



**Horsham
District
Council**

**Statement of Accounts
2024/25**

Audited

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Narrative Statement

INTRODUCTION

Welcome to Horsham District Council's Statement of Accounts for 2024/25. The Council's finances are complex, and the Council is required by law to include a large amount of detail and to present much of this in a prescribed format. Every effort has been made to make this report as understandable as possible. This Narrative Report to the Statement of Accounts presents an overview of the Council's accounts for the financial year 1 April 2024 to 31 March 2025 and aims to help readers understand the most significant issues reported in the accounts and how they relate to the Council's overall business. It includes comment on the financial performance and economy, efficiency, and effectiveness in the use of resources over the financial year and in the context of the Medium-Term Financial Strategy.

BASIS OF PREPARATION

The Accounts are presented on an International Financial Reporting Standards (IFRS) basis having been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2024/25.

References to material and materiality relates to the significance of transactions, balances, and errors. Financial information is material if its omission or misstatement could influence the users of the accounts.

ORGANISATIONAL OVERVIEW AND EXTERNAL ENVIRONMENT

Horsham District is the second largest local authority district in West Sussex which covers a large area of open countryside, small towns and villages. There are 32 parishes each with its own parish council. The population is around 147,000 people with over 50,000 of these living in Horsham and the immediate area. Billingshurst, Southwater, Henfield, Pulborough, Storrington and Steyning are the other main centres of population with the remaining residents living in the surrounding parishes.

There is a strong administrative and service sector presence in the district alongside a retail sector with more than 4,000 commercial premise-based businesses, plus a number of small businesses run from residential properties.

In addition to financial pressure from government cuts and the impact of new legislation, the Council has been focusing on strengthening resilience in its operations and policies, including financial and staffing resilience. The Council's excellent record of sound financial management puts the Council in a good position to withstand the financial challenges it faces in the future.

GOVERNANCE

The District Council has adopted the Cabinet model of governance with a Leader, Deputy Leader and Cabinet Members. Much decision making is delegated to Cabinet Members or Committees, but major items of policy remain the responsibility of the Cabinet or the whole Council. The whole Council approves the Council's expenditure plan and the budget, as part of the process of setting the Council Tax each year. The Council has 48 elected Councillors.

The 2023-2027 Council Plan identifies key priorities that have been grouped and presented under four broad headings which cover the economic, environmental, social and organisational responsibilities.

- Supporting people and communities
- Inspiring greener futures
- Building a thriving local economy
- Always listening, learning and improving

<https://www.horsham.gov.uk/council-democracy-and-elections/finance-and-council-performance/council-plan-2023-2027>

The Council also has a statutory requirement under Regulation 6 of the Accounts and Audit (England) Regulations 2015 to conduct a review at least once a year of the effectiveness of its system of internal control. An Annual Governance Statement is prepared in accordance with proper practices in relation to accounts. There have not been any significant changes in, or issues around, governance arrangements in the year. The Audit Committee monitors the action plan of any identified governance improvement areas.

PERFORMANCE DURING 2024/25

The Council monitors financial and non-financial performance indicators on a quarterly basis. It measures and publishes its performance using a set of 32 key performance indicators which cover the Council's key services.

The performance figures for the 2024/25 year were reported to Overview and Scrutiny Committee quarterly, with the final outturn reported to the new Finance and Performance Policy and Scrutiny Committee in June. The Council also reviewed delivery of the Council Plan objectives at this meeting.

At the end of the 2024/25 financial year the Council had five red indicators. Three of these are associated with the Revenues and Benefits service as detailed below.

Service	*Target is previous year's outturn unless stated	2024/25	2023/24	2022/23
		Outturn	Outturn	Outturn
Revenues and Benefits	Council Tax Arrears Collection rate*	31.00%	36.14%	35.69%
Revenues and Benefits	Non-domestic Rates Arrears Collection rate*	54.90%	66.07%	47.54%
Revenues and Benefits	Quality Assurance: Local Authority error rate (0.40% target)	0.34%	0.24%	0.40%
Customer Services	Abandoned Call rate (5% target)	5.8%	7.4%	4.4%
Housing and Community Services	Number of anti-social behaviour reviews (target = 5)	14	5	14

Officers have actively pursued outstanding arrears balances throughout the year and will continue to do so in future years. The Council remains committed to proactive debt management, including issuing regular reminder notices and enhancing communication techniques.

The Quality Assurance Local Authority error rate performed better than the local threshold of 0.40%. However, this is the pre-audit figure, and any extrapolated errors identified during the audit are more likely than not to push the error rate over the lower threshold. Therefore, despite appearing to be green at this stage, this indicator is set at red, which is consistent with the Council's risk register.

The final two red performance indicators are:

- abandoned call rates - with a target of less than 5%, the actual outturn was 5.8% (7.4% 2023/24) – due to staff turnover, customer queries taking longer to resolve and high demand in peak periods during garden waste and rural car parking disc renewals.
- the number of antisocial behaviour (ASB) reviews - in 2024/25 there were fourteen ASB reviews compared to five in 2023/24, this does not necessarily reflect a rise in ASB across the District, the higher number of reviews indicate improved community engagement.

Employees

The number of permanent employees was 404.6 FTE at 31 March 2025 (400.6 at 31 March 2024) due to successful recruitment to vacant posts. There were 5.67 sickness days per FTE employee (5.6 days at 31 March 2024), and remains below the 7-day target. No trends needing intervention were identified. The Council publishes equality and diversity data such as the gender pay gap, as well as other HR and Trade Union reporting data, made available on the website at:

<https://www.horsham.gov.uk/communitysupport/community-support/equality,-diversity,-human-rights>

Local taxpayers

During the year, the Council collected £144.9m in Council Tax on behalf of West Sussex County Council, the Sussex Police and Crime Commissioner and Horsham District Council and its towns and parishes. Around 92% of this was passed on to the other authorities. The collection rate for the year was 98.37% of the total amount due, which was only very slightly less than 2023/24 (98.47%). Collection of the remainder will continue into 2025/26, the target of 98.80% remains unchanged for future years.

Provisions and write-offs

An allowance has been made for Council Taxpayers' Bad and Doubtful Debts using an analysis of the recovery position of the debts outstanding as at 31 March 2025. A total of £2.5m (£2.4m in 2023/24) has been allowed against debts of £4.5m (£4.2m in 2023/24) outstanding as at 31 March 2025. The Council's share of the allowance is £0.3m (£0.3m in 2023/24).

An allowance has also been made for Business Ratepayers' Bad and Doubtful Debts using an analysis of the recovery position of the debts outstanding as at 31 March 2025. A total of £1.7m (£1.4m in 2023/24) has been allowed against debts of £2.7m (£2.3m in 2023/24) outstanding as at 31 March 2025. The Council's share of the allowance is £0.7m (£0.6m in 2023/24).

In 2024/25 £0.3m of uncollectable Business rates were written off (£0.6m in 2023/24).

A provision for appeals made against the rateable valuation set by the Valuation Office Agency (VOA) not settled as at 31 March 2025 has been made of £2.9m (£4.5m in 2023/24). The decrease in provision is due to the large number of appeals being settled in the year. The Council's 40% share is £1.2m (£1.8m in 2023/24), as detailed in the Provisions note 18.

BUDGET 2024/25

In 2024/25, the total expenditure incurred by the Council was £78.3m; this is excluding non-cash costs charged to the services such as depreciation, impairment costs and pension adjustments. Of this, the Council pays around 33% in housing benefit to many residents in the district on low incomes. The majority of this is repaid by the Government as a subsidy, however this subsidy is reducing. Revenue spending is generally on items that are consumed in the financial year and is financed from Council Tax, government grants, contributions from non-domestic rates and charges for services.

The Council approved a net General Fund Revenue budget for 2024/25 of £14.5m at the formal meeting on 21 February 2024.

Net expenditure	14,539
Funded by:	
Council Tax	(11,555)
Business Rates baseline Funding	(2,214)
One off Government funding*	(770)
Total funding	(14,539)
*rural, revenue support, services and funding guarantee grants	

CORE STATEMENTS

Comprehensive Income and Expenditure Statement - This statement shows the accounting cost in the year of providing Services in accordance with the requirements of International Financial Reporting Standards (IFRS) as applied by the Code of Practice on Local Authority Accounting in 2024/25, rather than the amount to be funded from taxation.

Movement in Reserves Statement – This statement shows the movement from the start of the year to the end on the different reserves held by the Council, analysed into 'usable reserves' (i.e., those that can be applied to fund expenditure or reduce local taxation) and other 'unusable reserves' (i.e., those that cannot be used to fund council services or day-to-day spending). The Statement shows how the movements in year of the Council's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return the amounts chargeable to council tax for the year.

Balance Sheet – The Balance Sheet sets out the financial position of the Council as at 31 March 2025. It shows the value as at the year-end date of the assets and liabilities recognised by the Council. The net assets of the Council (assets less liabilities) are matched by the reserves held by the Council.

