	Pensions Liability	(2,331)
(675)	Finance Lease Liability (Serco vehicles)	(348)
(8,106)	Total	(2,679)

26 Unusable Reserves

2023/24		2024/25
£'000		£'000
(33,936)	Revaluation Reserve	(40,955)
(62,415)	Capital Adjustment Account Reserve	(23,263)
2,428	Pooled Investment Funds Adjustment Account Reserve	1,103
7,431	Pension Reserve	2,331

2023/24		2024/25
£'000		£'000
113	Collection Fund Adjustment Account Reserve	(437)
125	Accumulated Absences Account Reserve	161
(86,254)	Total	(61,060)

Revaluation Reserve

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

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

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

2023/24		2024/25
£'000		£'000
(44,303)	Balance 1 April	(33,936)
(1,240)	Upward revaluation of assets	(9,700)
3,793	Downward revaluation of assets and impairment losses not charged to the Surplus or Deficit on the Provision of Services	2,586
2,553	Surplus or deficit on revaluation of non-current assets not charged to the Surplus or Deficit on the Provision of Services	(7,114)
0	Difference between fair value depreciation and historical cost depreciation	95
7,814	Accumulated gains on assets sold or scrapped	
0	Other amounts written off to the Capital Adjustment Account	
7,814	Amount written off to the Capital Adjustment Account	95
(33,936)	Balance 31 March	(40,955)

Notes to the Accounts

Capital Adjustment Account

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement. The account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement. The account contains accumulated gains and losses on investment properties and gains recognised on donated assets that have yet to be consumed by the authority. The account also contains revaluation gains accumulated on property, plant and equipment before 1 April 2007, the date that the revaluation reserve was created to hold such gains.

2023/24		2024/25
£'000		£'000
(65,406)	Balance 1 April	(62,415)
0	Adjustment on transition to IFRS 16 Leases at 1 April 2024	(211)
1,520	Charges for depreciation and impairment of non-current assets	1,055
1,676	Revaluation losses on non-current assets	29,757
40	Amortisation of intangible assets	16
1,383	Revenue expenditure funded from capital under statute	1,043
9,817	Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	2,520
14,436	Reversal of Items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement	34,180
(7,814)	Adjusting Amounts written out of the Revaluation Reserve	0
6,622		34,180
0	Use of Capital Receipts Reserve to finance new capital expenditure	(2,506)
(3,559)	Capital Grants and Contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	(1,036)
(1,256)	Application of grants to capital financing from the capital grants unapplied account	(2,120)
(320)	Capital expenditure charged against the General Fund balances	(317)
(1,572)	Statutory provision for the financing of capital investment charged against the General Fund balances (MRP)	(1,746)
(6,707)	Capital financing applied in year:	(7,725)
3,076	Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	12,697

2023/24		2024/25
£'000		£'000
(62,415)	Balance 31 March	(23,263)

Pooled Investment Funds Adjustment Account

Pooled investment funds adjustment account – this reserve is a mechanism that is required by the capital finance and accounting regulations in England and Wales to hold the fair value movements in those pooled investment funds specified by the regulations. The difference between the amount charged or credited in the year to surplus or deficit on the provision of services in accordance with the Code and the amount charged or credited to the General Fund in accordance with regulations should be debited or credited to the General Fund balance with the double entry going to the pooled investment funds adjustment account such that the General Fund is charged or credited with the amount that accords with the applicable regulations.

2023/24		2024/25
£'000		£'000
2,605	Balance 1 April	2,428
(367)	Upwards revaluation charged to (surplus)/deficit on Provision of Services	(321)
190	Downwards revaluation charged to (surplus)/deficit on Provision of Services	134
0	Realised charge to General Fund	(1,138)
2,428	Balance 31 March	1,103

Notes to the Accounts

Pensions Reserve

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

2023/24		2024/25
£'000		£'000
12,336	Balance 1 April	7,431
(5)	Opening balance adjustment per IAS19 actuary report	
(5,190)	Remeasurements of the net defined benefit (liability)/asset	(19,186)
2,414	Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	2,278
(2,124)	Employer's pensions contributions and direct payments to pensioners payable in the year	(2,107)
0	Asset Ceiling Adjustment	13,915
7,431	Balance 31 March	2,331

Collection Fund Adjustment Account

The Collection Fund Adjustment Account manages the differences arising from the recognition of council tax income in the Comprehensive Income and Expenditure Statement as it falls due from council taxpayers compared with the statutory arrangements for paying across amounts to the General Fund from the Collection Fund.

2023/24		2024/25
£'000		£'000
(178)	Balance 1 April	113
291	Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	(550)
113	Balance 31 March	(437)

Accumulated Absences Account

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

2023/24		2024/25
£'000		£'000
124	Balance 1 April	125
(124)	Settlement or cancellation of accrual made at the end of the preceding year	(125)
125	Amounts accrued at the end of the current year	161
0	Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in year in accordance with statutory requirements	0
125	Balance 31 March	161

Notes to the Accounts

27 Cash Flow- Adjustments to surplus or deficit on the provision of services for non-cash movements

2023/24		2024/25
£'000		£'000
1,520	Depreciation of tangible	1,168
40	Amortisation of intangible	16
1,676	Impairment and downward valuations	42,265
(226)	increase/(decrease) in provision for doubtful debts	(684)
4,509	Increase/(decrease) in interest creditors	667
(2,210)	increase/(decrease) in creditors	776
(1,947)	(increase)/decrease in interest debtors	(794)
4,045	(increase)/decrease in debtors	(4,709)
36	(increase)/decrease in inventory	(9)
291	Movement in pension liability	171
9,817	Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	10,371
(6,693)	Other non-cash items charged to the net surplus or deficit on the provision of services	(465)
10,858	Total	48,773

28 Cash Flow- Adjustments for Provision Of Services that are investing or financing activities

2023/24		2024/25
£'000		£'000
0	Proceeds from short-term (not considered to be cash equivalents) and long-term investments (includes investments in associates, joint ventures and subsidiaries)	(7,985)
0	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(2,982)
446	Any other items for which the cash effects are investing or financing cash flows	(3,573)
446	Total	(14,540)

29 Cash Flow- Operating Activities

2023/24		2024/25
£'000		£'000
2,718	Interest received	2,439
(2,375)	Interest paid	(7,664)
343	Total	(5,225)

30 Cash Flow- Investing Activities

2023/24		2024/25
£'000		£'000
(31,807)	Purchase of property, plant and equipment, investment property and intangible assets	(11,004)
(15,177)	Purchase of short-term and long-term investments	10,000
0	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	2,982
0	Proceeds from short-term and long-term investments	7,985
0	Other payments for investing activities	0
53	Other receipts from investing activities	0
(46,930)	Net cash flows from investing activities	9,963

31 Cash Flow- Financing Activities

2023/24		2024/25
£'000		£'000
0	Repayments of short- and long-term borrowing	(160,000)
42,000	Cash receipts of short and long term borrowing	164,000
(428)	Cash payments for the reduction of outstanding liabilities relating to finance leases	(350)
(324)	Other receipts for CGRIA	488
(2,315)	Other payments for financing activities	3,082
38,933	Net cash flows from financing activities	7,220

Notes to the Accounts

32 Recon of Liabilities Arising from Financing Activities

1st Apr'23	Fin cash flows	Non-cash changes	31st Mar'24		1st Apr'24	Fin cash flows	Non-cash changes	31st Mar'25
£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
(5,000)	0	0	(5,000)	Long Term Borrowing	(5,000)	(59,000)	0	(64,000)
(115,000)	(42,000)	0	(157,000)	Short Term Borrowing	(157,000)	55,000	0	(102,000)
(1,400)	401	0	(999)	Lease Liabilities	(1,019)	330	40	(649)
(121,400)	(41,599)	0	(162,999)	Total Liabilities from Financing Activities	(163,019)	(3,670)	40	(166,649)

33 Officer Remuneration and Termination Benefits

Offices Remuneration

The number of employees whose remuneration (including taxable benefits, but excluding employers' pension contributions) was £50,000 or more, in bands of £5,000, is shown below. This table excludes senior employees, they are listed in the table following this one.

2023/24		2024/25
11	£50,000 to £54,999	11
21	£55,000 to £59,999	22
6	£60,000 to £64,999	14
7	£65,000 to £69,999	5
5	£70,000 to £74,999	6
1	£75,000 to £79,999	1
2	£80,000 to £84,999	0
2	£85,000 to £89,999	1
0	£90,000 to £94,999	2
0	£95,000 to £99,999 ...	0
1	£100,000 to £104,999 ...	0
0	£125,000 to £129,999 ...	0
0	£135,000 to £139,999	0
56	Total	62

The rate of pension contribution to the Hampshire Pension Fund is 17.9%.

Notes to the Accounts

Senior Officer Remuneration

2023/24					2024/25					
Salary, Fees and Allowances	Expenses Allowances	Compensation for Loss of Office	Pension Contribution	Total		Salary, Fees and Allowances	Expenses Allowances	Compensation for Loss of Office	Pension Contribution	Total
£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000	£'000
142	-	-	25	167	Chief Executive	153	0	0	27	180
108	0	-	19	127	Executive Director	114	1	0	20	135
107	0	-	19	126	Executive Director	113	1	0	20	134
56	-	-	10	66	Head of Fin. Services (CFO)	101	0	0	18	119
96	0	0	0	96	Head of Fin. Services (CFO) Interim #	0	0	0	0	0
509	0	0	73	582	Totals	481	2	0	85	568

Exit Packages

2023/24					2024/25			
Number of comp redundancies	Number of other departures agreed	Total number of exit packages by cost band	Total cost of exit packages in each band £'000	Exit package cost band (including special payments)	Number of comp redundancies	Number of other departures agreed	Total number of exit packages by cost band	Total cost of exit packages in each band £'000
0	1	1	7,941	£0-£20,000	1	0	1	17,576
1	1	2	44,376	£20,001-£40,000	0	0	0	0
1	1	2	102,416	£40,000-£60,000	0	0	0	0
1	0	1	79,856	£60,001-£80,000	0	0	0	0
0	0	0	0	£80,001-£100,000	1	0	1	84,292
0	0	0	0	£100,001-£120,000	1	0	1	106,591
3	3	6	234,590	Total	3	0	3	208,459

The authority terminated the contracts of a number of employees in 2024/25, incurring liabilities of £208k (£235k in 2023/24) – see above for the number of exit packages and total cost per band.

Notes to the Accounts

34 External Audit Costs

2023/24		2024/25
£'000		£'000
145	Fees payable to external auditors with regard to external audit services carried out by the appointed auditor for the year	160
25	Fees payable to external auditors for the certification of grant claims and returns for the year	28
0	Refund of fee payable to external auditors	0
170	Total	188

35 Grant Income

2023/24		2024/25
£'000		£'000
	Credited to Taxation and Non Specific Grant Income	
(658)	New Homes Bonus Grant	(385)
(1,981)	Capital Grants and Contributions	(2,069)
0	Funding Guarantee Grant	(516)
(264)	New Burdens Grant	(53)
(96)	DLUHC Service Grant	(15)
(104)	Revenue Support Grant (RSG)	(101)
(46)	Other non-ring fenced grants	(212)
0	Section 31 Grants in Relation to Business Rates	(4,134)
(3,149)	Total	(7,485)
	Credited to Services	
	Ministry of Housing, Communities and Local Government	
(663)	Homelessness Grant	(687)
0	Community Recovery Fund	(510)
(68)	UK Shared Prosperity Fund	(501)
(50)	Levelling Up Fund	(438)
0	Rough Sleeping Initiative	(263)
0	NNDR Cost of Collection - Admin Grant	(125)
0	Planning Skills Delivery Fund Grant	(100)
0	Local Audit Fees Grant	(20)
0	Local Government Cyber Get Cyber Assessment Framework Ready Grant	(15)
0	New Burdens	(14)
(160)	Other Grants	(9)
(138)	Local Digital Fund Tax	0
(126)	Localising Council Tax Admin Subsidy	0
	Department for Works and Pensions	
(25,181)	Housing Benefit Subsidy	(23,417)

2023/24		2024/25
£'000		£'000
(239)	Housing Benefit Admin Subsidy	(245)
(161)	Discretionary Housing Payment	(161)
0	Housing Benefit Welfare Reform	(31)
0	New Burdens	(29)
0	Housing Benefit Award Accuracy Initiative	(25)
(73)	Other	(20)
(50)	Home Office	(326)
(80)	Homes England	0
(446)	Developers Contributions	(2,488)
	Hampshire County Council	
(1,308)	Better Care Fund / Disabled Facilities Grant	(1,493)
0	One Public Estate	(300)
(221)	Homes For Ukraine	(153)
0	Consolidated Hot Spot Response	(79)
0	Half Housing Approach Grant	(29)
(63)	Other	(25)
(84)	Household Support	0
(27)	DEFRA Biodiversity	(27)
(5)	Other	0
(90)	Other Grants and Contributions	(182)
(29,232)	Total	(31,710)

Revenue Grant Receipts in Advance- Current Liabilities

2023/24		2024/25
£'000		£'000
0	Air Quality Grant	(185)
0	Planning Skills Fund Grant	(68)
0	Local Authority Housing Fund	(53)
0	Lottery Fund	(20)
0	Active Travel Grant	(16)
0	Live Longer Better Grant	(15)
(19)	Household Support Grant	0
(28)	Vulnerable Renters Grant	0
(41)	Winter Top-up Grant	0
(105)	Police Crime Commissioner Elections (May 2024)	0
(6)	Safer Streets	(15)
(199)	Total	(372)

Notes to the Accounts

Capital Grant Receipts in Advance- Non-current Liabilities

2023/24		2024/25
£'000		£'000
(3,434)	Developers' Contributions (s106 and other contributions) See below*	(3,925)
(3,434)	Total	(3,925)
(12)	Creditor- armed forces community covenant	(7)
(12)	Total	(7)

Grant Receipts in Advance-

The below disclosures help provide transparency about how S106 contributions are being used to benefit the community.