Cash flow statement – This statement shows the changes in cash and cash equivalents of the Council during the reporting period. It shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Council are funded by way of taxation and grant income or from the recipients of services provided by the Council.

REVENUE OUTTURN FOR 2024/25

The Council monitors its expenditure and income against budget on a monthly basis, regularly reporting to Cabinet and to the Overview and Scrutiny (O&S) Committee on a quarterly basis. The 2024/25 year-end revenue and capital outturn was reported to the new Finance and Performance Policy and Scrutiny Committee in June 2025.

The variance against budget was reported as a surplus of £0.3m, including budgets of £0.135m brought forward from 2023/24 and budgets of £0.03m being carried over to 2025/26. After allowing for the budgeted transfers to reserves and other transfers to earmarked reserves, the operational outturn surplus has partially offset the in-year deficit the on General Fund by £0.91m as shown below.

	£000
Outturn variance reported	(285)
Services funding from Government	(2,570)
Collection Fund surplus	(1,664)
Capital expenditure funded by revenue	4,851
Other adjustments	579
Deficit on General Fund (after transfers to earmarked reserves)	911

The General Fund shows a net deficit of £0.91m on expenditure and income transactions in the year. The Comprehensive

Income and Expenditure Statement shows a deficit for the year of £39.9m, comprising a surplus on the provision of services of £7.7m and a reduction of £47.6m on the revaluation of non-current and financial assets and on the actuarial value of pension assets and liabilities.

The Comprehensive Income and Expenditure Statement takes a wider view of financial performance than that shown in the General Fund and shows the true accounting position for the year. The deficit for the year represents the total amount by which the Council's overall net worth has decreased over the year as shown in the Balance Sheet.

In addition to the net General Fund deficit of £0.91m and the net revenue surplus on other earmarked reserves, it also includes the following major items:

- i) **A charge for the depreciation and revaluation/impairment of assets.** The depreciation charge of £2.875m is a charge for the use of assets that reflects the notional consumption of assets during the year and revaluation increases of £1.384m have been recognised on the revaluation of assets.
- ii) **A charge for revenue expenditure funded from capital under statute (REFCUS).** A charge of £4.198m is made for expenditure which under proper accounting practice meets the definition of revenue expenditure, but which under statute can be funded from capital resources. It mainly relates to grants made for a capital purpose, such as grants for disabled facilities.
- iii) **A credit for capital grants and contributions.** Capital grants and contributions of £5.731m have been credited in accordance with proper accounting practice. However, these grants are used to fund the Council's capital programme and do not fall into the General Fund.
- iv) **A charge for pensions** of £1.816m representing the difference between the accounting surplus of pensions of £1.318m (as estimated by the Pension Fund actuary in accordance with IAS19) and the actual employer contributions of £3.134m paid to the West Sussex Pension Fund. Further details of the movement in the pension fund liability are shown in note 30.
- v) **A gain on the disposal of assets** of £0.560m. When an asset is disposed of, the difference between the sale proceeds and the carrying value of the asset must be charged or credited to the Comprehensive Income and Expenditure Statement.
- vi) **Other technical adjustments** relating to financing costs, council tax, business rates and officer remuneration.

Local authorities are required by statute to set aside each year some of their revenue to provide for repayment of debt in respect of capital expenditure financed by borrowing or credit arrangements, known as the Minimum Revenue Provision (MRP). In 2024/25 the amount set aside was £1.297m (2023/24 £0.92m). This is a charge to the General Fund, which is not shown in the Comprehensive Income and Expenditure Statement.

While the Comprehensive Income and Expenditure Statement shows the true accounting position for the year, it is the General Fund position, which is the more important for residents of the district. Certain items that are charged under accounting rules, such as depreciation, impairment, capital grants and actuarially assessed pension charges, are eliminated from the General Fund, leaving the net costs, which after crediting revenue income and grants are those to be met by the Council Taxpayers.

The table below summarises these accounting adjustments: -

	£000
Deficit on General Fund	911
Accounting adjustments	
Charge for depreciation	2,875
Revaluation of non-current assets	(1,384)
Revenue expenditure charged to capital	4,198
Capital grant income	(5,731)
IAS19 pension costs	(1,816)
(Gain) / loss on disposal of assets	(560)
Capital expenditure funded by revenue	(4,851)
Minimum Revenue Provision	(1,297)
Share of in year deficit on the Collection Fund	470
Other technical adjustments	(467)
Surplus on provision of services per CIES	(7,652)

CAPITAL EXPENDITURE

Capital expenditure relates to the acquisition, creation or enhancement of assets that yield benefits for more than one year and is financed by grants, contributions, loans and capital receipts generated from the disposal of assets.

Against a final capital plan of £14.5m in 2024/25, the Council's capital spending for the year was £10.2m across a range of 54 capital schemes with the largest being:

- £3.6m on Local Authority Housing using £1.6m Government grant funding and £2.0m Council contributions to provide accommodation to Afghan families via resettlement and relocation schemes, as well as temporary accommodation.
- £1.9m on disabled facilities using Government grant funding to help disabled residents live in their homes
- £1m on the Council's waste and recycling fleet to maintain performance, refurbishing existing vehicles and purchasing new electric vans for waste services.

Capital spend to budget was 70.2% in line with the 70.3% performance in 2023/24. Despite successfully implementing key strategic projects in continuing to deliver the disabled facilities grants and improving leisure and play facilities, the Council experienced delays in delivering several major planned expenditures, which have now been deferred to 2025/26. Specifically, the Council was unable to enhance rural car parks and meet crucial milestones for improvements to the public realm due to the significant manpower demands associated with the relocation of the Council offices to Albery House. Additionally, the vehicle replacement programme underspent by £1.58m because of vehicle delivery lead times; the Local Authority Housing Fund was unable to complete the purchase of the final property by 31 March 2025 due to completion being held up by the seller, and third party delays in developing an affordable housing site meant that grant contributions could not be passed to registered providers.

Where not re-profiled, unspent budgets are removed from the capital programme, as the original schemes are either superseded or no longer needed. The 2025/26 capital programme of £15.6m was approved by the Council in February 2025.

FINANCIAL POSITION AT 31 MARCH 2025

The net worth of the District Council is shown in the Balance Sheet. It has decreased by £39.9m from 31 March 2024.

Property, Plant and Equipment value has decreased by £0.5m to £135.9m including surplus assets, with additions of £6m, depreciation of £2.5m, overall net downward revaluations and disposals of £3.8m. Investment Property value has increased slightly, by £0.4m to £56.3m due to net gains from fair value adjustments.

The Council's net pension position decreased by £40.5m from a net pension surplus of £37.8m at 31 March 2024 to a net pension deficit of £2.6m at 31 March 2025 due to the adjustment of the asset ceiling valuation. The value of assets and liabilities increased in the financial assumptions on salaries, inflation and future liability discounts used by the Actuary. This position is a snapshot of the actuarial assessment at the Balance Sheet date and does not mean that the pension fund will remain in surplus in the future. Asset values of the fund can decrease, and the liabilities can also significantly increase in the future.

The Council has considered IFRIC 14, IAS 19 and the CIPFA Code of practice on local authority accounting in the United Kingdom 2024/25 which imposes a restriction on the amount of accounting surplus that can be disclosed at the year end, referred to as the 'asset ceiling'. When an authority has a surplus in a defined benefit plan, both the Code and IAS 19 require the asset to be measured at the lower of:

- the surplus in the defined benefit plan, or
- the asset ceiling, determined using the discount rate specified in the Code.

The IAS 19 asset ceiling represents an estimate of the present value of the economic benefit which the employer organisation can realise, either through refunds or by gaining economic benefit through reductions in future contributions. This economic benefit may be available even if it is not realisable immediately at the end of the reporting period. The Actuary has also provided the Asset Ceiling calculation, which has been factored into the net pension calculation for 2024/25.

A full triennial valuation of the Fund was undertaken at 31 March 2025; the results of the triennial valuation are expected in March 2026. The employer contribution rates of 18% were agreed for the three years from 1 April 2022 as per the 31 March 2022 full triennial valuation. The Council relies on and places assurance on the professional judgement of the Actuary and the assumptions used to calculate this actuarial valuation. Full details of the movement in the liability are shown in note 30.

The level of usable capital and revenue Reserves increased by £0.05m to £72m during 2024/25. The Council's level of General Reserves held at 31 March 2025 stands at £24.8m and an additional level of earmarked reserves of £24m. Our reserves enable us to invest in transformation and generate income, as well as mitigate against any financial uncertainty from the multiple and various risks faced. The Environment and Infrastructure reserve will be used to secure the delivery of infrastructure to serve the needs of the district's residents and reduce carbon emissions and improve the environment. Further details on reserves can be found in note 19.

The Council does not have any borrowing.

FINANCIAL OUTLOOK INCLUDING STRATEGY AND RESOURCE ALLOCATION

High levels of inflation and cost of living pressures have continued to significantly affect our residents and businesses over the last few years. While inflation and salary growth are beginning to ease, they have contributed to increased operational costs for the Council.

Operationally, the impact of the increase in cost of living has fallen on Revenues and Benefits dealing with more housing benefit claims and providing financial support through the Council Tax reduction scheme, alongside this there is an increase in supported accommodation in the district, restricting the Council's ability to recover housing subsidy from the Government as the available subsidy for such accommodation is capped. Housing and Communities face high demand for temporary housing solutions, including bed and breakfast accommodation, adding further strain to resources. These pressures have been offset by additional income from investment activities, as the interest rate on short-term cash was stable during the year, and higher rental income from investment properties following rent reviews.

At 31 March 2025, the Council has £24.8m of general fund reserves and £24m of earmarked reserves including £14.3m in an Environmental and Infrastructure reserve. £0.26m will be used to top the transformation fund back up to £0.5m, providing funds to drive transformational changes in the future. The Council will continue to harness the digital opportunities and redesign business processes to better meet customer expectations and needs. Transformation will help protect the level of general fund reserves with an aim to keep them above the £6m minimum level of general reserves that Members agreed upon in 2012.

The values in the balance sheet at 31 March 2025 are just a snapshot in time and the value of the asset base, investment assets and pension fund assets continue to fluctuate. The value of treasury investments has continued to generate returns.

The Council set a balanced budget for 2025/26 in February 2025, using £0.9m of the one-off Funding Floor Grant received from Government and allowing the Council to maintain good quality services whilst taking considered actions to reduce reliance on temporary funding in the future. The ongoing risk though is that levels of Government funding will reduce, and the Council will not be able to reduce expenditure or generate income levels sufficient enough to maintain the loss of funding. The £1m earmarked reserve for inflationary pressures was not needed in 2024/25 but remains in the earmarked reserves and is available to mitigate overspends in 2025/26.

The Director of Resources regularly reports to the Council on the basis of the latest information available, so that the risks and opportunities can be considered and evaluated. The Medium-Term Financial Strategy will be regularly revisited during 2025/26 as it was in 2024/25, updating the assumptions. The long-awaited outcome from Government reviews of Business Rates and funding of the sector, together with the mandatory introduction of domestic food waste collection and the costs of decarbonisation during the decade leaves significant uncertainty for the financial position medium term future.

The Council's cash flow though remains healthy. At the current year-end, the Council has £7.9m of cash and cash equivalents. The value of treasury investments including those classified as cash and cash equivalents ended the year at £6.5m.

On 21 March 2025, West Sussex councils submitted their draft interim plan for Local Government Reorganisation (LGR) to the Minister for Local Government and English Devolution. Leaders and Chief Executives from all eight councils in West Sussex are now working together, looking at how the West Sussex area could be reorganised into one or more new single tier councils (unitary authorities). A business case will be submitted in September 2025 setting out the preferred option.

The Council remains committed to doing the best for all our communities, making the most of the new opportunities that unitary models of local government could bring to our residents. More information on Local Government reorganisation can be found on our website. <https://www.horsham.gov.uk/devolution-and-lgr/local-government-reorganisation>

The Council has committed to some significant decisions that will affect the future use of the Council's resources and will impact on the financial position of its Balance Sheet. The following significant project expenditure is planned to complete over the two years:

- The implementation of domestic food waste collection, spending £1.8m of capital on a new fleet of vehicles and forecast to spend £1.8m per year in revenue for the ongoing cost of collection.
- £10.2m project to decarbonise and refurbish the Capitol Theatre. This will be funded from the Environment and Infrastructure Reserve, contributing towards the Council's carbon reduction plans.

RISKS AND OPPORTUNITIES

The medium-term financial strategy takes a prudent but balanced view of the financial future but continuing to take further action is also important to also help mitigate the risks that the Council faces over the medium term. These risks are set out in summary below and include:

- interest rates fall more than anticipated
- becoming reliant on temporary funding grants
- costs from utilities, inflation and salaries are higher than anticipated
- late delivery of transformation savings and income
- lower savings or income as proposed changes cannot be delivered to the size / scale envisaged
- underestimation of the impact of the water neutrality issue on lower planning income and future Council Tax income growth
- weakening national economic position/ low growth due to ongoing cost of living issues

- impact of recession on income, council tax support numbers, ability of businesses to pay Business Rates, and families to pay Council Tax
- a new baseline for Business Rates and / or other changes to Business Rates
- ongoing Government funding for food waste collection is less than anticipated
- funding review outcomes and / or further or steeper funding cuts / to help Government meet deficit reductions targets including any impact on locally generated sales, fees and charges from any funding review
- the impact of Ukrainian / Afghanistan refugees on the district increases and Government funding does not match the cost
- legislation forcing local government to pick up additional responsibilities currently unknown
- West Sussex County Council pass on higher levels of responsibilities and costs to us than anticipated
- the cost of de-carbonisation is higher and / or harder than anticipated.
- devolution and Local Government Reorganisation leads to operational disruption earlier than 31 March 2028

The work under the transformational programme has identified several medium-term opportunities that could be developed to mitigate some of these risks. The Council will also continue to pursue opportunities that deliver savings and / or generate income whilst retaining a good quality of service delivery.

FURTHER INFORMATION

Interested members of the public have a statutory right to inspect the accounts from 1 July 2025 to 11 August 2025. The notice was placed on the Horsham District Council website, under the Finance and Performance Service - Statement of Accounts.

<https://www.horsham.gov.uk/council-democracy-and-elections/finance-and-council-performance/statement-of-accounts>

Further information on the contents of this publication can be obtained from the Director of Resources; Dominic Bradley (Dominic.Bradley@horsham.gov.uk) or the Head of Finance and Performance; Samantha Wilson (Samantha.Wilson@horsham.gov.uk), at Horsham District Council, Albery House, Springfield Road, Horsham, West Sussex RH12 2GB.

It is our intention to be open with the information that we hold, and we encourage local stakeholder enquiries.

Statement of Responsibility for the Financial Statements

THE AUTHORITY'S RESPONSIBILITIES

The authority is required to:

- Make arrangements for the proper administration of its financial affairs and to ensure that one of its officers has the responsibility for the administration of those affairs. In this authority, that officer is the Director of Resources.
- Manage its affairs to secure economic, efficient and effective use of its resources and safeguard its assets.
- Approve the statement of accounts.

THE DIRECTOR OF RESOURCES RESPONSIBILITIES

The Director of Resources 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 Director of Resources has:

- selected suitable accounting policies and then applied them consistently;
- made judgments and estimates that were reasonable and prudent;
- complied with the Local Authority Code.

The Director of Resources has also:

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

CERTIFICATION OF THE ACCOUNTS

I hereby certify that the Statement of Accounts 2024/25 present a true and fair view of the financial position of the authority at the reporting date and its income and expenditure for the year ended 31 March 2025.

Dominic Bradley

Dominic Bradley C.P.F.A.
Director of Resources

APPROVAL OF THE ACCOUNTS

I hereby certify that the Statement of Accounts 2024/25 have been approved by the Council's Audit Committee under delegated powers at a meeting held on 26 November 2025.

Dennis Livingstone

Councillor Dennis Livingstone
Chairman of the Audit Committee

INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF HORSHAM DISTRICT COUNCIL

Disclaimer of Opinion

We were engaged to audit the financial statements of Horsham District Council ("the Council") for the year ended 31 March 2025. The financial statements comprise the:

- Movement in Reserves Statement
- Comprehensive Income and Expenditure Statement
- Balance Sheet
- Cash Flow Statement
- the related notes 1 to 32 including material accounting policy information
- 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.

As a result of the disclaimers of opinion on the financial statements in the prior years and the scope of our audit work, which was impacted by the backstop dates, we do not have sufficient appropriate audit evidence over: the valuation of property, plant and equipment that were revalued in the financial years 2022/23 and 2023/24, amounting to £113,032,000 and £136,231,000 respectively, and the consequential impact of these on the Comprehensive Income and Expenditure Statement; and the total of reserves and their classification except for the pensions reserve and the accumulated absences reserve, amounting to £37,651,000 as at 31 March 2024.

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

The audit of the financial statements for the year ended 31 March 2023 for Horsham District Council was not completed for the reasons set out in our disclaimer of opinion on those financial statements dated 28 November 2024.

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 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)
- we are not satisfied that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2025.

We have nothing to report in these respects.

Responsibility of the Director of Resources

As explained more fully in the Statement of the Director of Resources Responsibilities set out on page 9, the Director of Resources is responsible for the preparation of the Statement of Accounts, which includes the financial statements, in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2024/25, for being satisfied that they give a true and fair view and for such internal control as the Director of Resources 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 Director of Resources is responsible for assessing 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 Council either intends to cease operations, or has no realistic alternative but to do so.

The authority 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 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 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 Horsham District 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 Horsham District 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 Horsham District 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.