2023/24	2023/24	2023/24	2023/24		2024/25	2024/25	2024/25	2024/25
Capital Grants	Developer Contributions	Other Contributions	Total		Capital Grants	Developer Contributions	Other Contributions	Total
£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000
0	0	0	0	Short Term:	0	0	0	0
0	0	0	0	Balance as at 1 April	0	0	0	0
214	1,518	0	1,732	Received/Refunded during the year	1,036	344	0	1,380
(214)	(1,518)	0	(1,732)	Transferred to the Comprehensive Income & Expenditure Statement during the year	(1,036)	(344)	0	(1,380)
0	0	0	0	Transfer between short and long term	0	0	0	0
				Balance at 31 March				
(565)	(4,242)	0	(4,807)	Long Term:	(574)	(2,860)	0	(3,434)
(223)	(136)	0	(359)	Balance as at 1 April	(1,832)	(454)	0	(2,286)
0	0	0	0	Received/Refunded during the year	415	0	0	415
0	0	0	0	Transferred to the Capital Grants Unapplied	0	0	0	0
214	1,518	0	1,732	Interest	1,036	344	0	1,380
(574)	(2,860)	0	(3,434)	Transfer between short and long term	(955)	(2,970)	0	(3,925)
				Balance at 31 March				
(574)	(2,860)	0	(3,434)	Total Balance at 31 March	(955)	(2,970)	0	(3,925)

36 Members' Allowances

The authority paid the following amounts to members of the council during the year.

2023/24		2024/25
£'000		£'000
364	Allowances	369
8	Expenses	9
372	Total Members Allowances	378

37 Related Party Transactions

The Council is required to disclose material transactions with related parties – bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council. Disclosure of these transactions allows readers to assess the extent to which the Council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Council.

During 2024/25, the Council provided financial assistance to 127 organisations by way of

- direct loans (£2,163,000),
- direct grant payments (£603,091),
- awards of rent relief (£190,434),
- awards of business rates relief (£722,462) and
- free parking permits (£26,128).

Within the Business Rates Retention Scheme, rate relief has been awarded to charitable and not-for-profit organisations. The cost of the rate relief is shared between central government, Rushmoor Borough Council and Hampshire County Council (including Fire Authority) in the following proportions 50:40:10. The Council did not provide material financial assistance to any organisation, being more than 50% of their funding, on terms that gave the Council effective control over their operations. However, of the organisations that the Council provided financial assistance to, significant financial assistance was given to the following organisations:

2023/24	All financial assistance by entity where over £20k for the year	2024/25
£		£
243,862	Rushmoor Citizens Advice	328,369
149,760	Places for People Leisure Ltd	159,705
38,680	Chloe & Sophies Speacial Ears Fund	80,977
85,011	Step-by-Step	77,257
47,472	British Heart Foundation	74,566
67,587	Rushmoor Voluntary Services	74,226
54,351	Phyllis Tuckwell Hospice	65,050
34,360	Dial a Ride (Paid to HCC)	35,554
37,500	Farnborough Football Club	35,000
0	FT Gearing Systems Ltd	28,058
25,468	Aldershot Military Museum	25,230
21,895	Aldershot & Fleet RUFC	21,086
20,736	Royal Aeronautical Society	20,210

Central Government

Central government has significant influence over the general operations of the authority – it is responsible for providing the statutory framework within which the authority operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the authority has with other parties (e.g. council tax bills, housing benefits). Grant receipts outstanding at 31 March 2025 are shown in Note 35.

Members

Members of the Council have direct control over the Council's financial and operating policies. The total of members' allowances paid in 2024/25 is shown in Note 36. During 2024/25 no works or services were commissioned from companies in which members had an interest.

Financial assistance totalling £583,220 was awarded to voluntary organisations in which 15 members and 1 ex-members had an interest. These financial awards were made with proper consideration of declarations of interest and the relevant members did not take part in any discussion or decision relating to the grants.

Details of all these transactions are recorded in the Statement of Accounts working papers and the Register of Members interest, open to public inspection.

Officers

Financial assistance of £2,163,000 was award to organisations in which 2 senior officers of Rushmoor Borough Council had an interest.

Entities Controlled or Significantly Influenced by the Council

Notes to the Accounts

The Council controls Rushmoor Homes Ltd (RHL) through its ownership of 100% of the shares in the company. The company is currently in development and will assist to develop new homes to meet the Council's regeneration priorities and desire to improve the availability of quality housing within the Borough. The first full year of operation was 2021/22. The Council owns all 100 shares in RHL. The Council as at 31st March 2025 has a long-term loan of £1,360k and a short-term loan of £643k with RHL.

The Council holds a 50% stake in Rushmoor Development Partnership (RDP). The partnership is currently in development with the objective to redevelop sites in Farnborough and Aldershot. 2020/21 was the first full year of operation for the partnership. The Council as at 31st March 2024 has a long-term loan of £63k with RDP.

38 Capital Expenditure and Financing

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

2023/24		2024/25
£'000		£'000
139,752	Opening Capital Financing Requirement	167,633
	<i>Adjustment on transition to IFRS 16 Leases: recognition of new lease credit arrangements</i>	292
139,752	Revised Opening Capital Financing Requirement	167,925
	Capital Investment:	
53	Loans to external bodies	0
22,377	Property Plant and Equipment	13,036
10,776	Investment Properties	210
0	Intangible Assets	45
1,383	Revenue Expenditure Funded from Capital Under Statute	1,043
34,589	Total Capital Investment	14,334
	Sources of Finance:	
0	Capital receipts	(2,603)
(4,815)	Government Grants and other contributions	(3,156)
	Sums set aside from revenue:	
(320)	Direct revenue contributions	(317)
(1,572)	Minimum revenue provision (MRP)	(1,746)
(6,707)	Total Sources of Finance applied	(7,822)
167,633	Closing Capital Financing Requirement	174,437
27,080	Increase in underlying need to borrow (unsupported by government financial assistance)	6,512
(266)	Assets acquired under finance leases	(230)
26,814	Increase/(decrease) in Capital Financing Requirement	6,282

39 Leases

In 2024/25, the authority applied IFRS 16 Leases as required by the Code of Practice for Local Authority Accounting in the United Kingdom. The main impact of the new requirements is that for arrangements previously accounted for as operating leases (ie without recognising the leased property as an asset and future rents as a liability) a right-of-use asset and a lease liability are to be brought into the Balance Sheet at 1 April 2024. Leases for items of low value and leases that expire on or before 31 March 2025 are exempt from the new arrangements.

IFRS 16 has been applied retrospectively, but with the cumulative effect recognised at 1 April 2024. This means that right-of-use assets and lease liabilities have been calculated as if IFRS 16 had always applied but recognised in 2024/25 and not by adjusting prior year figures. However, some practical expedients have been applied as required or permitted by the Code:

Leases determined to be of low value assets (value when new of less than £10,000), and short-term leases of 12 months or less (including leases that expire within 12 months of 31 March 2025) have not been included as a Right-of-Use assets and continue to be expensed to the Comprehensive Income and Expenditure Statement.

Practical Expedients Applied on Transition

The following practical expedients have been applied as required or permitted by the Code on transition to IFRS 16:

- Lease liabilities are measured at the present value of the remaining lease payments at 1 April 2024, discounted by the Council's incremental borrowing rate at that date.
- A single discount rate has been applied to portfolios of leases with reasonably similar characteristics.
- The weighted average of the incremental borrowing rates used to discount liabilities was 4.86%.
- Right-of-use assets are measured at the amount of the lease liability, adjusted for any prepaid or accrued lease payments that were in the balance sheet on 31 March 2024. Initial direct costs have been excluded.
- All leases were assessed as to whether they were in existence at 31 March 2024, so right-of-use assets have not been subject to an impairment review. Carrying amounts have been reduced by any provisions for onerous contracts that were in the 31 March 2024 Balance Sheet.

Balance Sheet Impact on Transition

This has resulted in the following additions to the Balance Sheet at 1 April 2024:

	2024/25 £'000
Property, Plant and Equipment – Land and Buildings (right-of-use assets)	219
Property, Plant and Equipment – Vehicles, Plant and Equipment (right-of-use assets)	1,249
Non-current creditors (lease liabilities)	(12)
Current creditors (lease liabilities)	(8)

Reconciliation of Operating Lease Commitments to IFRS 16 Liabilities

The newly recognised lease liabilities of £1,019k compare with the operating lease commitments of £999k at 31 March 2024 disclosed in this note in the 2023/24 financial statements. The reconciliation is as follows:

Reconciliation	2024/25 £'000
Operating lease commitments at 31 March 2024 (undiscounted)	(999)
Less: short-term leases not capitalised under IFRS 16	0
Less: low-value leases not capitalised under IFRS 16	0
Less: adjustments for lease modifications / reassessments	0
Operating lease commitments subject to IFRS 16	(999)
Effect of discounting at the incremental borrowing rate of 4.86%	(20)
Lease liabilities recognised at 1 April 2024	(1,019)

Council as Lessee

The Council's lease contract comprises leases of operational land and buildings, plant and equipment and motor vehicles. Most leases are individually immaterial; however, material leases include Refuse vehicles.

The Authority adopted IFRS 16 on 1 April 2024 in accordance with the Code of Practice on Local Authority Accounting 2024/25.

Right-of-Use Assets

Movements in the value of right-of-use assets during the year were as follows:

Right of Use Assets	Land and buildings £'000	Vehicles, plant and equipment £'000	Total £'000
Balance at 1 April 2024	219	1,249	1,468
Remeasurement	0	15	15
Additions	0	46	46
Revaluations or impairment	0	0	0
Depreciation charge	(14)	(391)	(405)
Disposals and other movements	0	(97)	(97)
Balance at 31 March 2025	205	822	1,027

Notes to the Accounts

Lease Liabilities Movement

Changes in the Council's lease liabilities during the year were as follows:

Lease Liabilities	2024/25 £'000
Balance at 1 April 2024	(1,019)
Additions in year	(44)
Remeasurements	(12)
Principal repaid in year	330
Interest charge	13
Disposals	83
Balance at 31 March 2025	(649)

Transactions under leases

The Council incurred the following expenses and cash flows in relation to leases:

2023/24 £'000		2024/25 £'000
17	Comprehensive income and expenditure statement	13
0	Interest expense on lease liabilities	0
0	Expenses relating to short-term leases	0
0	Expense relating to exempt leases of low value items	0
0	Variable lease payments not included in the measure of lease liabilities	0
0	Income from subletting right of use assets	0
0	Gains or losses arising from sale and leaseback transactions	0
	Cash flow statement	
(324)	Minimum lease payments	(332)

Maturity analysis of lease liabilities

The lease liabilities are due to be settled over the following time bands (measured at the undiscounted amounts of expected cash payments)

2023/24 £'000		2024/25 £'000
(324)	Less than one year	(334)
(675)	One to five years	(344)
0	More than five years	0
(999)	Total undiscounted liabilities	(678)

Council as Lessor

Finance Leases

The Council has no currently determined finance leases as lessor.

Operating Leases

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

- Returns from investment property and the provision of community services, such as sports facilities, tourism services and community centers
- Economic development purposes to provide suitable affordable accommodation for local businesses

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

2023/24 £'000		2024/25 £'000
(10,770)	Not later than 1 year	(11,529)
(31,093)	Later than 1 but no later than 5 years	(33,986)
(119,285)	Later than 5 years	(102,900)
(161,148)	Total	(148,415)

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. Contingent rents are immaterial.

40 Defined Benefits Pension Scheme

Participation in Pension Schemes

As part of the terms and conditions of employment of its officers, the Council makes contributions towards the cost of post-employment benefits. Although these benefits will not actually be payable until employees retire, the Council has a commitment to make the payments that needs to be disclosed at the time that employees earn their future entitlement.

The Council participates in two post-employment schemes:

- The Local Government Pension Scheme, administered locally by Hampshire County Council. This is a funded defined benefit plan with benefits earned up to 31 March 2014 being linked to final salary. Benefits after 31st March 2014 are based on a Career Average Revalued Earnings scheme. The funded nature of the scheme requires employers and its employees to pay contributions into the Fund, calculated at a level intended to balance the pension 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 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 pensions committee of Hampshire County Council. Policy is determined in accordance with the Pensions Fund Regulations.

The principal risks to the authority 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.

Discretionary post-retirement benefits

Discretionary post-retirement benefits on early retirement are an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made. There are no plan assets built up to meet these pension liabilities.

Transactions relating to post-employment benefits.

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

LGPS	Disc Benefits		LGPS	Disc Benefits
2023/24	2023/24		2024/25	2024/25
£'000	£'000		£'000	£'000
		Cost of services:		
		Service cost comprising:		
1,836	0	* current service costs	1,916	0
111	0	* past service costs	10	0
		Financing and Investment income and exp:		
467	0	* net interest expense	352	0
2,414	0	Total post employment benefit charged to the surplus/deficit on Provision of Services	2,278	0
		Other post emp benefits charge to the CIES		
		Remeasurement of the net defined benefit liability comprising:		
(4,754)	0	* Return on plan assets (excluding amount included as the net interest expenses)	764	0
40	1	* Actuarial gain/loss arising on changes in financial assumptions	(18,350)	1
(2,410)	(30)	Actuarial gain/loss arising on changes in demographic assumption	(218)	(30)
4,240	92	* Actuarial (gains) and losses arising from liability other experience	(1,382)	92
(2,884)	63	Total post employment benefits charged to the CIES	(19,186)	63
		<u>Movement in Reserves Statement</u>		
(2,414)	0	* Reversal of net charges made to surplus/deficit on Provision of Services for post employment benefit	(2,278)	0
		Actual amount charged to General Fund for pensions in year:		
1,881	243	* Employer's contributions payable to scheme	1,865	242
(5,108)	(243)	* Retirement benefits payable to pensioners	(5,026)	(242)

Notes to the Accounts

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:

LGPS	Disc Benefits		LGPS	Disc Benefits
2023/24	2023/24		2024/25	2024/25
£'000	£'000		£'000	£'000
118,081	0	Fair value of plan assets	120,517	0
(122,847)	(2,665)	Present value of the defined benefit obligation	(106,602)	(2,331)
(4,766)	(2,665)	Net liability arising from the defined benefit obligation	13,915	(2,331)
0	0	Effect of Asset Ceiling	(13,915)	0
(4,766)	(2,665)	Net defined benefit asset recognised on the balance sheet	0	(2,331)

Reconciliation of the movements in the fair value of scheme (plan) assets

LGPS	Disc Benefits		LGPS	Disc Benefits
2023/24	2023/24		2024/25	2024/25
£'000	£'000		£'000	£'000
110,700	0	Opening fair value of scheme assets	118,081	0
1	0	Opening balance adjustment per 'revised' IAS19 actuary report	0	0
5,144	0	Interest income	5,607	0
4,754	0	Remeasurement gain/(loss) on assets	(764)	0
1,881	243	Contribution from employer	1,865	242
709	0	Contribution from employee's into scheme	754	0
(5,108)	(243)	Net Benefits paid	(5,026)	(242)
118,081	0	Closing fair value of scheme assets	120,517	0

Reconciliation of present value of the scheme liabilities (Defined Benefit Obligations)

LGPS	Disc Benefits		LGPS	Disc Benefits
2023/24	2023/24		2024/25	2024/25
£'000	£'000		£'000	£'000
120,190	2,850	Opening balance at 1st April	122,847	2,665
(3)	(5)	Opening balance adjustment per 'revised' IAS19 actuary report	0	(5)
1,836	0	Current service costs	1,916	0
5,611	0	Interest income	5,959	0
709	0	Contributions by scheme participants	754	0
		Remeasurement gain/(loss):		
40	1	* Actuarial gain/loss arising on changes in financial assumptions	(18,350)	1
(2,473)	(30)	* Actuarial gain/loss arising on changes in demographic assumption	(126)	(90)
1,934	92	* Actuarial (gains) and losses arising from liability experience	(1,382)	0
(5,108)	(243)	Net Benefits paid	(5,026)	(240)
111	0	Past service costs	10	0
122,847	2,665	Closing balance at 31st March	106,602	2,331

Notes to the Accounts

Local Government Pension Scheme assets comprised

2023/24	2023/24	2023/24	Fair value of scheme assets	2024/25	2024/25	2024/25
Quoted £'000	Unquoted £'000	Total £'000		Quoted £'000	Unquoted £'000	Total £'000
945	0	945	Cash and Cash equivalents	2337	0	2337
			Equity instruments: by industry type			
44,788	0	44,788	· Other	40,138	0	40,138
45,733	0	45,733	Subtotal equity	42,475	0	42,475
			Debt securities: by sector			
5,599	0	5,599	· Corp Bonds (non-investment grade)	5,465	0	5,465
17,127	6,048	23,175	· UK Govt	17,561	5,682	23,243
6,334	8,332	14,666	· Other	11,038	3,114	14,152
29,060	14,380	43,440	Subtotal bonds	34,064	8,796	42,860
			Property: by type			
0	8,801	8,801	· UK	0	10,753	10,753
0	8,801	8,801	Subtotal property	0	10,753	10,753
			Private equity:			
0	9,317	9,317	· All	0	11,003	11,003
0	9,317	9,317	Subtotal private equity	0	11,003	11,003
			Other investment funds:			
0	10,790	10,790	· Infrastructure	0	12,287	12,287
0	10,790	10,790	Subtotal other investment funds	0	1,139	1,139
			· Other	0	13,426	13,426
0	0	0	Derivatives	0	0	0
0	0	0	Other	0	0	0
74,793	43,288	118,081	Total Assets	76,539	43,978	120,517

All scheme assets have quoted prices in active markets.

Basis for Estimating Assets and 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.

Both the Local Government Pension Scheme and Discretionary Benefits liabilities have been assessed by Hymans Robertson LLP, an independent firm of actuaries, estimates for the County Council Fund being based on the latest full valuation of the scheme as at 31st March 2025.

The significant assumptions used by the actuary have been:

Local Government Pension Scheme		
2023/24		2024/25
%		%
	Longevity at 65 for current pensioners:	
22.1 yrs	Men	22.0 yrs
24.7 yrs	Women	24.7 yrs
	Longevity at 65 for future pensioners:	
22.6 yrs	Men	22.5 yrs
25.7 yrs	Women	25.6 yrs
2.8%	Rate of inflation (CPI)	2.8%
4.8%	Rate of increase to pensions in payment	4.8%
2.8%	Pension accounts revaluation rate	2.8%
3.8%	Salary increases	3.8%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all the other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice, this is unlikely to occur, and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below did not change from those used in the previous period.

Impact on the defined benefit obligation in the scheme	Approx increase Defined Obligation	% to Benefit	Approx monetary amount (£000)
0.1% decrease in real discount rate	2%		1,687
1 year increase in member life expectancy	4%		4,357
0.1% increase in the salary increase rate	0%		41
0.1% increase in the pensions increase rate (CPI)	2%		1,693

Impact on the Council's cashflows.

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. The scheme's actuary assessed the scheme to be fully funded. Funding levels are monitored on an annual basis. The next triennial valuation is due to be completed early 2026.

The scheme will need to take account of the national changes to the scheme under the Public Pensions Services Act 2013. Under the Act, the Local Government Pension Scheme in England and Wales and the other main existing public service schemes may not provide benefits in relation to service after 31 March 2014 (or service after 31 March 2015 for other main existing public service pension schemes in England and Wales). The Act provides for scheme regulations to be made within a common framework, to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

The authority anticipated to pay £1,854,000 expected contributions to the scheme in 2025/2026.

In June 2023, the UK High Court (Virgin Media Limited v NTL Pension Trustees II Limited) ruled that certain historical amendments for contracted-out defined benefit schemes were invalid if they were not accompanied by the correct actuarial confirmation. The judgment has now been upheld by the Court of Appeal.

The Local Government Pension Scheme is a contracted out defined benefit scheme and amendments have been made during the period 1996 to 2016 which could impact member benefits. Work is being performed by the Government Actuary's Department as the Local Government Pension Scheme actuary to assess whether section 37 certificates are in place for all amendments and some of these have been confirmed however, at the date of these financial statements, the full assessment is not complete. Until this analysis is complete, we are unable to conclude whether there is any impact to the liabilities or if it can be reliably estimated. As a result, [employer] does not consider it necessary to make any allowance for the potential impact of the Virgin Media case in its financial statements.

41 Nature and Extent of Risk Arising from Fin. Instruments

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

- Credit Risk: the possibility that other parties might fail to pay amounts due to the authority
- Liquidity Risk: the possibility that the authority might not have funds available to meet its commitments to make payments
- Market Risk: the possibility that financial loss may arise for the authority as a result of changes in such measures as interest rates and stock market movements.

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

Credit Risk

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

This risk is minimised through the annual investment strategy, which is available on the authority's website at

[ANNUAL TREASURY MANAGEMENT STRATEGY AND ANNUAL NONTREASURY INVESTMENT STRATEGY 2024/25](#)

Credit risk management practices

The authority's credit risk management practices are set out on the annual investment strategy, which pays particular regard to the recognition and measurement of expected credit losses:

The authority's financial assets are relatively simple;

- Long term investments at fair value through Profit/Loss pooled property/equity funds
- Short term investments with other local authorities at amortised cost
- Cash and cash equivalents such as instant access Money Market Funds
- Short and long term debtors with businesses, individuals, public sector organisations, subsidiaries and staff.

The 2024/25 Investment Strategy outlines in detail the treasury management prudential indicators and the Authority's specific credit risk and credit score analysis methodology.

The Council's financial instruments are relatively simple in form, only the pooled fund investments bear any need for calculating impairment loss allowances. It is the Council's view that no impairment loss allowance is required for those financial instruments as they stand currently.

Amounts arising from expected credit losses

The total credit loss for 2024/25 was £0 nil (2023/24, £0 nil).

Notes to the Accounts

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

Asset class (amortised cost)	12 month expected credit losses	Lifetime expected credit losses-not credit impaired	Lifetime expected credit losses-credit impaired	Lifetime expected credit losses-simplified approach	Purchased or originated credit impaired fin asset	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Opening 01/04/2023	0	0	0	0	0	0
New Fixed Asset originated or purchased	0				0	0
Amounts written off	0	0	0	0	0	0
Other changes	0	0	0	0	0	0
Closing 31/03/2024	0	0	0	0	0	0

During the year, the authority wrote off financial assets with a contractual amount outstanding of £0 nil (£0 nil in 2023/24) that are still subject to enforcement activity.

Credit risk exposure

The authority has the following exposure to credit risk at 31 March 2024:

	Credit risk rating	Gross carrying amount
		£'000
12 month expected credit losses	0	0
Significant increase in credit risk since initial recognition	0	0
Credit impairment as 31 March	0	0
Simplified approach	LOW	11,913

Liquidity Risk

The authority has a comprehensive cash flow management system that seeks to ensure that cash is available as needed. If unexpected movements happen, the authority has ready access to borrowings from the money markets and the Public Works Loans Board. There is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments. Instead, the risk is that the authority will be bound to replenish a significant proportion of its borrowings at a time of unfavourable interest rates. The authority sets limits on the proportion of its fixed rate borrowing during specified periods. The strategy is to ensure that total cash available within 3 months is £5m target.

The maturity analysis of financial liabilities is as follows:

2023/24	Analysis of Financial Liabilities	2024/25
£'000		£'000
(171,198)	Less than one year	(116,784)
(5,673)	Between one and three years	(64,348)
0	More than three years	0
(176,873)	Total	(181,132)

All trade and other payables are due to be paid in less than one year.

Market Risks

Interest rate risk

The Council is exposed to 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 surplus or deficit on the provision of services 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 surplus or deficit on the provision of services will rise
- investments at fixed rates – the fair value of the assets will fall.

Borrowings are not carried at fair value, so nominal gains and losses on fixed rate borrowings would not impact on the surplus of deficit on the provision of services or other comprehensive income and expenditure. However, changes in interest payable and receivable on variable rate borrowings and investments will be

Notes to the Accounts

posted to the surplus or deficit on the provision of services and affect the General Fund balance. Movements in the fair value of fixed rate investments that have a quoted market price will be reflected in other comprehensive income and expenditure.

The treasury management team 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 management during the year. This allows any adverse changes to be accommodated.

According to this assessment strategy, at 31 March 2024, if interest rates had been 1% higher with all other variables held constant, the financial effect would be:

	£'000
Increase in interest payable on variable rate borrowing	0
Increase in interest receivable on variable rate investments	137
Impact on surplus/deficit on the Provision of Services	137
Decrease in Fair Value of fixed rate investment assets	0
Impact on other comprehensive I&E	0
Decrease in Fair Value of fixed rate borrowing liabilities (no impact on surplus/deficit on the Provision of Services or other Comprehensive Income &Expenditure)	0

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

Price Risk

The market prices of the Council's fixed rate bond investments and its units in pooled bond funds are governed by prevailing interest rates and the price risk associated with these instruments is managed alongside interest rate risk.

The Council's investment in various pooled funds are subject to price risk;

- Equity funds are subject to the risk of falling share prices-
A 5% fall in share prices at 31/03/2025 could result in a £236k adjustment
- Diversified funds are subject to the risk of falling share prices, falling property prices and interest rate rises-
A 5% fall in share prices at 31/03/2025 could result in a 46k adjustment
A 5% fall in property prices at 31/3/25 could result in a £5k adjustment
A 1% interest rate rise at 31/3/25 could result in a £9k adjustment
- Bond funds are subject to the risk of interest rate rises-
A 1% interest rate rise at 31/03/2025 could result in a £346k adjustment

Foreign exchange risk

The authority has no financial assets or liabilities denominated in foreign currencies and thus has no exposure to loss arising from movements in exchange rates.

42 Subsidiary

Group consolidation

Rushmoor Borough Council has one wholly owned subsidiary undertaking, Rushmoor Homes Limited (company number 12568211) (the “subsidiary”). The subsidiary is incorporated in England and Wales and its principal activity is to assist the Council in developing new homes to support the Council's regeneration and housing objectives. The Group financial statements include the results, assets and liabilities of the subsidiary for the financial year ended 31 March 2025.

Audit exemption under the Companies Act 2006

The subsidiary is exempt from the requirements of the Companies Act 2006 relating to the audit of accounts for the financial year ended 31 March 2025 under section 479A (subsidiary company audit exemption). This exemption applies on the basis that Rushmoor Borough Council is the parent undertaking and provides the guarantee required by section 479C of the Companies Act 2006 for the relevant financial year. The subsidiary's name and registered number are disclosed here in a prominent place in the Council's consolidated accounts for the purposes of the Companies Act requirements.

2023/24 Single	2023/24 RHL	2023/24 Group	Investment Property Income & Expenditure	2024/25 Single	2024/25 RHL	2024/25 Group
£'000	£'000	£'000		£'000	£'000	£'000
(10,081)	(1,345)	(11,426)	Rental income from Investment Property	(9,832)	(134)	(9,966)
3,094	35	3,129	Direct operating expenses from Investment property	2,122	264	2,386
(6,987)	(1,310)	(8,297)	Net (Gain)/Loss	(7,710)	130	(7,580)
2023/24 Single	2023/24 RHL	2023/24 Group	Investment Property Movements In Year	2024/25 Single	2024/25 RHL	2024/25 Group
£'000	£'000	£'000		£'000	£'000	£'000
128,112	1,773	129,885	Opening Balance	135,812	2,923	138,735
10,776	1,150	11,926	Additions	210	0	210
0	0	0	Disposals	(2,520)	0	(2,520)
(3,076)	0	(3,076)	Net (Gain)/Loss from fair value (CIES)	(12,696)	117	(12,579)
0	0	0	Transfers to/from Property Plant and Equipment	27,400	0	27,400
135,812	2,923	138,735	Closing Balance	148,206	3,040	151,246

Notes to the Accounts

Recurring fair value measuring usage 2024/25	Quoted Prices active market (Level1)	Single Other significant observable (Level2)	RHL Other significant observable (Level2)	Significant unobservable (Level3)	Group Fair Value at 31 March 2025
Land	0	59,282	760	0	68,139
Buildings	0	88,924	2,280	0	70,596
	0	148,206	3,040	0	138,735
Recurring fair value measuring usage 2023/24	Quoted Prices active market (Level1)	Single Other significant observable (Level2)	RHL Other significant observable (Level2)	Significant unobservable (Level3)	Group Fair Value at 31 March 2024
Land	0	67,408	731	0	68,139
Buildings	0	68,404	2,192	0	70,596
	0	135,812	2,923	0	138,735

2023/24	Profit/Loss from Rushmoor Homes Ltd (RHL)	2024/25
£'000		£'000
(1,345)	Turnover	(134)
206	Administration Expenses	86
(1,140)	Operating (Profit)/Loss	(48)
	Exceptional Items	154
0	Fair Value Movements on Investment Properties	(30)
	Interest paid	165
(1,140)	Profit before Tax	241
0	Tax on Profit	8
0	Dividends	0
(1,140)	Total (Profit)/Loss for the Year	249
1,396	Shareholder funds	696

2023/24	Share of Ownership Interests between RHL and RBC	2024/25
£'000		£'000
0	Investment in shareholding company(s)	0
1,593	Loans with Rushmoor Borough Council (RBC)	2,163
1,593		2,163

43 Capitalisation of Borrowing Costs

Finance costs of £1.9m for the construction of Union Yard and £56k for Crematorium have been capitalised at a rate of 5.03% applied. This interest rate is a calculation of the average borrowing costs incurred within the financial year. Capitalisation will cease on practical completion of the project which will then be categorised and included in the balance sheet in accordance with proper practices.