Certificate

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 Horsham District Council.

Use of our report

This report is made solely to the members of Horsham District 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 Council and the Council's members as a body, for our audit work, for this report, or for the opinions we have formed.

A handwritten signature in blue ink. The signature appears to read 'Hassan Rohimun' on top and 'Ernst & Young LLP' on the line below. The handwriting is cursive and fluid.

Hassan Rohimun (Key Audit Partner)
Ernst & Young LLP (Local Auditor)
Manchester
17 December 2025

Movement in Reserves Statement

	General Fund Reserves	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves	Note
Restated	£000	£000	£000	£000	£000	£000	
Balance at 1 April 2023	(49,100)	(6)	(21,057)	(70,164)	(214,841)	(285,005)	
Movement in reserves during 2023/24:							
(Surplus) or deficit on provision of services	(11,772)	0	0	(11,772)	0	(11,772)	7
Other Comprehensive Expenditure and Income	0	0	0	0	27,162	27,162	
Total Comprehensive Expenditure and Income	(11,772)	0	0	(11,772)	27,162	15,390	
Adjustments between accounting basis & funding basis under regulations	11,215	(23)	(1,242)	9,952	(9,952)	0	7,11
Increase/Decrease (movement) in year	(557)	(23)	(1,242)	(1,820)	17,210	15,390	
Balance at 31 March 2024 carried forward	(49,657)	(29)	(22,299)	(71,982)	(197,631)	(269,613)	
Movement in reserves during 2024/25:							
(Surplus) or deficit on provision of services	(7,652)	0	0	(7,652)	0	(7,652)	7
Other Comprehensive Expenditure and Income	0	0	0	0	47,610	47,610	
Total Comprehensive Expenditure and Income	(7,652)	0	0	(7,652)	47,610	39,958	
Adjustments between accounting basis & funding basis under regulations	8,563	24	(985)	7,603	(7,603)	(0)	7,11
Increase/Decrease (movement) in year	911	24	(985)	(50)	40,007	39,958	
Balance at 31 March 2025 carried forward	(48,746)	(5)	(23,284)	(72,036)	(157,625)	(229,661)	

Comprehensive Income and Expenditure Statement

2024/25			2023/24 Restated		
Gross Expenditure £000	Gross Income £000	Net Expenditure £000	Gross Expenditure £000	Gross Income £000	Net Expenditure £000
2,610	(26)	2,584	Audit, Finance HR & Commissioning	2,667	(52)
8,549	(3,772)	4,777	Leisure & Culture	6,194	(3,176)
1,938	(68)	1,870	Corporate Management	1,857	(69)
453	(1)	452	Customer Services	377	1
6,067	(3,826)	2,241	Housing & Community Services	5,918	(3,759)
2,098	(43)	2,055	ICT	2,126	(130)
			Legal and Democratic Services & Elections	1,846	(219)
1,596	(197)	1,399			1,628
1,552	(6,146)	(4,593)	Parking	1,946	(5,923)
7,574	(3,237)	4,337	Planning & Economic Development	6,147	(2,707)
5,091	(234)	4,857	Property & Facilities Refuse, Cleansing & Environmental Services	2,259	(201)
13,952	(5,628)	8,324		13,342	(5,055)
24,567	(22,466)	2,101	Revenues & Benefits	26,144	(24,628)
76,046	(45,642)	30,404	Cost of Services	70,823	(46,918)
			3,856 Other operating expenditure		3,456
			(10,549) Financing and investment income and expenditure		(9,735)
			(31,363) Taxation and non-specific grant income		(30,398)
			(7,652) (Surplus) or deficit on provision of services		(11,772)
			Items that will not be classified to the (Surplus) or deficit on the Provision of Services		
			4,789 Surplus or deficit on revaluation of Property, Plant and Equipment assets		(13,834)
			42,266 Actuarial (gains)/losses on pensions assets		41,020
			555 Surplus or deficit on revaluation of financial assets		(26)
			47,610 Other Comprehensive Income and Expenditure		27,160
			39,957 Total Comprehensive Income and Expenditure		15,388

Balance Sheet

		<u>31.03.2025</u>	<u>31.03.2024</u> Restated	<u>31.03.2023</u> Restated	Note
£000	NON-CURRENT ASSETS	£000	£000	£000	4
	Property, Plant and Equipment				
130,053	- Other Land and Buildings	131,137	108,914	12	
2,399	- Vehicles, Plant, Furniture & Equipment	1,749	1,406	12	
905	- Assets under construction/Awaiting Development	830	187	12	
2,526	- Surplus Assets	2,515	2,525	12	
5,896	Right of Use Assets	0	0	24	
531	Heritage Assets	531	531	531	
56,310	Investment Property	55,876	57,987	13	
200	Assets Held for Sale	200	200	200	
0	Pension Asset	37,822	75,562	30	
120	Long-term Debtors	150	182	182	
45,473	Long-term Investments	43,025	42,717	14	
244,414	TOTAL LONG-TERM ASSETS	273,835	290,211		
17,819	Short - term Investments	25,070	24,648	14	
169	Inventories	161	157	157	
9,096	Short -term Debtors	7,119	6,007	16	
7,869	Cash and Cash Equivalents	4,799	8,491	15	
34,954	CURRENT ASSETS	37,148	39,303		
(12,702)	Short-term Creditors	(13,900)	(17,995)	17	
(12,702)	CURRENT LIABILITIES	(13,900)	(17,995)		
(153)	Provisions	(171)	(110)	18	
(1,161)	Provision for Business Rates Appeals	(1,808)	(943)	18	
(731)	Council tax and NDR appropriations	(596)	(490)	(490)	
(6,103)	IFRS 16 Lease Liabilities	0	0	24	
(2,628)	Pension Liability	0	0	30	
(10,497)	Long-term liabilities - S106 Contribution	(11,008)	(11,156)	18	
(722)	CIL Contribution	(625)	(658)		
(2,089)	Rent Deposits and Other Balances	(1,389)	(1,588)		
(12,921)	Capital Grants & Receipts in Advance	(11,869)	(11,770)	18	
(37,005)	LONG-TERM LIABILITIES	(27,466)	(26,714)		
229,661	NET ASSETS	269,618	285,005		
	Usable Reserves				
(48,746)	- Reserves	(49,657)	(49,100)	19	
(5)	- Capital Receipts Reserve	(29)	(6)	19	
(23,284)	- Capital Grants & Contributions Unapplied	(22,299)	(21,057)	19	
	Unusable Reserves				
(44,834)	- Revaluation Reserve	(50,440)	(37,209)	20	
2,628	- Pensions Reserve	(37,822)	(75,562)	20,30	
(117,835)	- Capital Adjustment Account	(111,230)	(102,487)	20	
(490)	- Pooled Fund Adjustment Account	(40)	959		
649	- Financial Instrument Revaluation Reserve	94	120		
2,104	- Collection Fund Adjustment Account	1,635	(771)	20	
153	- Accumulating Absences Adjustment Account	171	110		
(229,661)	TOTAL RESERVES	(269,618)	(285,005)		

These Financial Statements replace the unaudited financial statements certified by the Director of Resources on 30 June 2025

Dominic Bradley

Dominic Bradley C.P.F.A
Director of Resources
17 December 2025

Cash Flow Statement

<u>2024/25</u>		<u>2023/24</u> <u>Restated</u>	<u>Note</u>
£000		£000	
<u>Operating activities</u>			
(7,652)	(Surplus) or deficit on provision of services	(11,772)	7
4,517	Adjust net surplus or deficit on the provision of services for non- cash movements	6,290	21
5,676	Adjust for items in the net deficit on the provision of services that are investing or financing activities	7,436	21
2,541	Net cash flows from Operating activities	1,953	
<u>Investing activities</u>			
6,042	Purchase of property, plant and equipment, investment property and intangible assets	11,145	
39,909	Purchase of short-term and long-term investments	21,924	
0	Other payments for investing activities	0	
(30)	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	0	
(46,310)	Proceeds from short-term and long-term investments	(23,161)	
(7,496)	Other receipts from investing activities	(6,842)	
(7,884)	Net cash flows from investing activities	3,066	
<u>Financing Activities</u>			
1,845	Other receipts from financing activities	(1,569)	
427	Other payments for financing activities	0	
2,272	Net cash flows from financing activities	(1,569)	
(3,070)	Net (increase) or decrease in cash and cash equivalents	3,693	
4,799	Cash and cash equivalents at 1 April	8,491	15
7,869	Cash and cash equivalents at 31 March	4,799	15

Notes to the Core Statements

1 ACCOUNTING POLICIES

GENERAL PRINCIPLES

The accounts comply with the Code of Practice on Local Authority Accounting (the Code), issued by the Chartered Institute of Public Finance and Accountancy (CIPFA). Accounting policies and estimation techniques have been selected and used having regard to the accounting principles and concepts set out in International Financial Reporting Standards *Framework for the Preparation of Financial Statements*, specifically:

- The qualitative characteristics of financial information
- Relevance
- Reliability
- Comparability
- Understandability
- Materiality
- Accruals
- Going concern

Where there is specific legislation, this will have primacy over any other provision. The accounts have been prepared under the historical cost convention modified by the revaluation of certain categories of non-current assets.