44 Contingent Liabilities

At 31 March 2025, the Council had the following contingent asset/liabilities as below;

- **Homes England Brownfield Sites**

- £1.725m of funding is tied into the proposals for the Civic Quarter generally which the Council is negotiating with Homes England on future proposals. Whilst there are conditions on a date for this to be spent currently it could be anticipated that Homes England would agree to an extension to this if current negotiations required an extension of time to complete the required works. The deadline to meet conditions is end of year March 2026.

- **LADS/retention on Union Yard - with arbitration**

The retention on Union Yard (c£1.2m) relates to the contractual retention of capital payments withheld under normal contractual conditions. Their release however is now conditional upon the outcome of the LADS dispute that the Council has with the main contractor. It is likely that this dispute will enter into arbitration in order for a resolution to be obtained. It is only when arbitration is complete that we will know the value of the retention that might have to be released and paid to the contractor. The finalisation of this depends on the outcome of arbitration, which is likely to be before the end of financial year 2026.

- **Rights to Light at Union Yard**

Is a compensation payment made to successful claimants following a negotiation on the amount to be paid. Currently we have an ongoing claim for compensation which is likely to conclude in 2025/26, however the value is unknown at this stage.

Collection Fund Statement

The Collection Fund (England) is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to the collection from taxpayers and distribution to local authorities and the Government of council tax and business rates.

2023/24				2024/25		
Council Tax £'000	Business Rates £'000	Total £'000		Council Tax £'000	Business Rates £'000	Total £'000
(66,796)		(66,796)	-	(70,193)		(70,193)
	(51,317)	(51,317)	INCOME:		(59,623)	(59,623)
	(8,373)	(8,373)	Council Tax receivable		(2,287)	(2,287)
(185)		(185)	Business Rates receivable	(40)		(40)
(66,981)	(59,690)	(126,671)	Transitional Protection Payments receivable	(70,233)	(61,910)	(132,143)
			Council tax discounts funded by billing authority General Fund			
			Total amounts to be credited			
			EXPENDITURE:			
			Apportionment of Previous year Surplus/Deficit			
	272	272	Central Government		407	407
65	49	114	Hampshire County Council	147	74	221
10	217	227	Rushmoor Borough Council	23	326	349
11	0	11	Police & Crime Comm. for Hampshire	25		25
4	5	9	Hampshire Fire and Rescue	8	8	16
		0	Precepts, demands and shares			
	28,144	28,144	Central Government		30,135	30,135
48,129	5,066	53,195	Hampshire County Council	50,615	5,425	56,040
7,448	22,515	29,963	Rushmoor Borough Council	7,683	24,108	31,791
8,288		8,288	Police & Crime Comm. for Hampshire	8,631		8,631
2,651	563	3,214	Hampshire Fire and Rescue	2,735	603	3,338
		0	Charges to Collection Fund			
	(54)	(54)	Write offs of uncollectable amounts		(12)	(12)
1,018	187	1,205	Increase/(decrease) in allowance for debt impairment	713	345	1,058
	3,154	3,154	Increase/(decrease) in allowance for NNDR appeals		(1,098)	(1,098)
	123	123	Charge to GF for allowable ndr collection costs		125	125
67,624	60,241	127,865	Total amounts to be debited	70,580	60,446	131,026
643	551	1,194	(Surplus)/Deficit arising in year	347	(1,464)	(1,117)
298	(527)	(229)	(Surplus)/Deficit brought forward at 1st April	941	24	965
941	24	965	(Surplus)/Deficit carried forward at 31st March	1,288	(1,440)	(152)
			Allocated to:			
	12	12	Central Government		(720)	(720)
685	2	687	Hampshire County Council	937	(130)	807
103	10	113	Rushmoor Borough Council	140	(576)	(436)
116	0	116	Police & Crime Comm. for Hampshire	161		161
37	0	37	Hampshire Fire and Rescue	50	(14)	36
941	24	965	Total	1,288	(1,440)	(152)

Collection Fund Statement

Notes to the Collection Fund

1. Council Tax Base

Council Tax derives from charges raised according to the value of residential properties which have been classified into 8 valuation bands estimating 1st April 1991 values for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund by Hampshire County Council, Police and Crime Commissioner, Fire and Rescue Authority and the Council for the forthcoming year and dividing this by the Council Tax base (the total number of properties in each band adjusted to convert the number to a Band D equivalent and adjusted for discounts: 33,011.64 for 2024/25).

Council Tax bills are based on the following dwellings and proportions;

Tax Band	discounted equivalent dwellings	weighting	2024/25
Valuation Band A (disabled relief)	2	5/9	1.0
Valuation Band A	910	6/9	576.4
Valuation Band B	6,160	7/9	4,788.3
Valuation Band C	13,647	8/9	11,893.4
Valuation Band D	7,430	1	7,555.1
Valuation Band E	3,770	11/9	4,748.9
Valuation Band F	1,186	13/9	1,747.6
Valuation Band G	294	15/9	484.6
Valuation Band H	5	18/9	20.0
Total Band D Equivalents			31,815.3
Valuation Band O (Army)	1,853	-	1,870.1
Allowance for non-collection (2%)			-673.7
Tax Base for year			33,011.6

2. Income from Non-Domestic Rates

The Council collects non-domestic rates for its area, which are based on local rateable values multiplied by a uniform rate specified by the government. In 2013/14 the administration of NDR changed following the introduction of the business rates retention scheme, so instead of paying the NDR to the pool the local authority retains a share of the total collectable rates due. For Rushmoor this is 40%, Hampshire County Council 9%, Hampshire Fire and Rescue Authority 1% and the Government 50%.

The rateable value of properties at 31st March 2025 is £142.431m and the national non-domestic multiplier was 54.6p (small businesses 49.9p).

Business Rates Revaluation 2023

At revaluation, the Valuation Office Agency (VOA) adjusts the rateable value of business properties to reflect changes in the property market. The most recent revaluation came into effect in England and Wales on 1st April 2023, based on rateable values from 1st April 2021.

Across England as a whole, the revaluation was expected to lead to an increase in the rateable value of the average non-domestic property, with changes unevenly distributed across the country. The Councils 22% rise was 9th highest nationally.

The business rates multiplier was adjusted so that revaluation would be revenue neutral, after accounting for a forecast of the cost of appeals against the new values.

A complex package of reliefs was introduced to phase in the biggest increase in bills to ratepayers resulting from the revaluation.

The impact of revaluation on the amount of business rates retained by individual councils has been offset by changes to the redistributive "tariffs" and "top-ups" between councils, with the aim of leaving underlying budgets unaffected by revaluation.

3. Provision for Council Tax and NDR Bad or Doubtful Debts and NDR provision for valuation appeals

2023/24 £000		2024/25 £000
	Council Tax allowance for non collection	
(4,412)	Provision at 1 April	(5,213)
(1,017)	Provision made in year	(713)
216	Written off in year	338
(5,213)	Provision at 31 March	(5,588)
	NDR allowance for non-collection	
(1,295)	Provision at 1 April	(1,024)
(133)	Provision made in year	(346)
404	Written off in year	290
(1,024)	Provision at 31 March	(1,080)
	NDR valuation Appeals	
(4,200)	Provision at 1 April	(7,373)
(19)	Adjustment to opening	0
(3,891)	Provision made in year	(296)
737	Written off in year	1,394
(7,373)	Provision at 31 March	(6,275)

Provisions for bad or doubtful debts are assessed annually and charged to the collection fund.

ANNUAL GOVERNANCE STATEMENT – 24/25

1. Introduction and scope of responsibility

- 1.1 Rushmoor Borough Council (RBC) is responsible for ensuring its business is conducted in accordance with the law and proper standards, and 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 improvements in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 1.2 The Council is responsible for putting in place proper arrangements for the governance of its affairs, which include arrangements for the management of risk, whilst facilitating the effective exercise of its functions.
- 1.3 The Annual Governance Statement (AGS) states how the Council has complied with the Code and also meets the requirements of the Accounts and Audit Regulations 2015, regulation 6 (1b), and as amended by the Accounts and Audit (coronavirus) (Amendment) regulations 2020, which requires all relevant authorities to prepare an Annual Governance Statement. It is subject to review and approval by the Corporate Governance, Audit and Standards Committee (CGAS Committee), and the Corporate Management Team (CMT).
- 1.4 In this document the Council:
- acknowledges its responsibility for ensuring that there is a sound system of governance;
 - summarises the key elements of the governance framework and the roles of those responsible for the development and maintenance of the governance environment;
 - describes how the Council has monitored and evaluated the effectiveness of its governance arrangements in the year, and on any planned changes in the coming period;
 - provides details of how the Council has responded to any issue(s) identified in the previous year's governance statement; and
 - reports on any key governance matters identified from this review and provides a commitment to addressing them.

2. The Council's governance framework

The governance framework comprises the systems, processes, culture and values by which the authority is directed and controlled. It enables the Council to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate services and value for money.

Rushmoor Borough Council (RBC) has approved and adopted a local code of corporate governance, which is consistent with the seven core principles of the Chartered Institute of Public Finance and Accountancy (CIPFA) and Society of Local Authority Chief Executives (SOLACE) Framework 'Delivering good governance in Local Government'. A copy of RBC's adopted Code is on the Council's website, ([Local Code of Corporate Governance](#)). This details the key policies, procedures and systems by which the Council is controlled and governed. RBC updates its code annually and evidence is collated and assessment

for compliance by the Corporate Governance Group (CCG) and the Executive Leadership Team (ELT).

Rushmoor Borough Council comprises of 39 Councillors who represent 13 wards across the Borough. It currently operates under a Leader and Cabinet structure with Cabinet Members responsible for individual portfolios.

The staff of the Council are managed by the Managing Director (MD), who is the Head of Paid Services. The MD is supported by an Executive Leadership Team (ELT).

Key sources of assurance for the council's governance framework are set out below.

Council, Cabinet and Leader	<ul style="list-style-type: none"> • Adopting and making substantive changes to the Constitution • Approving or adopting the annual budget • Agreeing and/or amending the Terms of Reference for Committees, deciding on their composition and appointing.
Overview and Scrutiny Committee	<ul style="list-style-type: none"> • Pre and post Cabinet decisions made are subject to scrutiny/ call in for review by the Committee.
Corporate Governance, Audit and Standards Committee (CGAS)	<ul style="list-style-type: none"> • Provides independent assurance to the Council on the adequacy and effectiveness of the governance arrangements, risk management framework and internal control environment. • Promotes high standards of Member conduct • Approves the Annual Statement of Accounts and Annual Governance Statement. • Independent Member.
Risk Management	<ul style="list-style-type: none"> • The corporate risk register is regularly reviewed and monitored to ensure appropriate mitigation is in place. • Service risk registers are regularly maintained and updated which are fed into the corporate risk register. • Regular updates on risk management and the risk environment is provided to Cabinet.
Corporate Governance Group	<ul style="list-style-type: none"> • Officers with statutory roles within the Council review and provide assurance over the governance arrangements within the Council including constitutional changes and operational matters.
External assurances	<ul style="list-style-type: none"> • Assurances are obtained from external bodies e.g. compliance with Public Services Network (PSN) and CIPFA • Peer reviews • Engagement with LGA and encourage reviews.
Information Governance Group (IGG)	<ul style="list-style-type: none"> • Develops and maintains an information governance framework for effective management of information. • Authority to decide/recommend operational matters around all aspects of information governance and reports to Corporate Governance Group. • Oversight of the Council's cyber security treatment plan.
Capital Programme Board	<ul style="list-style-type: none"> • Review of governance and risk management over major projects.
Head of Paid Service	<ul style="list-style-type: none"> • The Interim Managing Director (MD) carries the responsibility for the proper management of RBC and for ensuring that the principle of good governance are reflected in sound management arrangements.

	<ul style="list-style-type: none"> Leads the Council's management team in driving forward the Council's strategic objectives.
Monitoring Officer	<ul style="list-style-type: none"> Ensures compliance with established policies, procedures, law and regulations. Monitors ethical standards. Reports actual or potential breaches of the law.
Section 151 Officer	<ul style="list-style-type: none"> Develops a medium-term financial strategy that is aligned with strategic priorities. Safeguards public money Promotes and deliver good financial management and governance.
Executive Leadership Team (ELT)	<ul style="list-style-type: none"> Implements the policy and budgetary framework set by the council and provides advice to committees and the Council on the development of future policy and budgetary issues and oversees the implementation of Council policy. Influences a corporate culture and fostering a culture of high ethical standards and integrity. Identifies and addresses cross cutting and strategic issues that may impact on the Council's control environment and risk.
Corporate Management Team (CMT), incorporating ELT	<ul style="list-style-type: none"> Responsible for developing, maintaining and implementing the Council's governance, risk and control framework. Including maintaining service and corporate risk register. Contribute to the effective corporate management and governance of the Council. Provide assurance statements for the governance arrangements within their services which inform the Local Code of Corporate Governance and the AGS. Performance management.
External Audit	<ul style="list-style-type: none"> Audit and report on the Council's financial statements, providing an opinion on the accounts and use of resources, concluding on the arrangements in place for securing economy, efficiency and effectiveness in the use of resources (the value for money conclusion)
Internal Audit	<ul style="list-style-type: none"> Provides independent assurance and annual opinion on the adequacy and effectiveness of the Council's governance, risk management and control framework. Delivers an annual programme on risk-based audit activity Makes recommendations for improvements in the management of the Council's risk, governance and control environment.
Property Investment Advisory Group	<ul style="list-style-type: none"> Oversees the Council's commercial property

3. Principles

4.1 Set out below is a summary of how the Council has complied with the seven principles set out in the CIPFA/SOLACE framework during 2024/25.

A – Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

The Council's constitution sets out how the Council operates, roles and responsibilities of Members and Officers, how decisions are made and the procedures which are followed to ensure that these are efficient, transparent and accountable to local people. The constitution is published on the Council's website.

The Monitoring Officer ensures that the Council is compliant with laws and regulations, as well as internal policies and procedures, and is also responsible for matters relating to the conduct of Councillors and Officers, and for monitoring and reviewing the operation of the Council's constitution. In RBC, the Interim Monitoring Officer is Amanda Bancroft (Corporate Manager – Legal) from 12th May 2025.

Section 151 of the Local Government Act 1972 specifies that one officer must be responsible for the financial administration of the organisation and that this officer must be CCAB qualified. In RBC, this is the Executive Head of Finance.

The Council has established a Corporate Governance Group, which includes the Monitoring Officer & deputy, S151 Officer & deputy, Corporate Manager – IT, Information Governance Officer, Service Manager – Risk, Performance and Procurement, Corporate Manager - People Team and Financial Governance Manager, to ensure that the Council works within its rules and that the necessary governance provisions are followed, and associated guidance, advice and training is provided.

The Council has adopted a Corporate Values and Behaviours framework which sets out the attitudes and behaviours expected from staff. The four values are Collaborate, Innovate, Brave and Integrity.

The Council's in-house legal service identifies and advises the Council on key elements of the law and their application. External legal advice is sought where necessary, for example, on specialist areas of law, higher risk and high value matters.

B – Ensuring openness and comprehensive stakeholder engagement

The Council has invested in a range of traditional, digital, and social media channels to enable regular contact, engagement, and consultation with its key stakeholder groups, including customer feedback surveys, workshops, consultation items on the Council's website and regular citizen consultation on both Borough-wide and place specific issues. There has been extensive consultation for the regeneration function including direct mailshots, public exhibitions, group meetings and presentations.

The Council's 3-year business plan is published on the council's website along with the monitoring of the actions towards the plan.

A statement of community involvement is published on the Council's website. The Council aims to make sure that there is a clear and proper consultation procedure that shows what the community and stakeholder should expect. To achieve this the Council will adhere to the following five principles:

- Ensuring equal opportunity
- Keeping the community informed
- Ensuring the community is involved
- Ensuring community engagement is relevant
- Providing feedback.

Business engagement – the council seeks to engage directly with local businesses to ensure that there is an understanding of local business needs. Underpinned by the aims and objectives of the council's Strategic Economic Framework, this engagement includes bi-annual business surveys, quarterly business forums with businesses and membership of/ regular engagement with, business representative organisations such as the Federation of Small Businesses and Hampshire Chambers of Commerce. A monthly business newsletter has also been developed to engage with local businesses and to provide a consultation mechanism.

C – Determining outcomes in terms of sustainable economic, social and environmental benefits

Our Cabinet has recently agreed to a new set of five priority themes for Aldershot and Farnborough:

- Skills, economy and business
- Homes for all: quality living, affordable housing
- Community and wellbeing: active life, healthier and stronger communities
- Pride in place: clean, safe and vibrant neighbourhoods
- Vision for the future and financial sustainability

The above themes will be part of a new council delivery plan. In the meantime, the Council will still be working to the plans and performance monitoring of the Council plan 2023-26. Our Council plan outlines the Council's priorities over the next three years. It also describes the key strategic projects that will contribute to achieving our vision.

A template is in place for the Council's reports to Cabinet which require the consideration of business, Strategic, Economic, Legal, Financial and Equalities impact of the decisions being made and how decisions are to be made. All reports requiring executive decisions (except those exempt) are accessible via the Council's website.

The Council has adopted and implemented the Local Plan 2014-2032 (adopted 21 February 2019). Details are published on the Council's website. Consultation was undertaken to engage as many residents and stakeholders as possible. Feedback from the consultation informed the submission of the Local Plan. Social, environmental and economic evidence was obtained to inform the development of the Local plan. The Local Plan is the basis together with the National Planning Policy Framework and associated guidance of all development decisions and therefore all decisions are informed by the consultation and evidence at a strategic level and assessed as to how they meet these requirements based on the specific application.

In July 2023, members of the council's Cabinet approved a new Climate change plan and agreed to the council's Carbon footprint being published and monitored.

D – Determining the interventions necessary to optimise the achievement of the intended outcomes

Options are required before decisions are taken and service changes implemented, including seeking external / independent expertise if the decision is of a complex technical nature.

The Overview & Scrutiny Committee considers the effective delivery of Council priorities and recommends interventions and remedies as appropriate.

Arrangements are in place to monitor operational and financial plans, priorities, KPI's, quality and targets and to report on progress, e.g. quarterly monitoring, budget monitoring.

The Council has several key partnerships with other local authorities and stakeholders in order to optimise the achievement of the Council's corporate plan.

The Council has in place more significant arrangements for project development, both internally and through the Member decision making structure. This has been achieved through the revised Member structure to include the following:

- Corporate Governance, Audit and Standards (CGAS) Committee, with specific roles to ensure effective governance
- The Property Investment Advisory Group (PIAG) provides early consideration of projects prior to submission to the Cabinet. This group is supported by LSHIM who provide market-based assessments of acquisition, disposal, and asset performance.
- The Overview and Scrutiny Committee is undertaking both pre- and post-decision scrutiny on a range of issues and projects. Examples of work undertaken by the Committee during 24/25 include:
 - Disposal of units at Union Yard development
- The Regeneration and Major Projects Programme Board provides the oversight and key input into the delivery of projects and meets 6-weekly. Each project within the defined programme has an established resource structure across a number of disciplines within the Council to ensure the right course of action is taken.

E – Developing the entity’s capacity, including the capability of its leadership and the individuals within it

The People Strategy includes four key themes which encourages a positive culture enabling high performance, the development of people to realise their potential, that people are engaged and feel valued and supported, as well as the Council being an employer of choice.

Arrangements are in place to ensure staff have the appropriate skills, knowledge, resources and support to fulfil their roles and responsibilities and are able to update their knowledge on a continuing basis e.g., CPD through attendance at seminars/conferences, mandatory training courses via the Council’s e-learning modules etc.

The Council supports apprenticeship training for new apprenticeship contracts and for upskilling staff. The Council is currently supporting 9 members of staff to gain apprenticeship qualifications. Leadership programmes are promoted and encouraged to support the continued professional development of staff and succession planning objectives. Development includes the Frimley Health development programmes and District Council Network, Solace and Local Government Association courses and networking opportunities. The annual development reviews and regular one to ones enable the Council to identify development and succession planning opportunities.

The Council regularly supports the attendance of both executive and non-executive councillors at the LGA leadership essential courses and weekend events across a number of topic areas including finance, climate change and equalities.

The Council engages external consultants when additional resources or specialist resources are required to ensure the effective delivery of its services or projects.

The Council subscribes to an Employee Assistance Programme to support health and wellbeing of staff and organises wellbeing walks. Lunch and learn sessions are delivered on topics such as climate change and disability awareness.

The Council’s senior leadership structure was restructured at the beginning of 2025 to reflect the considerations made by the LGA Corporate Peer Challenge in June 2024, the CIPFA review and the new administration. The agreed structure proposal of deleting the position of CEX would realise initial savings and an interim Managing Director and Head of Paid service would be appointed to focus on further organisational structure changes and efficiencies.

F – Managing risks and performance through robust internal control and strong public financial management

Work will continue to ensure the risk management process is further embedded within the Council. Cabinet receives quarterly reports covering both performance and risk. Heads of Service update their relevant service risk registers monthly and record these on a central database. Any service risks which are appropriate for the corporate risk register are escalated to the Corporate Management Team (CMT) for further review and consideration. Quarterly the corporate risk register is reviewed by CMT.

Internal Audit provides a risk-based audit plan and reports on the effectiveness of risk management and internal control to the Corporate Governance, Audit and Standards (CGAS) Committee.

The Council’s Cyber Security position, plans and mitigations are reported and reviewed via Corporate Governance Group and Corporate Management Team. The Council continues to enhance its cyber aware training and simulation exercises for staff and members. Previous funding from MHCLG was used to set-up immutable backups, enhance the business continuity plan including business impact assessments supporting critical functions of the council and developing and testing a Cyber Incident Response Plan. Comprehensive IT Change management is in place for changes to live systems and infrastructure. A mobile device management solution has been implemented to manage and protect the council’s data following NCSC guidelines. A 24*7 managed Security Operations Centre has commenced which reports any unusual cyber activity and detains any security incidents. Audits and remediation continue annually for the Public Services Network to maintain compliance. Data security requirements are being put in place for compliance with the DWP’s Memorandum of Understanding for the use of DWP derived data, which is audited. The National Cyber Security Centre (NCSC), Microsoft, Local Government Association (LGA) and (Warning, Advice and Reporting Point) WARP alerting services are used to follow best practice. The MHCLG’s Cyber Assessment Framework (CAF) Ready programme has been completed, achieving additional funding to enhance the council’s cyber security posture. The Council is also reviewing guidance from the governments Cyber Code of Practice.

Effective arrangements are in place for the safe collection, storage, use and sharing of data with other bodies, including processes to safeguard personal data in line with GDPR requirements. Information governance and data security e-learning modules are mandatory for all staff and Members on how to manage Council data.

Financial management and governance has been strengthened through additional senior qualified and experienced accounting capacity with specific focus on financial management and governance.

G – Implementing good practices in transparency, reporting, and audit, to deliver effective accountability

The Council and its decisions are open and accessible to the community, service users, partners and its staff. The Freedom of Information Act 2000 (FOI) gives anyone the right to ask for any information held by the Council subject to the need to preserve confidentiality in specific circumstances.

The Council's constitution sets out how decisions are made and specific reference to decision making by Full Council, Cabinet, Committees and scrutinised by the Overview and Scrutiny Committee. The Constitution includes the officer Scheme of Delegation which sets out the powers and functions that are delegated to named Council Officers.

The Council seeks peer reviews and implements recommendations made to strengthen the governance, risk and control environment.

Risk based internal auditing provides ongoing assurance that the key risks are being managed.

4. Key governance changes in year

4.1 LGA Corporate Peer Challenge

In June 2024 a Local Government Association (LGA) Corporate Peer Challenge was undertaken. An exercise where a team of local authority experts look at how we work as an organisation. The peer team considered the following 5 themes:

- Local priorities and outcomes
- Organisational and place leadership
- Governance and culture
- Financial planning and management
- Capacity for improvement

10 recommendations were made by the review team and an action plan to take these forward was presented and agreed by Cabinet in October 2024. Progress towards the implementation of these actions will continue to be reported as part of the quarterly performance monitoring to Cabinet.

4.2 Review of Senior Leadership Team

The senior leadership team is currently under review to align to the priorities set out in the 2025-26 Council Delivery Plan and to demonstrate clearer accountability, a simplified structure and reduced costs. This process began in April 2025 when the Council approved the removal of the role of Chief Executive and agreed new arrangements, appointing an interim Managing Director to complete the review within a 6-month period.

4.3 Finances

In February 2023 the council approved a balanced budget without the need to draw on reserves for 2023-24 and forecasted a balanced budget for the following year, 2024-25. However, these forecasts significantly underestimated the interest payment on the £167m of short-term borrowing (February 2023 bank rate 4% vs budgeted 1.66%) and the borrowing was fully exposed to further interest rate rises in the coming year. Inflation had also been underestimated at circa. 2.5% vs inflation of 10.4% as at February 2023 and projected to reduce gradually. Consequently, the revised 2024-25 budget approved on 22nd February 2024 projected a £5.4m deficit before savings and a cumulative £16.6m

MTFS deficit to 2027-28 with £10.7m of available reserves to cover the deficit (increased to £12.22m in July 2024 by the 2023-24 outturn surplus).

At the 22nd February 2024 Budget Council, a financial recovery plan was agreed requiring a total recurrent net budget reduction of £4m by the end of 2027-28 to balance the budget without any further reliance on reserves beyond the MTFS period. The plan acknowledged that interest on the £167m of short-term borrowing (i.e. property investment and regeneration projects were funded by borrowing maturing in less than one year where rates were below 1% compared to longer term where rates were 2-3% higher) was the ongoing cause of the deficit, and therefore required £40m of asset sales over the MTFS period to repay borrowing and consequently reduce annual interest and principal (minimum revenue provision - MRP) repayments by £2.04m per year. In addition, whilst ever inflation is above 2%, service expenditure inflation outpaces the council's ability to increase income, resulting in a need for a £500k per year reduction in cost of services to achieve a recurrent £2m per year reduction by the end of the MTFS period.

A significant amount of progress has been made in identifying savings for 2025- 26 onwards. Whilst these are incorporated into the 2025-26 budget estimates, several of the key risks in the February 2024 MTFS have materialised resulting in a 2025-26 estimated deficit of £5.2m (£4.1m projection in February 2024).

The 2025-26 budget and MTFS has been projected in the context of the current Local Government Reorganisation on the basis that the council will continue in existence and is able to balance its budget and MTFS without external financial assistance. There is a high degree of uncertainty in several of the assumptions in the 2025-26 MTFS, and it is therefore crucial that the council achieves a minimum £1.8m net budget reduction (i.e. the 2025-26 required savings) and strives to make significant inroads into the additional £1m increase the following year. The 2025-26 MTFS projects an additional £2.9m drawdown of reserves compared to 22nd February 2024 to a level of £3.6m and therefore has no flexibility for any unplanned draw on reserves in addition to the identified risks around the budget assumptions if the council is to be able to set a balanced budget each year of the MTFS.

A Financial Recovery Plan was approved at 15th October Cabinet establishing three separate workstreams; (1) Revenue Savings, (2) Capital Receipts, and (3) Financial Service capacity and capability. The revenue savings workstream has identified over 30 lines of enquiry and associated actions and progress to date is reflected in the budget, including progress on capital receipts. The lines of enquiry have been an effective lens to enable a systematic and objective review of the councils' services from several angles and as expected have led onto new lines of enquiry that will continue to be pursued.