ACCRUALS OF EXPENDITURE AND INCOME

The revenue accounts of the Council are maintained on an accruals basis in accordance with the Code. Any sums due to or payable by the Council at the end of each financial year that exceed £5,000 either individually, or as a class of expenditure are brought into account (irrespective of whether cash has been received or payment has been made). The exception to the £5,000 limit exists where the expenditure or part of it is to be recharged to a third party. Where a service is provided for a full year a full year's costs/income is reflected in the accounts. If any service is only provided for a proportion of the year a relevant proportion is included. If actual costs are not available accruals are made, in accordance with officer guidelines, on a best estimate basis.

At the end of each financial year, an estimate is made of doubtful debts - amounts due to the Council but unlikely to be received. The total value of these amounts is shown as a provision on the Balance Sheet.

Capital expenditure is also accounted for on an accrual basis in accordance with the capital accounting provisions of the Code.

Council tax income is accounted for on an accrual basis with the Horsham District Council share of income included within the debtors and creditors balances on the Balance Sheet, with the preceding authorities accounting for their relevant share.

CASH AND CASH EQUIVALENTS

Cash equivalents are short-term, highly liquid investments that are repayable within one month of acquisition. They are readily convertible to known amounts of cash and are subject to an insignificant risk of changes in value. Cash equivalents include shares in constant net asset value money market funds.

EXCEPTIONAL ITEMS

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

PRIOR PERIOD ADJUSTMENTS

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.

Changes in accounting policies are only made where required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the

Council's financial position or financial performance. When a change is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

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

CHARGES TO REVENUE RELATED TO NON-CURRENT ASSETS

General Fund service revenue accounts have been charged with depreciation, amortisation and where required any relevant impairment loss. These charges are credited in the Movement in Reserves Statement so that they do not have an impact on the amounts required to be raised from local taxation.

Amounts required to be set aside from revenue for the reduction of the Council's overall borrowing requirement to finance capital expenditure, or as transfers to other earmarked reserves, are disclosed separately in the Movement in Reserves Statement.

MINIMUM REVENUE PROVISION

The Council is not required to raise council tax to fund depreciation, revaluation and impairment losses or amortisation of non-current assets. 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 or as determined by the Council in accordance with statutory guidance.

Depreciation, revaluation and impairment losses and amortisations are therefore replaced by the contribution in the General Fund Balance (MRP or loans fund principal), by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

EMPLOYEE BENEFITS

Officers Emoluments and Senior Officer Remuneration

In line with the Accounts and Audit Regulations 2015, a note disclosing officers' emoluments is required which includes all amounts paid to or receivable by an employee, including sums due by way of expenses allowances and the estimated money value of any other benefits received by an employee other than in cash.

There is also a requirement that local authorities include remuneration information of senior employees in the note accompanying their statement of accounts with previous year comparatives. This information is found in note 25.

Benefits payable during employment are those that are due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and sick leave and non-monetary benefits for current employees and are recognised as an expense for services in the year in which employees render service to the Council. An accrual is made for the cost of holiday entitlements earned by employees but not taken before the year end which employees can carry forward into the next financial year. The accrual is charged to the provision of services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

Exit Packages and Termination Costs

The Code requires disclosure of the details of exit packages agreed and the costs within bandings for the financial year with prior year comparatives. Information on termination costs together with prior year comparatives are provided in notes 26 and 27.

Post-Employment Benefits - Pensions

Horsham District Council employees have the right to membership of the Local Government Pension Scheme, administered by West Sussex County Council. This scheme is accounted for as a defined benefits scheme. Pension costs have been accounted for in accordance with IAS19 Retirement Benefits. The basic principle being that the Council accounts for retirement benefits when it is committed to give them, even if the actual payment is in the future. The estimated economic current costs are based on valuations provided by the Fund's actuaries.

Liabilities are measured on an actuarial basis discounted to present value, using the projected unit method. The discount rate to be used is determined in reference to market yields at balance sheet date of high-quality corporate bonds.

The assets of the scheme 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

Any change in the net pension liability is analysed into six components:

- Current service cost – the increase in liabilities as a result of years of service earned this year are allocated in the Comprehensive Income and Expenditure Account to the revenue accounts of services for which the employees worked.
- Past service cost – the increase or decrease in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years. These are debited/credited to the Cost of Services in the Comprehensive Income and Expenditure Statement as part of Non-Distributed Costs.
- Net interest on the net defined benefit liability (asset), i.e. net interest expense for the council – the change during the period in the net defined benefit liability (asset) that arises from the passage of time charged to the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement – this is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability (asset) at the beginning of the period – taking into account any changes in the net defined benefit liability (asset) during the period as a result of contribution and benefit payments.
- Re-measurement of 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-recognised in Other Comprehensive Income and Expenditure.
- Contributions paid to the West Sussex County Council Pension Fund – cash paid as employer contributions to the pension fund.

In relation to retirement benefits, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement this means that there are appropriations to and from the Pensions Reserve to remove the notional debits and credits for retirement benefits and replace them with debits for the cash paid to the pension fund and any amounts payable to the fund but unpaid at the year-end.

Discretionary Benefits

The Council provides post-employment benefits which arise from additional service awarded on a discretionary basis. These benefits are unfunded with costs met directly from the Council's revenue account.

West Sussex County Council's Annual Report on the Pension Fund is available from County Hall, Chichester.

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 would be 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.

FINANCIAL INSTRUMENTS

Financial Liabilities

Financial Liabilities are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised. The amount presented in the Balance Sheet for borrowings is the outstanding principal repayable (plus accrued interest).

Where premiums and discounts have been charged to the CIES, regulations allow the impact on the General Fund Balance to be spread over future years. The Council has a policy of spreading the gain or loss over the term that was remaining on the loan against which the premium was payable or discount receivable when it was repaid.

The reconciliation of amounts charged to the CIES to the net charge required against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

Financial Assets

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

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

The Council'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.

Financial Assets Measured at Amortised Cost

Financial assets are initially measured at fair value. They are subsequently measured at their amortised cost. Annual income appears in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (CIES) and is based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument.

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

Expected Credit Loss Model

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

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

Financial Assets Measured at Fair Value through Profit of Loss

Financial assets that are measured at FVPL are initially measured and carried at fair value. Fair value gains and losses are recognised as they arrive in the Surplus or Deficit on the Provision of Services.

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

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

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

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

Any gains and losses that arise on the derecognition of the asset are credited or debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. Statutory arrangements protect the General Fund Balance from this charge, and this is therefore reversed out of the General Fund Balance to a reserve in the Movement in Reserves Statement.

Financial Assets Measured at Fair Value through Other Comprehensive Income

These assets are treated as Financial Assets Measured at Fair Value through Profit of Loss in terms of valuations, but any gains and losses are taken to the Financial Instrument Revaluation Reserve rather than the Surplus or Deficit on the Provision of Services. Any gains and losses that arise on the derecognition of the asset are credited or debited to the General Fund through the Movement in Reserves Statement. The relevant assets are the REIT, ETF and the Council's investment in its Housing Subsidiary which are equity instruments which the Council has elected to treat in this category.

GRANTS AND CONTRIBUTIONS

Where the Council has not identified itself as an agent, grants have been recognised using the following accounting policy:

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.

Grants and contributions for capital purposes are recognised as income on receipt as long as there is no condition for their use that has not been satisfied. Where there is a condition, the amount will be held as a receipt in advance until the condition is satisfied at which point the amount is recognised as income. Where capital grants are recognised as income, they are reversed out of the General Fund in the Movement in Reserves Statement and held as unapplied reserve until used to finance capital expenditure.

COLLECTION FUND

The Collection Fund Statement is an agent's statement which reflects the statutory obligation in accordance with section 89 of the Local Government Finance Act 1988 (as amended by the Local Government Finance Act 1992) for billing authorities to maintain a separate Collection Fund. The Collection Fund shows the transactions of the billing authority in relation to the collection from taxpayers and the distribution to local authorities and the Government of council tax and non-domestic rates. There is no requirement for a separate Collection Fund Balance Sheet since the assets and liabilities arising from collecting non-domestic rates and council tax belong to the bodies (i.e., major preceptors, the billing authority and the Government).

COUNCIL TAX INCOME

Council tax income included in the Comprehensive Income and Expenditure Statement for the year shall be the accrued income for that year. Each major preceptor's share of the accrued council tax income is available from the information required to be produced in order to prepare the Collection Fund Statement.