There are two significant levers within the council's control to resolve the deficit. The most controllable lever is the council's cost base, the second lever is the reduction of interest and MRP through reduction in borrowing. Therefore, the course of action the council will be taking in 2025-26 as a result is to:

- a. Continue working through the lines of enquiry
- b. Complete a detailed commercial property review and review of portfolio management to drive up income and reduce costs from the portfolio (aim for net £750K improvement) by 2027-28 at the latest.
- c. Bring forward the Civic Quarter capital receipt to gain the benefit earlier than 2028/29 (assuming £12m disposal value benefit is Circa £1.1m per year)
- d. Identify further asset sales with zero underlying debt to benefit from 1/10th MRP reduction and interest saved on borrowing, outweighing lost income.

Achieving the full £1.8m required cost of services reduction in 2025-26 is a significant challenge. In recognition of this challenge an immediate project is underway to identify a

schedule of actions to deliver a budget reduction this year. Services managers have been asked to review specific services, activity and costs which:

- Could stop – i.e. not already contracted or contract not renewed in year
- Expenditure to temporarily stop for current or next year
- Could be carried out in a different way/scaled back to take account of devolution and/or local government reorganisation at reduced cost
- Service development projects/IT upgrades that can be on hold until local government reorganisation is progressed

4.4 External Audit

On 5 September 2024 the government published draft the Accounts and Audit (Amendment) Regulations 2024. These Regulations, which were approved on 30 September 2024, set a publication date for financial statements up to and including 2022/23 of 13 December 2024. Where audit work is not concluded, this will result in either a qualification or disclaimer of opinion.

The external auditors issued a disclaimer audit opinion for 2020/21, 2021/22 and 2022/23. Communication has improved with the external auditors, including regular meetings, to ensure that any issues or queries are dealt with promptly and sufficient resources are assigned to deal with requests.

4.5 Resolution of governance issues identified in 23/24

The new Freedom of Information (FOI) system came into force in July 2024 to improve the tracking and ensure that responses to requests are carried out in a timely manner. The FOI response rate (statutory turnaround times) has improved from 73 % in Q1 of 2023/2024 to 95% in Q4 of 2024/2025. The percentages vary slightly from quarter to quarter.

The self-assessment against the seven characteristics of good governance has been carried out by the Corporate Governance Group and has been included as part of the annual work plan to review governance and any improvement points highlighted through the group's discussion are recorded as an action point for the group to progress.

Governance actions from the peer and CIPFA review have been included within the Financial Resilience Plan and as part of quarterly monitoring. Whilst the actions are still being implemented these have been embedded within sufficient monitoring mechanisms that progress on the implementation of these will continue to be reported to Cabinet.

5. Effectiveness of the governance framework

The Council reviews the effectiveness of its governance arrangements annually. The key sources of assurance that informs this review are:

- The work of the Corporate Governance, Audit and Standards Committee (CGAS), Members and Senior Officers of the Council who have responsibility for good governance.
- A statement of assurance is obtained from Heads of Service to confirm the governance arrangements in place within their service and any actions to be included within the AGS.
- Risk management reports and the corporate risk register is maintained and scrutinised by Corporate Management Team (CMT) quarterly and subsequently communicated to CGAS, the Corporate Governance Group and Cabinet.

- The Audit Manager's update reports on the internal audit activity, which provides an independent assurance that Governance, Risk management and internal Control is in place and provides an opinion on the effectiveness of these arrangements.
- Half yearly updates to the CGAS Committee monitoring the work carried out towards the governance actions identified in the previous year's AGS.
- Any comments made by External Audit or other external reviews.
- The Corporate Governance Group provides assurance over the governance arrangements within the Council by completing a self-assessment annually against the seven characteristics of good governance and takes forward actions to improve governance.

6. Risk management

6.1 Significant risks must be formally identified, assessed and appropriately managed in order to mitigate their likelihood and/or their adverse impacts, such as on the continued operation of the Council, compliance with legal obligations or achieving strategic objectives.

6.2 Ultimately the responsibility to ensure that the Council's risk management process is effective lies with the Executive Leadership Team (ELT), the Managing Director and elected members. The overall responsibility to manage this process is delegated to the Executive Director, with day-to-day management provided by the Service Manager for Risk, Performance and Procurement.

6.3 The risk management policy and arrangements have been reviewed in year with the following changes being agreed by Cabinet on 14th January 2025:

- The process for developing a strategic level risk appetite
- Further development of the processes used to identify opportunities as well as threats when identifying risks
- Amendments to give further clarity on what must be discussed, agreed and recorded when the risk register is reviewed
- Alignment with the Council's agreed priorities
- Further clarity on the arrangements for reporting when risks become issues.

Work will take place during 25/26 to embed the operational changes and develop a Strategic risk appetite/policy.

7. Managing the risk of fraud and corruption

7.1 The Council is committed to the highest possible standards of honesty, openness and accountability. It will ensure that internal procedures are in place to identify, deter and prevent the risk of fraud and corruption and maintain clear and well publicised arrangements for receiving and investigating issues raised through its governance policies.

7.2 The Council will pursue appropriate action, including the recovery of any losses it has suffered, where fraud and corruption has been identified.

7.3 To mitigate the risk of fraud the Council has in place fraud and governance policies to which staff should adhere. These include the Anti-fraud, Bribery and Corruption policy,

Whistleblowing policy, Anti-Money Laundering policy and Gifts and Hospitality policy. Any issues raised relating to these policies are dealt with by the appropriate responsible officer in accordance with the requirements of each policy.

8. Internal audit assurance

In accordance with the Accounts and Audit (England) Regulations 2015, the Audit Manager is required to report on an annual basis, the overall adequacy and effectiveness of Rushmoor Borough Council's framework of governance, risk management and control.

In prior years an overall audit opinion has been provided across all three areas of the framework. To provide further clarity and in line with recommendations made by CIPFA in their review of Internal Audit, separate opinions will be provided for the internal control environment, risk management and governance arrangements.

Assurance levels which could be given are set out below:

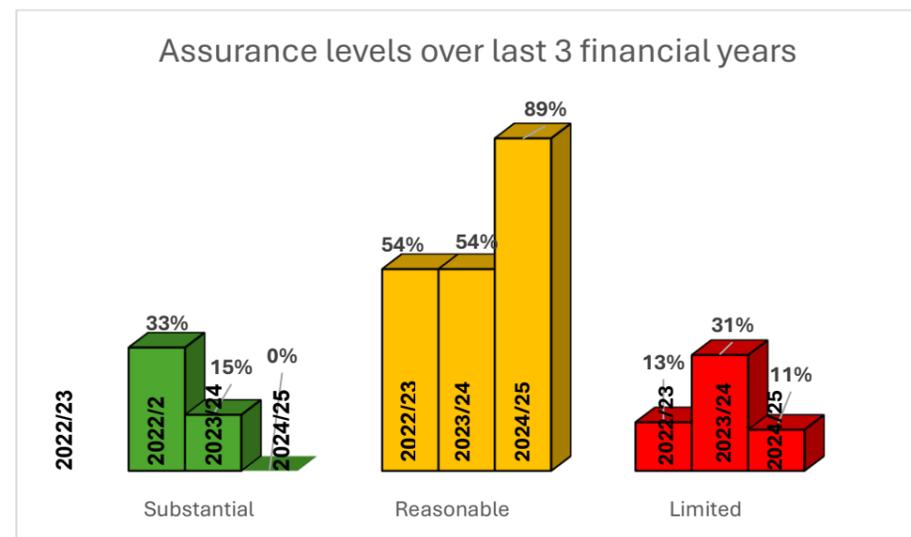
Assurance Level	Definition
Full	A comprehensive system of internal controls is in place designed to achieve the system/function/process objectives. These controls are operating effectively and are being consistently applied.
Substantial	Key controls designed to achieve the system/function/process objectives, are in place. There are opportunities to enhance/strengthen these controls.
Reasonable	Basic controls designed to achieve the system/function/process objectives, are in place. Improvements are required if key controls are to be established.
Limited	Minimal controls designed to achieve the system/function/process objectives, are in place. Significant improvements are required if key controls are to be established.
No assurance	No controls that achieve the system/function/process objectives, are in place.

In giving these opinions, assurance can never be absolute, as internal audit cannot review every decision and transaction of the Council. Therefore, only a reasonable assurance can be provided that there are no major weaknesses in the Council's processes reviewed and any reliance placed on other sources of assurance.

During the 2024/25 financial year the Audit Manager role transfer to the Southern Internal Audit Partnership from the start of March. Therefore, there is a caveat that this opinion is provided by the preceding Audit Manager up to the end of February 2025.

Internal Control Environment

The audit plan for 2024/25 provided coverage from across the Council and provided 9 assurance levels in which have been included within the formation of the opinion on the internal control environment within the Council. (Appendix A details the audits completed/substantially completed, and the assurance level provided) The graph below shows the percentage trend over the last 3 financial years for the assurance levels provided.



The above graph shows that this financial year there has been a decrease in the substantial assurance levels whilst the reasonable level has substantially increased. There has also been a decrease in the limited assurance provided.

Annual Governance Statement

Internal audit reviews key financial systems on a 3-year rolling basis. The below table shows the level of assurance provided for each of these systems across the 3 years along with the direction of travel from the previous level of assurance provided.

Key financial system	Assurance level in the last 3 years	Direction of travel from previous assurance provided	Year of last audit
Purchase Ledger	Reasonable	↑	23/24
Payroll	Reasonable	↓	23/24
Council Tax	Reasonable	↓	22/23
Treasury Management	Substantial	↔	22/23
Cash receipting	Reasonable	↓	22/23
Benefits	Substantial	↔	21/22
Financial Management System (FMS) & Bank Reconciliation	Reasonable	↓	24/25
National Non Domestic Rates	Reasonable	↔	24/25
Sales Ledger	Reasonable*	↓	24/25* (Testing currently underway)

The 3 key financial systems which were within the audit plan for 24/25 were, Financial Management System (FMS) & Bank reconciliation, National Non-Domestic Rates (NNDR) and Sales Ledger. *Due to resource constraints in the service the Sales Ledger audit was requested to be carried out later in the financial year. Whilst testing is under way this has not been substantially completed at the time of this report and therefore previous years assurance has been included within the table above but does not necessarily show the outcome. This will be communicated to the Committee upon completion and will be included within the audit opinion for 25/26.

The downward trend from previous assurances were predominately in previous years and until an updated audit is carried out it would be unclear if these areas have improved. Although, it should be noted that the recommendations made, for the above audits, have been implemented. It should be further highlighted that no limited assurances have been provided for the Council's key financial systems.

Specific follow up audits are carried out, the following financial year, where limited or no assurances have been given. As limited or no assurances are significant these areas should be given priority focus from senior management to close the gaps highlighted therefore assurances should improve.

Follow up audit	Follow up assurance level	Direction of travel
2022/23		
S106/ SANGS	Substantial	↑
Taxi Licensing – fee process	Substantial	↑
Application Patch Management	Reasonable	↑
Alderwood Leisure Centre*	Limited	↑
2023/24		
Estates Management & Commercial letting	Substantial	↑
Purchase Ledger	Reasonable	↑
Insurance	Limited	↔
Guest House	Limited	↔
2024/25		
Procurement Cards	Substantial	↑

*Alderwood Leisure was in the process of being transferred back to the school and previously had been given No assurance.

The review of follow ups carried out this financial year shows an increase in the improvement of areas which have previously been given a limited assurance. A follow up audit has not been carried out for insurance as a partnership has now been entered into with the London Borough of Sutton. The process of which was discussed at with CGAS Committee and addressed the weaknesses previously identified by the audit.

Recommendations are made for each audit carried out to improve the area under review. The recommendations are categorised as high, medium or low. Periodical reviews are carried out to determine the status of the recommendations and these are separately reported to CGAS Committee and Senior Management.

The Council has achieved Public Services Network certification. This reviews the Council's security network and provides recommendations for improvement. Assurance is taken from this assessment that the IT network controls in place are sufficient.

In summary, based on the information set out above it would demonstrate that the Council's internal control environment is reasonable. The level of substantial assurances has decreased however the level of reasonable has increased significantly, along with the limited assurances decreasing. No limited assurances have been given for the key financial systems across the 3-year cycle.

It is in the Audit Managers opinion that the internal control environment for Rushmoor Borough Council is **Reasonable**.

Governance

The Council took a view on outstanding audit recommendations given the passage of time and the evolution of processes over the years. As a result, a reduced number of recommendations were present to CGAS Committee as still outstanding. These will continue to be followed up for implementation.

Various lines of defence are in place to ensure that questions and oversight is carried out on various decisions made within the Council. The lines of defence are key to governance arrangements to ensure that processes are being followed and allow for informed decisions to be made.

A CIPFA and a peer challenge review was carried out in June 2024. As a result, action plans have been put in place to implement the recommendations made. The action towards implementation of these is monitored and reported on as part of the performance management process and specific officer groups have been set up to action the work required.

A Financial Resilience Plan (FRP) has been put in place to address some of the issues identified from the reviews. Regular updates are provided to senior management for review and scrutiny of progress towards the implementation of the action plan.

A draft self-assessment against the CIPFA Financial Management (FM) code had been carried out however, further work is required with regards to the action plan to ensure that the Council is compliant with the CIPFA FM code. Elements of this is also included within the Financial Resilience Plan (FRP) as well as an action point to implement from the Annual Governance Statement.

A self-assessment against the characteristics of good governance, whilst not compulsory, continues to be carried out annually by the Corporate Governance Group (CGG) with action points which are taken on by members of the group in order to improve governance.

The Council is committed to the highest possible standards of openness, probity and accountability. A fraudulent or corrupt act can impact on public confidence in the Council and damage both its reputation and image. Counter-fraud arrangements assist in the protection of public funds and accountability.

Policies and strategies are in place setting out the Council's approach and commitment to the prevention and detection of fraud or corruption, including an Anti-fraud, bribery and corruption policy and a Money-laundering policy.

The Council continues to conform to the requirements of the National Fraud Initiative (NFI). An annual Single Persons Discount (SPD) NFI exercise is carried out to match data from the Council tax system and the Electoral register. The Council submitted the required data sets for this in December 2024, with feedback on potential matches being received instantly. In addition to this the Council participated in the biennial NFI data match. Results from this will be worked through in 2025/26. Details are set out in Appendix B.

A self-assessment against the Public Sector Internal Auditing Standards (PSIAS) has been carried out. The Internal Audit section is fully compliant with the standards. The Southern Internal Audit Partnership (SIAP), who have been carrying out the audits for 24/25 and will provide the internal audit provision going forward are also fully compliant with the PSIAS.

Governance is the leadership of decision-making, culture, controls and accountability throughout the organisation. It is in the Audit Managers opinion that governance for Rushmoor Borough Council is **Reasonable**. Governance issues are addressed through the Governance group, and it has been acknowledged that work is to be done to improve the governance arrangements within the Council following the CIPFA and Peer challenge reviews.

Risk Management

The Council has in place Service Risk Registers and a Corporate Risk Register. Quarterly the overall changes are reported to the Corporate Management Team (CMT) for review and scrutiny. Following this the report is presented to Cabinet. CMT and Cabinet act as layers of defence to ensure that risks have been identified and where necessary actions taken to appropriately mitigate the risk.

There is insufficient evidence of detailed scrutiny over the risks, follow up actions, and mitigations suggested to minimise the risk from materialising.

A risk appetite statement has not been defined and agreed with Members. However, work is progressing in this area with a workshop being held and facilitated by an external consultant in order to define risk appetite for the Council.

It is in the Audit Managers opinion that risk management for Rushmoor Borough Council is **Reasonable**. Whilst a reasonable assurance has been provided the process continues to require improvement to ensure that it is an effective management tool rather than just process driven.

9. External audit assurance

- 9.1 The Accounts and Audit (Amendment) Regulations 2024 (Statutory Instrument 2024/907) came into force on 30 September 2024 required any outstanding accountability statements for years ended 31 March 2015 to 31 March 2023 to be approved not later than 13 December 2024 and the accountability statements for the year ended 31 March 2024 to be approved not later than 28 February 2025 ('the backstop date').
- 9.2 The audit of the financial statements for the year ended 31 March 2021, 31 March 2022 and 31 March 2023 for Rushmoor Borough Council were not completed for the reasons set out in our disclaimers of opinion on those financial statements dated 26 November 2024, 13 December 2024 and 13 December 2024 respectively. The audit of the 2023-24 financial statements was signed off on 28th February 2025 in compliance with legislation.
- 9.3 External audit also provides assurance on the council's arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2024. The audit opinion is that the Council did not have adequate arrangements to reduce its recurrent level of revenue spending so that it can be contained within available resources without the need to call on reserves or reduce the level of planned service provision. In particular, the Council did not have arrangements to reduce its very high level of short-term borrowing to mitigate the impact of this on its revenue budget over the medium term and reduce the level of interest rate risk it is currently exposed to.
- 9.4 External audit have also provided a VFM narrative commentary within their 24/25 Auditors Annual Report. They expect to report by exception on the Council's arrangements for financial sustainability.

Annual Governance Statement

10. Actions to implement in 25/26

The review of the effectiveness of the Council's governance framework has identified that the actions carried forward from 2023/24 as detailed below are significant areas for the Council to implement, mainly the financial resilience plan, and therefore remain the key area of focus and remain a key governance area to improve. Therefore, no further governance actions have been put forward. The progress against these actions will be reviewed by the Corporate Governance Group and regularly reported to the Corporate Governance, Audit and Standards Committee.

The below are previous actions highlighted for improvement within the 24/25 AGS and will continue to be implemented and monitored during 25/26.

Action from 23/24 AGS	Original target date	Last update from May 2024	Revised target date	Update November 2024	Revised target date	Direction of travel
<p>Following the changes in political control in May there are likely to be shifts in priorities which may require existing governance arrangements to be reviewed. This will be taken forward by the ELT supported by the governance group.</p> <p>Existing arrangements will have new appointments and training and briefing will be required for new appointees to be able to undertake governance roles effectively</p>	September 2024 As soon as practicable in new Civic year	N/A – New action	N/A	As a result of the Corporate Peer Challenge and the CIPFA report the Council has commissioned a review of some elements of its committee and governance arrangements. This report will be considered once completed. The report will be considered in January 2025 with any changes agreed being brought in from May 2025.	Report – January 2025 Changes (if required) May 2025	Progressing ↑
The governance actions which transpire from the CIPFA review will be actioned accordingly.	TBC when actions from the report agreed	N/A – New action	N/A	A Financial Resilience Plan has been agreed which incorporate actions from the CIPFA review and the peer challenge. Work towards the plan is regularly reviewed by ELT.	Ongoing	Progressing ↑
<p>A self-assessment against the CIPFA Financial Management Code will be carried out.</p> <p>The actions resulting from the self-assessment will be carried out to ensure compliance with the code.</p>	September 2024 September 2025	N/A – New action	N/A	The self-assessment against the CIPFA Financial Management Code has been carried out and further action is required to fully implement the requirements so that the Council is fully compliant with the code.	September 2025	Progressing ↑
A self-assessment against the seven characteristics of good governance has been carried out by the Corporate Governance Group. Actions arising from this review will be taken forward to improve any governance gaps.	TBC when actions agreed	N/A – New action	N/A	The self-assessment is being scheduled to be reviewed annually. Currently the 2 nd review against these characteristics is being carried out.	Business As Usual	Completed

11. Certification

11.1 To the best of our knowledge, the governance arrangements, as defined above and within the Council's Code of Corporate Governance, have been effectively operating during the year with the exception of those areas highlighted on page 17 above. We propose over the coming year to take steps to address the above matters identified above to further enhance our governance arrangements. We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and will monitor their implementation and operation during the year and as part of our next annual review.

Signed: Signatures removed before publication

Gareth Williams
Leader of the Council

Ian Harrison
Interim Managing Director

Date: 17th February 2026

17th February 2026

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

Disclaimer of Opinion

We were engaged to audit the financial statements of Rushmoor Borough Council ('the Council') and its subsidiary (the 'Group') for the year ended 31 March 2025. The financial statements comprise the:

- Council and Group Movement in Reserves Statement,
- Council and Group Comprehensive Income and Expenditure Statement,
- Council and Group Balance Sheet,
- Council and Group Cash Flow Statement
- the related notes 1 to 44 including material accounting policy information and including the Expenditure and Funding Analysis.
- Collection Fund and the related notes 1 to 3

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 2024/25.

We do not express an opinion on the accompanying financial statements of the Council. Because of the significance of the matter described in the basis for disclaimer of opinion section of our report, we have not been able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion on these financial statements.

Basis for disclaimer of opinion

The Accounts and Audit (Amendment) Regulations 2024 (Statutory Instrument 2024/907) ("the Regulations") which came into force on 30 September 2024 required the accountability statements for the year ended 31 March 2025 to be approved not later than 27 February 2026 ('the backstop date').

Our planned audit work in the current year was focused on transactions in the year and the current year balance sheet.

Due to the disclaimers of opinion on the financial statements in the prior years, and delays in receiving associated audit evidence in particular in relation to the valuation of property, plant and equipment (2024/25 £81.70 million, 2023/24 £119.76 million, 2022/23 £112.94 million), and investment property (2024/25 £131.63 million, 2023/24 £138.73 million, 2022/23 £129.88 million), we have not been able to complete the detailed audit procedures that would be needed to obtain sufficient appropriate audit evidence to issue an unmodified audit report on the Council's financial statements for the year ended 31 March 2025.

Therefore, we are disclaiming our opinion on the financial statements.

The audits of the financial statements for the years ended 31 March 2021, 31 March 2022, 31 March 2023 and 31 March 2024 for Rushmoor Borough Council were not completed for the reasons set out in our disclaimers of opinion on those financial statements dated 26 November 2024, 13 December 2024 and 26 February 2025 respectively.

Matters on which we report by exception

Notwithstanding our disclaimer of opinion on the financial statements we have nothing to report in respect of whether the annual governance statement is misleading or inconsistent with other information forthcoming from the audit, performed subject to the pervasive limitation described above, or our knowledge of the Group and the Council.

We report to you if:

- we issue a report in the public interest under section 24 of the Local Audit and Accountability Act 2014 (as amended)

- we make written recommendations to the audited body under Section 24 of the Local Audit and Accountability Act 2014 (as amended)
- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014 (as amended)
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014 (as amended)
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014 (as amended)

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

We report to you if we are not satisfied that the Council has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2025.

On the basis of our work, having regard to the Code of Audit Practice 2024 and the guidance issued by the Comptroller and Auditor General in November 2024, we have identified one significant weakness in the Council's arrangements for the year ended 31 March 2025.

1. Weakness in arrangements to secure future financial sustainability

Our judgement on the nature of the weakness identified

The current debt level and associated borrowing costs pose a risk to the Council's long-term financial sustainability. Although a long-term asset disposal programme has been agreed to generate capital receipts that could be used to reduce the level of external borrowing, the Council has not delivered the volume and value of asset disposals within planned timescales to allow it to generate the capital receipts needed to reduce external borrowing. Further potential asset sales need to be identified and the rate of delivery of capital receipts needs to be increased.

Reserves are currently being used to balance the budget in the short term and, although revenue savings were achieved in 2024/25, the Council did not identify and deliver sufficient recurrent revenue savings to allow it to balance future budgets. Should the Council not be able to identify a permanent reduced cost base there is a risk this will lead to insufficient reserves to balance the budget in the 2026/27 financial year and beyond.

The evidence on which our view is based

- At the end of 2024/25, the Council held total borrowing of £166 million. Although the level of borrowing held short-term had reduced from £157 million in 2023/24 to £102 million in 2024/25 providing lower interest rate risk exposure and a greater degree of certainty in financial planning, the total value of external borrowing had increased from the prior year.
- A mid-year update of the Council's Medium Term Financial Strategy through to 2028/29 which showed a projected cumulative deficit of £16.5 million. The mid-year update also identified a risk there would be insufficient reserves to call upon to prepare a balanced budget from the 2026/27 financial year if further recurrent revenue savings are not identified.
- The Council's financial recovery plan requires it to dispose of £40 million of long-term assets to secure capital receipts. At the end of 2024/25 the Council had identified prospective asset sales of £11.9 million, with only £2.9 million of actual capital receipts being generated in 2024/25.

The impact on the Council

The inability to identify permanent cost reductions and high level of short-term borrowing will result in the Council being unable to set a balanced budget from 2026/27 unless mitigating action is taken, which could include the need to reduce the planned level of future service provision.

External Auditor's Report

Action required by the Council

The Council needs to fully implement and action its Financial Resilience Plan which contains a range of medium and shorter-term actions designed to ensure its financial sustainability. Specifically:

- Continue to seek to replace short-term with long-term borrowing to reduce the Council's exposure to interest rate risk and allow for more certainty in its medium-term financial planning arrangements.
- Urgently identify recurrent savings to bridge the budget gap forecast by the Council's updated Medium Term Financial Strategy.
- Improve delivery of the asset disposal programme, both in terms of the identification of asset sales and level of capital receipts achieved to reduce the ongoing cost pressures this creates on the Council's revenue budget.

This is evidence of significant weaknesses in proper arrangements for financial sustainability, specifically:

- How the Council plans to bridge its funding gaps and identifies achievable savings.
- How the Council plans finances to support the sustainable delivery of services in accordance with strategic and statutory priorities.

Responsibility of the Chief Financial Officer

As explained more fully in the Statement of the Chief Financial Officer Responsibilities set out on page 6, the Chief Financial Officer is responsible for the preparation of the Statement of Accounts, which includes the Group 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 2024/25, for being satisfied that they give a true and fair view and for such internal control as the Chief Financial Officer determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Chief Financial Officer is responsible for assessing the Group and the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless the Group and the Council either intends to cease operations, or has no realistic alternative but to do so.

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

Auditor's responsibilities for the audit of the financial statements

Our responsibility is to conduct an audit of the Group and the Council's financial statements in accordance with International Standards on Auditing (UK) and to issue an auditor's report.

However, because of the matter described in the basis for disclaimer of opinion section of our report, we were not able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion on these financial statements.

We are independent of the Group and the Council 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 the Code of Audit Practice 2024 and we have fulfilled our other ethical responsibilities in accordance with these requirements.

Scope of the review of arrangements for securing economy, efficiency and effectiveness in the use of resources

We have undertaken our review in accordance with the Code of Audit Practice 2024, having regard to the guidance on the specified reporting criteria issued by the Comptroller and Auditor General in November 2024, as to whether Rushmoor Borough Council had proper arrangements for financial sustainability, governance and improving

economy, efficiency and effectiveness. The Comptroller and Auditor General determined these criteria as those necessary for us to consider under the Code of Audit Practice in satisfying ourselves whether Rushmoor Borough Council put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2025.

We planned our work in accordance with the Code of Audit Practice. Based on our risk assessment, we undertook such work as we considered necessary to form a view on whether Rushmoor Borough Council had put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources.

We are required under Section 20(1)(c) of the Local Audit and Accountability Act 2014 (as amended) to satisfy ourselves that the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

We are not required to consider, nor have we considered, whether all aspects of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.

Delay in certification of completion of the audit

We cannot formally conclude the audit and issue an audit certificate until the NAO, as group auditor, has confirmed that no further assurances will be required from us as component auditors of Rushmoor Borough Council.

Until we have completed these procedures, we are unable to certify that we have completed the audit of the accounts in accordance with the requirements of the Local Audit and Accountability Act 2014 (as amended) and the Code of Audit Practice issued by the National Audit Office.

Use of our report

This report is made solely to the members of Rushmoor Borough Council, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014 (as amended) and for no other purpose, as set out in paragraph 85 of the Statement of Responsibilities of Auditors and Audited Bodies published by Public Sector Audit Appointments Limited. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Group and the Group's members as a body, for our audit work, for this report, or for the opinions we have formed.

Signature removed for publishing

Simon Mathers (Key Audit Partner)

Ernst & Young LLP (Local Auditor)

Southampton

20 February 2026

Accounting Period

The period of time covered by the accounts, normally a period of twelve months commencing on 1 April. The end of the accounting period is the Balance Sheet date.

Accounting Policies

The specific principles, bases, conventions, rules and practices applied by the Council in preparing and presenting financial statements.

Accruals

Sums included in the financial statements to recognise income or expenditure earned or incurred in the financial year, but for which actual payment had not been received or made as at 31 March.

Accrued Interest

Interest accumulated but not yet received or paid.

Actuarial

The appraisal of economic and demographic factors in order to estimate future pension liabilities.

Actuarial Gains and Losses

For a defined benefit pension scheme, the changes in actuarial surpluses or deficits 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 which are performed by or for other councils or bodies, where the council/body responsible for the service reimburses the council carrying out the work for the costs incurred.