Since the collection of council tax is in substance an agency arrangement, the cash collected by the billing authority from council tax debtors belongs proportionately to the billing authority and the major preceptors. There will therefore be a debtor/creditor position between the billing authority and each major preceptor to be recognised since the net cash paid to each major preceptor in the year will not be its share of cash collected from Council taxpayers. If the net cash paid to a major preceptor in the year is more than its proportionate share of net cash collected from council tax debtors/creditors in the year, there is a debit adjustment. If the cash paid to a major preceptor is less than its proportionate share of net cash collected in the year from council tax debtors/creditors, the billing authority shall recognise a credit adjustment for the amount underpaid to the major preceptor in the year.

The Cash Flow Statement of the billing authority shall include within operating activities only its own share of council tax net cash collected from council tax debtors in the year; and the amount included for precepts paid shall exclude amounts paid to major preceptors. The difference between the major preceptors' share of the net cash collected from council tax debtors and net cash paid to major preceptors as precepts and settlement of the previous year's surplus or deficit on the Collection Fund shall be included within financing activities in the Cash Flow Statement.

NATIONAL NON-DOMESTIC RATES (NNDR)

Following the introduction of business rate localisation in April 2013, local authorities are responsible for collecting and distributing income from the business rates they collect.

The Council is responsible for any refunds relating to backdated appeals although a significant element of those refunds relate to 2014/15 or prior years, and in accordance with CIPFA Guidance (LAAP Bulletin 96) such liabilities are formally recognised in the accounts.

Safety net arrangements are in place to protect the Council from the impact of any reductions below 5% of its baseline funding level.

HERITAGE ASSETS

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

Operational heritage assets (i.e., those that, in addition to being held for their heritage characteristics, are also used by the Council for other activities or to provide other services) shall be accounted for as operational assets rather than heritage assets and shall be valued in the same way as other assets of that general type.

Heritage assets shall normally be measured at valuation in accordance with Financial Reporting Standard 102 but the Standard states that valuations may be made by any method that is appropriate and relevant. Where it is not practicable to obtain a valuation at a cost which is commensurate with the benefits to users of the financial statements, heritage assets can be measured at historical cost (less any accumulated depreciation, amortisation and impairment losses). The museum collections have not been valued as the cost of valuation is not seen as commensurate with benefits to users; historic cost information is not available for collection. The artworks are valued using historic costs where records are available while the war memorial, due to its special nature, is valued at its depreciated replacement cost.

Depreciation will be charged where the asset does not have an indefinite life. If there is evidence of impairment the carrying amount of the asset shall be reviewed. The holdings of the Council currently have indefinite lives and hence are not charged depreciation.

Where heritage assets are revalued, the treatment would be the same as for normal properties using the Revaluation Reserve where appropriate and reporting impairments if necessary.

The Council does not recognise any intangible heritage assets.

INTANGIBLE ASSETS

Intangible assets such as software and licences give an economic benefit over more than one year. They are initially recognised at cost and then amortised over their useful lives. The gain or loss on disposal of intangible assets is recognised in the Comprehensive Income and Expenditure Account. To comply with statute the gain or loss is reversed out in the Movement in Reserves Statement (MiRS).

INVENTORIES & WORK IN PROGRESS

Stocks are valued at the lower of actual cost or net realisable value.

INVESTMENT PROPERTY

Investment properties are held to earn return rather than to provide services. The Council holds a number of commercial properties that it categorises as Investment Properties on the basis that the properties are rented to commercial entities using standard commercial terms of the rental rather than concessionary terms to specific classes of commercial tenants.

Investment properties are valued initially at cost and then at fair value which is defined as the price that would be received to sell such an asset in an orderly transaction between market participants at the measurement date. The valuation is based on highest and best use of any asset and so should take into account the highest price in the most advantageous market for that asset.

Investment properties are not depreciated but valued annually. When a value is changed any gain or loss is recognised in the Financing and Investment Income and Expenditure in the Comprehensive Income and Expenditure Statement but is reversed out of the General Fund in the Movement in Reserves Statement as required by statutory regulation. Gains and losses on disposal are treated similarly.

LEASES

The introduction of International Financial Reporting Standard 16 Leases (IFRS16) as part of the CIPFA Code introduces different lease criteria. The standard requires the recognition of all leases except where there is a term for 12 months or less, or where the underlying asset is of low value. The standard defines leases as a contract, or part of a contract, that conveys the right to use an asset, the underlying asset, for a period of time in exchange for consideration.

The Council as a Lessee

Right-of-Use Leases

Where the Council is a lessee and the identified lease meets the criteria defined above, it will result in the recognition of a right-of-use asset, measured at the present value of future lease payments, and a corresponding liability on the Balance Sheet. The pattern of recognition of the expenditure will result in depreciation of the right-of-use asset and associated finance cost being recognised in the Comprehensive Income and Expenditure Statement.

The Council as a Lessor

Operating Leases

Rental income is recognised in the Comprehensive Income and Expenditure Statement. Charges should be made on a straight-line basis over life of lease if actual pattern of income diverges significantly from a straight-line basis.

OVERHEADS AND SUPPORT SERVICES

Central support services are allocated to revenue and capital accounts. The Council has adopted the general principle of allocating the costs of central administrative departments based on operational data or where this is not present on the estimated time spent by officers on the various services. The cost of corporate management is charged to the Corporate and Democratic Core.

PROPERTY, PLANT AND EQUIPMENT

Expenditure on the acquisition, creation or enhancement of property, plant and equipment (PPE) is capitalised on an accrual basis in the accounts. Expenditure on PPE over the de minimis limit of £20,000 is capitalised, provided that the PPE yields benefit to the Council and the services it provides, for a period of more than one year. This excludes expenditure on routine repairs and maintenance of PPE assets which is charged direct to service revenue accounts.

Property, plant and equipment are valued on the basis recommended by CIPFA and in accordance with the Statements of Asset Valuation Principles and Guidance Notes issued by the Royal Institution of Chartered Surveyors (RICS). Assets are valued on the following basis:

- Initially at cost including any costs attributable to bringing the asset into use and subsequently at market value for the existing use except for assets which are rarely subject to an open market where depreciated replacement cost is used.
- Assets under construction and community assets are held at depreciated historic cost.
- Surplus assets – the current value measurement base is fair value, estimated at highest and best use from a market participant's perspective.

Where the value of an asset is to be recovered by sale it is classified as an asset held for sale. It is held at its value before reclassification or the fair value less costs to sell, whichever is the lower. Any consequential loss is posted to the Comprehensive Income and Expenditure Statement. Gains in fair value would be recognised up to the amount of any previously recognised losses.

In order to account properly for valuation changes the Revaluation Reserve was set up with a zero balance at 1 April 2007. Any revaluation upward results in a credit to the reserve. A downward revaluation can be set against the Revaluation Reserve if there is a balance referring to the devalued asset. As the reserve was set at zero many downwards revaluation of assets could appear as an impairment in the Comprehensive Income and Expenditure Statement (CIES). Revaluation of property, plant and equipment is planned at five-yearly intervals, although material changes to asset valuations will be adjusted in the interim period, as an assessment is made at the end of each year for any indication that assets may be impaired in addition to cyclical revaluations. Any impairment would be written off against any revaluation gain for that asset in the Revaluation Reserve or otherwise recognised in the Comprehensive Income and Expenditure Statement.

Where an impairment loss is reversed the reversal is credited back in the CIES up to the amount of the original loss adjusted for the depreciation that would have been charged if the loss had not been recognised.

Income from the disposal of property, plant and equipment is accounted for on an accruals basis and is credited to the CIES as a part of the gains and losses on disposal. Such income that has not been used to finance capital expenditure is included in the balance sheet as usable capital receipts.

The carrying amount of an asset shall be derecognised on disposal or when no future economic benefits or service potential is expected and written off to CIES in the gains and losses on disposal.

Where a significant component part of an asset has a different useful life to other parts it will be depreciated separately. Where a component is replaced or restored the carrying amount of the old component shall be derecognised.

DEPRECIATION

Depreciation is provided for on all property, plant and equipment with a finite useful life (which can be determined at the time of acquisition or revaluation) according to the following policy:

- No assets are depreciated in the year of acquisition, but they are depreciated in the year of disposal. Assets in the course of construction are not depreciated until the year following the one in which they are first brought into use. In the exceptional case of part year depreciation being material, a charge may be made.
- Operational assets are depreciated using a straight-line method over the useful life of the asset, taking into account any residual value.

The expected useful life of assets is not necessarily revised at each revaluation but is reviewed annually. In line with the value's judgment, we reduce the useful life of most of our assets by one year; the remaining assets' lives are reviewed by the value for reasonableness. Investment properties are not depreciated.

PROVISIONS & RESERVES

The Council establishes provisions for specific expenses that are certain to be incurred but the amount of which cannot yet be determined accurately.

Provisions are charged to the appropriate service revenue account in the year that the council becomes aware of the obligation, based on the estimate of the likely settlement. When payments are eventually made, they are charged to the provision set up in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year – where it becomes more likely than not that a transfer of economic benefits will not now be required or a lower settlement is made, the provision is reversed and credited back to the relevant service revenue account.