Amortisation

The apportionment (charging or writing off) of the cost of an intangible asset as an operational cost over the asset's estimated useful life.

Amortised Cost

The amount at which a financial asset or financial liability is measured at initial recognition, less principal repayments and plus or minus any unamortised original premium or discount.

Asset

An item having value to the Council in monetary terms. Assets are categorised as either current or non-current

- A current asset will be consumed or cease to have material value within the next financial year (e.g. cash);
- A non-current asset provides benefits to the Council and to the services it provides for a period of more than one year and may be tangible e.g. the Civic Centre, or intangible, e.g. computer software licence.

Audit of Accounts

An independent examination of the Council's financial affairs.

Authority/Local Authority

A Local Authority is an administrative body in local government, also referred to in the Statement of Accounts as a Council.

Balance Sheet

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

Billing Authority

A local authority responsible for collecting the council tax and non-domestic rates in areas where there is a two-tier system of county and district councils.

Borrowing

Using cash provided by another party to pay for expenditure, on the basis of an agreement to repay the cash at a future point, usually incurring additional interest charges over and above the original amount.

Budget

The forecast of net revenue and capital expenditure over the accounting period.

Capital Expenditure

Expenditure on the acquisition of a fixed asset, which will be used in providing services beyond the current accounting period, or expenditure which adds to and not merely maintains the value of an existing fixed asset.

Capital Financing

Funds raised to pay for capital expenditure. There are various methods of financing capital expenditure including borrowing, leasing, direct revenue contributions, usable capital receipts, capital grants, capital contributions, revenue reserves and earmarked reserves.

Capital Grants

Grants received towards capital expenditure.

Capital Programme

The capital schemes the Council intends to carry out over a specific period of time.

Capital Receipt

The proceeds from the disposal of land or other fixed assets. Proportions of capital receipts can be used to finance new capital expenditure, within rules set down by the government but they cannot be used to finance revenue expenditure.

Collection Fund

A separate fund that records the income and expenditure relating to Council Tax and non-domestic rates.

Community Assets

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

Componentisation

Component parts of a major asset may not have the same useful lives (i.e. they wear out or depreciate at different rates); therefore those components with a value that is significant in relation to the total value of the asset shall be depreciated separately. The purpose is to ensure that the depreciation charged in the Income & Expenditure Statement properly reflects the consumption of economic benefit.

Comprehensive Income and Expenditure Statement (CIES)

The account of the Council that reports the net cost for the year of the functions for which it is responsible and demonstrates how that cost has been financed from precepts, grants and other income.

Consistency

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

Contingent Asset

A contingent asset is a possible asset arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control.

Contingent Liability

A contingent liability is either:

- A possible obligation arising from past events whose existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control; or
- A present obligation arising from past events where it is not probable that a transfer of economic benefits will be required, or the amount of the obligation cannot be measured with sufficient reliability.

Corporate and Democratic Core

The corporate and democratic core comprises all activities which local authorities 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 services. There is, therefore, no logical basis for apportioning these costs to services.

Council Tax

A local tax on domestic property set by local authorities in order to meet their budget requirement.

Council Tax Base

The total number of properties within the local authority area expressed in terms of band D equivalents, incorporating discounts, deductions and exemptions.

CIPFA

The Chartered Institute of Public Finance and Accountancy.

Current Assets

Assets which may change in value on a day-to-day basis

Current Service Cost (Pensions)

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

Defined Benefit Pension Scheme

Pension schemes in which the benefits received by the participants are independent of the contributions paid and are not directly related to the investments of the scheme.

Depreciated Replacement Cost (DRC)

A method of valuation which provides the current cost of replacing an asset with its modern equivalent asset less deductions for all physical deterioration and all relevant forms of obsolescence. It is used for specialist assets where no market exists.

Depreciation

The measure of the cost of wearing out, consumption or other reduction in the useful economic life of the Council's fixed assets during the accounting period, whether from use, the passage of time or obsolescence through technical or other changes.

Direct Revenue Contributions

Capital expenditure funded from revenue budgets. Also known as Revenue Contributions to Capital Outlay (RCCO).

Discretionary Benefits (pensions)

Retirement benefits, which the employer has no legal, contractual or constructive obligation to award and are awarded under the Council's discretionary powers such as the Local Government (Discretionary Payments) Regulations 1996.

Doubtful Debt (also known as bad debt)

A debt that the Council may not be able to recover. A provision is made in the accounts for doubtful debts each year based on the value and age of debts outstanding.

Earmarked Reserves

Reserves which are held by a Council for specified purposes.

Events after the Balance Sheet date

Events after the Balance Sheet date are those events, favourable or unfavourable, that occur between the Balance Sheet date and the date when the Statement of Accounts is authorised for issue.

Exceptional Items

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

Existing use Value (EUUV)

The amount for which an asset or liability should exchange on the valuation date between a willing buyer and a willing seller in an arm's length transaction in its existing use; it is used for most PPE assets with a variation required for council dwellings.

Expected Return on Pension Assets

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

Fair Value

The fair value of an asset is the price at which it could be exchanged in an arm's length transaction.

Finance Lease

A lease that transfers substantially all of the risks and rewards of ownership of a fixed asset to the lessee.

Financial Asset

Any asset that is cash, a contractual right to receive cash or another financial asset from another party, or an equity instrument issued by another party, examples include bank deposits, bonds and stocks.

Financial Instrument

A financial asset that is tradable, for example, bank deposits and investments.

Financial Liability

An obligation to deliver cash or another financial asset.

Funded Benefits

The funded benefits are those payable by the Fund in accordance with The Local Government Pension Scheme Regulations 2013 (as amended) and The Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014 (as amended)

General Fund

The main revenue fund from which the Cost of Services is met.

Going Concern

The concept that the Statement of Accounts is prepared on the assumption that the Council will continue in operational existence for the foreseeable future.

Government Grants

Grants made by the government towards either revenue or capital expenditure in return for past or future compliance with certain conditions relating to the activities of the Council. These grants may be specific to a particular scheme or may support the revenue spend of the Council in general.

Held for Sale

Asset held for sale are those assets where it is probable that the carrying value will be recovered principally through a sale transaction rather than through continuing use.

Heritage Assets

Assets that are held and maintained by an entity principally for their contribution to knowledge and culture. The key feature of heritage assets is that they have cultural, environmental or historical associations that make their preservation for future generations important.

Highest & Best Use

The highest and best use of the asset provides the maximum value to market participants through its use, taking into account the use of the asset that is physically possible, legally permissible and financially feasible.

Historic Cost

The amount originally paid for a fixed asset.

Housing Capital Receipts Pool

A proportion of receipts relating to housing disposal is payable to the Government in accordance with statutory requirements. This is known as housing capital receipts pooling.

IFRS

International Financial Reporting Standards (IFRS) a global language for business affairs so that accounts are understandable and comparable across international boundaries.

Impairment

A reduction in the value of a fixed asset to below its recoverable amount, the higher of the asset's fair value less costs to sell and its value in use.

Infrastructure Assets

Fixed assets belonging to the Council that cannot be transferred or sold, on which expenditure is only recoverable by the continued use of the asset created. Examples are footpaths and coast protection defences.

Intangible Assets

An intangible (non-physical) item may be defined as an asset when access to the future economic benefits it represents is controlled by the reporting entity. This Council's intangible assets comprise computer software licences.

Interest Cost (Pensions)

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

Investment Property

Interests in land and/or buildings which are held solely to earn rentals or for capital appreciation or both. Investment Properties are valued at highest and best use and must be revalued every year.

Investments (Pension Fund)

The investments of the Pension Fund will be accounted for in the statements of that fund. However, authorities are also required to disclose, as part of the disclosure requirements relating to retirement benefits, the attributable share of the pension scheme assets associated with their underlying obligations.

Joint Ventures

An entity established with contractual or binding arrangements whereby two or more parties are committed to undertake an activity that is subject to their joint control, with strategic,

financial and operating decisions relating to the activity requiring the unanimous consent of the parties sharing the control.

Lease

A contract for the hire of a specific asset. The lessor owns the asset but conveys the right to use the asset to the lessee for an agreed period of time in return for the payment of specified rentals. Leases may be either operating leases or finance leases.

Liability

A liability is where the Council owes payment to an individual or another organisation.

- A current liability is an amount which will become payable or could be called in within the next accounting period, e.g. creditors or cash overdrawn.
- A deferred liability is an amount which by arrangement is payable beyond the next year at some point in the future or to be paid off by an annual sum over a period of time.

Liquid Investment

Current asset investments that are readily disposable by the Council without disrupting its business and are either:

- Readily convertible to known amounts of cash at or close to the carrying amount; or
- Traded in an active market.

Market Participants

Buyers and sellers in the principal (or most advantageous) market for an asset or liability. The principal market is that with the greatest volume and level of activity, whilst the most advantageous is the market that maximises the amount that would be received to sell the asset or paid to transfer the liability after taking into account transport and transaction cost.

Market Value

The amount at which a property would be exchanged between knowledgeable and willing parties in an arm's-length transaction.

Materiality

The concept that the Statement of Accounts should include all amounts which, if omitted, or misstated, could be expected to lead to a distortion of the financial statements and ultimately mislead a user of the accounts.

MHCLG

Ministry of Housing, Communities and Local Government, the main Government department dealing with local government, housing and community issues.

Minimum Revenue Provision (MRP)

The minimum amount which must be charged to the revenue account each year in order to provide for the repayment of loans and other amounts borrowed by the Council.

Net Book Value

The amount at which fixed assets are included in the Balance Sheet, i.e. their historical costs or current value less the cumulative amounts provided for depreciation.

Non-Domestic Rates (NDR)

The Non-Domestic Rate is a levy on businesses, based on a national rate in the pound set by central government and multiplied by the assessed rateable value of the premises they occupy. In England it is collected by the Council on behalf of itself, central government and major preceptors.

Non-Operational Assets

Fixed assets held by the Council but not directly occupied, used or consumed in the delivery of services. Examples are investment properties, assets under construction or assets surplus to requirements pending sale or redevelopment.

Observable Inputs

Are those that are developed using market data, such as publicly available information about actual events or transactions, and that reflect the assumption that market participants would use when pricing the asset or liability.

Operating Lease

A lease where the ownership of the fixed asset remains with the lessor.

Operational Assets

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

Orderly Transaction

A transaction that assumes exposure to the market for a period before the measurement date to allow for marketing activities that are usual and customary for transactions involving such assets or liabilities; it is not a forced transaction.

Payables (also known as Creditors)

Financial liabilities arising from a contractual obligation to pay cash in the future for goods or services or other benefits that have been received or supplied and have been invoiced or formally agreed with the supplier. They are only recognised when the goods or services are delivered or received by the Council.

Past Service Cost (Pensions)

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

Pension Scheme Liabilities

The liabilities of a defined benefit pension scheme for outgoings due after the valuation date. Scheme liabilities measured during the projected unit method reflect the benefits that the employer is committed to provide for service up to the valuation date.

Precept

The levy made by precepting authorities by billing authorities, requiring the latter to collect income from Council Tax on their behalf.

Precepting Authority

An authority that sets a precept to be collected by a billing authority (Arun) through the Council Tax bill. West Sussex County Council and Sussex Police & Crime Commissioner are known as major precepting authorities. Parish/Town Councils are known as local precepting authorities.

Prepayment

An adjustment made in the financial statements for goods or services already paid which relate to the next financial year.

Prior Year Adjustment

Material adjustments applicable to previous years arising from changes in accounting policies or from the correction of fundamental errors. This does not include normal recurring corrections or adjustments of accounting estimates made in prior years.

Property, Plant & Equipment (PPE)

Tangible assets (i.e. assets with physical substance) that are held for use by the Council for the supply of services, for rental to others or for administrative purposes that are expected to

be used for at least part of the succeeding financial year. These may be operational or non-operational.

Provision

An amount put aside in the accounts for future liabilities or losses which are certain or very likely to occur but the amounts or dates of when they will arise are uncertain.

Public Works Loan Board (PWLB)

A Central Government Agency, which provides loans for one year and above to authorities at interest rates only slightly higher than those at which the government can borrow itself.

Rateable Value

The annual assumed rental of a hereditament, which is used for NNDR purposes.

Receivables (also known as Debtors)

Financial assets not traded in an active market with fixed or determinable payments that are contractual rights to receive cash or cash equivalents. They are only recognised when goods or services have been transferred to the service recipient before the customer pays consideration or before payment is due.

Related Parties

There is a detailed definition of related parties in FRS 8. For the Council's purposes related parties are deemed to include the Council's members, the Chief Executive, its Directors and their close family and household members.

Related Party Transactions

The Statement of Recommended Practice requires the disclosure of any material transactions between the Council and related parties to ensure that stakeholders are aware when these transactions occur and the amount and implications of such.

Remuneration

All sums paid to or receivable by an employee and sums due by way of expenses allowances (as far as those sums are chargeable to UK income tax) and the money value of any other benefits. Received other than in cash. Pension contributions payable by the employer are excluded.

Reserves

The accumulation of surpluses, deficits and appropriations over past years. Reserves of a revenue nature are available and can be spent or earmarked at the discretion of the Council. Some capital reserves such as the fixed asset restatement account cannot be used to meet current expenditure.

Retirement Benefits

All forms of consideration given by an employer in exchange for services rendered by employees that are payable after the completion of employment.

Revenue Expenditure

The day-to-day expenses of providing services.

Revenue Expenditure Funded from Capital under Statute (REFCUS)

Expenditure which ordinarily would be revenue but is statutorily defined as capital. Examples of REFCUS include grants of a capital nature such as disabled facility grants.

Support Services Costs/Charges

Expenditure on administrative and professional services and office accommodation, which is recharged to service users on a specified basis.

Tangible Fixed Asset

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

Useful Economic Life (UEL)

The period over which the Council will derive benefits from the use of a fixed asset.

Unobservable Inputs

Are inputs for which market data is not available and that are developed using the best information available to the Council about the assumptions that market participants would use when pricing the asset or liability.

Unusable Reserve

Those reserves that the Council may not use to fund the services it provides. This includes the Revaluation Reserve that holds the unrealised gains and losses on Property Plant and Equipment.

Usable Reserve

Those reserves that the Council may use to fund the services it provides, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use e.g. the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt.