The Council maintains earmarked reserves to meet future spending programmes. Reserves are created by appropriating amounts in the Movement in Reserves Statement. When expenditure to be financed from the reserve is

incurred, it is charged to the appropriate service revenue account in that year to go against the Cost of Services in the Comprehensive Income and Expenditure Statement (CIES). The reserve is then appropriated back to the General Fund Balance so that there is no net charge against council tax for the expenditure.

Certain reserves are kept for the purpose of managing the accounting processes for property, plant and equipment and retirement benefits and do not represent usable resources for the council.

CONTINGENT LIABILITIES

IAS 37 *Provisions, Contingent Liabilities and Contingent assets* requires the Council to disclose contingent liabilities. These arise from past events and their existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control that may result in an obligation on the Council.

Material contingent liabilities are not recognised as an item of expenditure within the accounts but are disclosed within the notes to the accounts unless the possibility of a transfer of economic benefits in settlement is remote.

CONTINGENT ASSETS

IAS 37 *Provisions, Contingent Liabilities and Contingent assets* requires the Council to disclose contingent assets. These arise from past events and their existence will be confirmed only by the occurrence of one or more uncertain future events not wholly within the Council's control that may result in an asset to the Council.

Contingent assets are not accrued in the accounting statements, in conformity with the concept of prudence. Material contingent assets are disclosed within the notes to the accounts if the inflow of a receipt or economic benefit is probable.

REVENUE EXPENDITURE FUNDED FROM CAPITAL UNDER STATUTE

Expenditure incurred during the year that may be capitalised under statutory provisions but does not result in the creation of property, plant or equipment has been charged as expenditure to the relevant service revenue account in the year. Where the Council has determined to meet the cost of this expenditure from existing capital resources or by borrowing, a transfer to the Capital Adjustment Account then reverses out the amounts charged in the Movement in Reserves Statement so there is no impact on the level of Council Tax.

VALUE ADDED TAX

Income and expenditure exclude any amounts related to VAT, as all VAT collected is payable to HM Revenue and Customs and all VAT paid is recoverable from it.

2 ACCOUNTING STANDARDS THAT HAVE BEEN ISSUED BUT HAVE NOT YET BEEN ADOPTED

The Code of Practice on Local Council Accounting in the United Kingdom 2024/25 (the Code) requires the Council to disclose information relating to the impact of an accounting change that will be required by a new standard that has been issued, but not yet adopted by the Code for the relevant financial year.

IAS 21 The Effects of Changes in Foreign Exchange Rate (Lack of Exchangeability) issued in August 2023.

IFRS 17 Insurance Contracts.

Neither of the above standards are expected to impact on the Council's statements.

3 CRITICAL JUDGEMENTS AND ASSUMPTIONS

Critical Judgements

In applying the accounting policies, the Council has made the following critical judgements that have a significant effect on the statements:

- Future levels of local authority funding and income are uncertain. However, based on the current level of reserves and its medium-term planning using prudent assumptions on funding, and based on announcements made by central government, the Council judges that its assets will not be impaired as a result of a need to close facilities, reduce service provision or ongoing maintenance in the short term.
- The Council holds a significant portfolio of investment property and although general economic activity is fragile, the Council judges that its portfolio in the context of the local economy is robust enough that its overall asset portfolio will not be impaired as a result of short-term decrease in economic activity.
- The Council does not expect the tax gathering mechanisms for Council Tax and Business Rates to fundamentally alter the Council's financial stability. The risk within the rates retention scheme is assumed to be the safety net which has been set by the government at 7.5% of the Council spending baseline which equates to £0.17m.

Assumptions and Other Sources of Estimation Uncertainty

The Statement of Accounts contains estimated figures that are based on assumptions made by the Council about the future or that are otherwise uncertain. Estimates are made taking into account historical experience, current trends and other relevant factors. However, because balances cannot be determined with certainty, actual results could be materially different from the assumptions and estimates. The items in the Council's Balance Sheet at 31 March 2025 for which there is a significant risk of material adjustments in the forthcoming financial year are as follows:

Pension Liability

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

Furthermore, the actuary has also estimated an impact for the implications of the 2014 transitional arrangement protection which the Court of appeal ruled as unlawful in June 2019. Wider explanation of this issue, more commonly known as 'McCloud', is detailed in Note 30.

During 2024/25 the actuaries advised that the pension liability had been affected as follows:

	<u>Change in assumptions year ended 31 March 2025</u>	
	Approximate % increase to Employer	Approximate monetary amount £000
0.1% decrease in Real Discount Rate	2%	1,826
1 year increase in member life expectancy	4%	4,659
0.1% increase in Salary Increase Rate	0%	63
0.1% increase in the Pension Increase Rate	2%	1,813

Provisions

The provision for doubtful debt is based on estimates of default. The estimated default rates used which range from 3% to 100% may be sensitive to economic circumstances. An increase of 10% in default rates would have the effect of increasing the required provision by £0.25m.

Property, plant and equipment

The depreciation of buildings is based on estimated useful life and residual value which is based on the present use and level of maintenance which in turn depends on the continued level of funding. For every year that the remaining lives of buildings were to decrease the extra depreciation would be £0.053m.

Business Rates

The Business Rates Retention Scheme became effective from 1 April 2013 and as a result local authorities are liable for any successful appeals against business rates by businesses in 2012/13 and earlier financial years in their proportional share. The Council has a total provision of £2.9m as an estimate of potential successful appeals up to 31 March 2025, the Council's proportion (40%) reflected in the Balance Sheet is £1.1m. This estimate is calculated using Valuation Office ratings list of appeals an analysis of successful appeals to date for 2017 list and the percentage built into the multiplier by MHCLG for the 2023 list.

4 PRIOR PERIOD ADJUSTMENTS.

The prior period adjustments outlined below reflect corrections made to material balances identified through the 2024/25 accounts process. These corrections were significant enough to require adjustment of the current year figures and restatement of the prior period comparatives. The following prior period adjustments have been made specifically following the identification of errors in 2022/23 and 2023/24:

- Revision to the valuation of car park assets as at 31 March 2023 to reflect a correction to the income and yield used in the car park valuation. The impact on the balance sheet as at 31 March 2023 was a decrease in both property, plant and equipment and unusable reserves of £3.14m.
- Revision to the valuation of car park assets as at 31 March 2024 to reflect a correction to the income and yield used in the car park valuation. The impact on the balance sheet as at 31 March 2024 was a decrease in both property, plant and equipment and unusable reserves of £6.5m

These prior period adjustments resulted in the following changes to the main statements and the impacted notes are reflected with the wording 'restated':

Effect on the Balance Sheet 2022/23

	Published Balance	Adjustment	Restated Balance
	£000	£000	£000
Other Land and Buildings	112,054	(3,140)	108,914
TOTAL LONG-TERM ASSETS	293,351	(3,140)	290,211
NET ASSETS	288,145	(3,140)	285,005
Unusable Reserves - Revaluation Reserve	(38,576)	1,366	(37,209)
Unusable Reserves – Capital Adjustment Account	(104,261)	1,774	(102,487)
Total Reserves	(288,145)	3,140	(285,005)

Effect on Movement in Reserves Statement 2023/24

	Published Balance	Adjustment	Restated Balance
	£000	£000	£000
(Surplus) or deficit on provision of services	(13,154)	1,381	(11,772)
Other Comprehensive Expenditure and Income	25,162	1,999	27,162
Increase/Decrease (movement) in year	(13,829)	3,380	15,390
Total unusable reserves	(204,152)	6,520	(197,631)
Total Reserves	(276,137)	6,520	(269,613)

Effect on Comprehensive Income and Expenditure Statement 2023/24

	Published Balance	Adjustment	Restated Balance
	£000	£000	£000
Parking (net expenditure)	(5,358)	1,381	(3,977)
Cost of Services	23,523	1,381	24,905
(Surplus) or deficit on provision of services	(13,154)	1,381	(11,772)
Surplus or deficit on revaluation of Property, Plant and Equipment assets	(15,832)	1,999	(13,834)
Total Comprehensive Income and Expenditure	12,008	3,380	15,388

Effect on Balance Sheet 2023/24

	Published Balance	Adjustment	Restated Balance
	£000	£000	£000
Other Land and Buildings	137,657	(6,520)	131,317
TOTAL LONG-TERM ASSETS	280,355	(6,520)	273,835
NET ASSETS	276,138	(6,520)	269,618
Unusable Reserves - Revaluation Reserve	(53,783)	3,343	(50,440)
Unusable Reserves – Capital Adjustment Account	(114,406)	3,176	(111,230)
Total Reserves	(276,138)	6,520	(269,618)

Effect on Cash Flow Statement 2023/24

	Published Balance	Adjustment	Restated Balance
	£000	£000	£000
(Surplus) or deficit on provision of services	(13,154)	1,381	(11,772)
Adjust net surplus or deficit on the provision of services for non- cash movements	7,671	(1,381)	6,290

5 MATERIAL ITEMS OF INCOME AND EXPENSE

Material items in terms of the Council's overall net expenditure, which are derived from events or transactions that are not expected regularly, that fall within the ordinary activities of the Council. They are required to be disclosed separately by virtue of their size or incidence to give a fair presentation of the accounts. There were no material items of income or expenditure in 2024/25 (or 2023/24) other than disclosed on the face of the Comprehensive Income and Expenditure Statement.

6 EVENTS AFTER THE BALANCE SHEET DATE

The Statement of Accounts were authorised for issue by the Director of Resources for Horsham District Council on 26 November 2025. 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 note have been adjusted in all material respects to reflect the impact of this information.

7 EXPENDITURE AND FUNDING ANALYSIS

This note details how the annual expenditure is used and funded from resources in comparison with resources consumed or earned by the local authority in accordance with generally accepted accounting practices. It also shows how the expenditure is allocated for decision making purposes between the council's departments.

2024/25			2023/24 Restated		
Net Expenditure			Net Expenditure		
Net Expenditure Chargeable to the General Fund Balance	Adjustments between Funding and Accounting Basis	in the Comprehensive Income and Expenditure Statement	Net Expenditure Chargeable to the General Fund Balance	Adjustments between Funding and Accounting Basis	in the Comprehensive Income and Expenditure Statement
(Note 7a)				(Note 7a)	
(1,453)	4,037	2,584	Audit, Finance, HR & Commissioning	(1,331)	3,946
2,209	2,568	4,777	Leisure & Culture	1,941	1,076
1,891	(21)	1,870	Corporate Management	1,767	22
452	0	452	Customer Services	371	7
			Housing & Community Services		
1,540	701	2,241		1,425	734
1,951	104	2,055	ICT	1,984	10
			Legal and Democratic Services & Elections		
1,474	(75)	1,399		1,428	199
(3,509)	(1,084)	(4,593)	Parking	(3,401)	(576)
			Planning & Economic Development		
2,472	1,865	4,337		2,285	1,155
(2,001)	6,858	4,857	Property & Facilities	(1,487)	3,545
			Refuse, Cleansing & Environmental Services		
6,265	2,059	8,324		6,107	2,182
			Revenues and Benefits		
1,994	107	2,101		1,358	158
13,285	17,119	30,404	Net cost of services	12,447	12,458
(12,374)	(25,681)	(38,055)	Other income and expenditure	(13,004)	(23,675)
911	(8,563)	(7,652)	Surplus or deficit	(557)	(11,215)
(49,657)			Opening General Fund Balance	(49,100)	
911			Less Surplus on General Fund in Year	(557)	
(48,746)			Closing General Fund Balance	(49,657)	

7a ADJUSTMENTS BETWEEN FUNDING AND ACCOUNTING BASIS

2024/25

Adjustments from General fund to arrive at Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes	Net change for the Pensions Adjustments	Interest	Other Differences	Total Adjustments
Audit, Finance, HR & Commissioning	0	22	3,889	127	4,037
Leisure & Culture	1,711	1	0	856	2,568
Corporate Management	0	1	0	(22)	(21)
Customer Services	0	0	0	0	0
Housing Services	848	1	0	(150)	700
ICT	0	1	0	104	104
Legal and Democratic Services & Elections	0	1	0	(76)	(75)
Parking	(1,048)	0	0	(36)	(1,084)
Planning & Economic Development	1,554	3	0	308	1,865
Property & Facilities	234	0	0	6,625	6,859
Refuse, Cleansing & Environmental Services	2,291	4	0	(237)	2,059
Revenues & Benefits	0	0	0	107	107
Other income and expenditure from the	(12,289)	(1,851)	(3,889)	(7,653)	(25,681)
Funding Analysis					
Difference between General Fund (Surplus) or deficit and Comprehensive Income and Expenditure (surplus) or deficit on the provision of services	(6,699)	(1,816)	0	(45)	(8,563)

2023/24 Restated

Adjustments from General fund to arrive at Comprehensive Income and Expenditure Statement amounts	Adjustments for Capital Purposes	Net change for the Pensions Adjustments	Interest	Other Differences	Total Adjustments
Audit, Finance, HR & Commissioning	0	(66)	3,956	56	3,946
Leisure & Culture	833	29	0	213	1,076
Corporate Management	0	20	0	2	22
Customer Services	0	7	0	0	7
Housing Services	387	44	0	302	734
ICT	0	19	0	(7)	10
Legal and Democratic Services & Elections	0	19	0	180	199
Parking	(519)	13	0	(70)	(576)
Planning & Economic Development	1,219	77	0	(141)	1,155
Property & Facilities	2,388	7	0	1,150	3,545
Refuse, Cleansing & Environmental Services	1,998	133	0	51	2,182
Revenues & Benefits	0	0	0	158	158
Other income and expenditure from the	(15,334)	(3,490)	(2,957)	(1,894)	(23,675)
Funding Analysis					
Difference between General Fund (Surplus) or deficit and Comprehensive Income and Expenditure (surplus) or deficit on the provision of services	(9,028)	(3,188)	999	0	(11,215)

7b INCOME & EXPENDITURE ANALYSED BY NATURE

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

	2024/25	2023/24
		Restated
Expenditure	£000	£000
Employee benefits expenses	22,077	20,423
Other service expenses	54,471	49,701
Support Service Recharges	(86)	(206)
Depreciation, amortisation and impairment	1,511	3,891
Precepts and Levies	4,416	4,107
Total Expenditure	82,389	77,916
Income		
Fees, charges and other service income	(26,578)	(24,368)
Gain on the disposal of assets	(560)	(651)
Interest and Investment income	(6,189)	(8,537)
Income from taxation	(21,767)	(16,409)
Government grants and contributions	(34,947)	(39,726)
Total Income	(90,041)	(89,690)
Surplus or Deficit on the Provision of Services	(7,652)	(11,772)

8 OTHER OPERATING EXPENDITURE

	2024/25	2023/24
	£000	£000
Parish council precepts	4,416	4,107
(Gains)/losses on the disposal of non-current assets	(560)	(651)
Total	3,856	3,456

9 FINANCING AND INVESTMENT INCOME AND EXPENDITURE

	2024/25	2023/24
	£000	£000
Interest payable and similar charges	280	0
Net interest income on LGPS Pension	(1,850)	(3,582)
Interest receivable and similar income	(3,889)	(3,956)
Income and expenditure in relation to investment properties and changes in their fair value (as detailed in note 13)	(4,640)	(1,198)
Changes in fair value of investments	(450)	(999)
Total	(10,549)	(9,735)

10 TAXATION AND GRANT INCOME

	2024/25	2023/24
	£000	£000
Benefits Grants	(21,833)	(22,912)
Other Government Grants	(2,375)	(1,908)
Other Grants	(686)	(729)
Grants credited to Services	(24,894)	(25,548)
 Council Tax	 (15,476)	 (15,290)
Non-Domestic Rates income & expenditure	(521)	37
Lower Tier Funding	(3,890)	(3,156)
New Homes Bonus	(525)	(824)
Section 31 Grant – Business Rates Reliefs	(5,220)	(4,568)
Capital grants and contributions	(5,731)	(6,598)
Credited to Taxation and Non-Specific Grant Income	(31,363)	(30,398)

11 ADJUSTMENTS BETWEEN ACCOUNTING BASIS AND FUNDING BASIS UNDER REGULATIONS

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

2024/25	Usable Reserves			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	Movement in Unusable Reserves
	£000	£000	£000	£000
Adjustments primarily involving the Capital Adjustment Account:				
Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:				
Charges for depreciation of non-current assets		(2,875)		2,875
Revaluation movement in Property, Plant and Equipment		977		(977)
Movements in the market value of Investment Properties		407		(407)
Revenue expenditure funded from capital under statute		(4,198)		4,198
Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:				
Statutory provision for the financing of capital investment		1,297		(1,297)
Capital expenditure financed from revenue balances		4,851		(4,851)
Application of grants to capital financing from the capital grants unapplied account				
Adjustments primarily involving the Capital Grants Unapplied Account:				
Capital grants credited to the CIES which are unapplied		5,731	(985)	(4,746)
Adjustments primarily involving the Capital Receipts Reserve:				
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	560	(620)		60
Use of the Capital Receipts Reserve to finance new capital expenditure			645	(645)
Adjustments primarily involving the Pooled Funds Adjustment Account:				
Pooled Funds Adjustment Account		450		(450)
Adjustments primarily involving the Pensions Reserve:				
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement		(1,318)		1,318
Employers pension contributions and direct payments to pensioners payable in the year		3,134		(3,134)
Adjustments primarily involving the Collection Fund Adjustment Account:				
Amount by which council tax and NDR income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements		(470)		470
Adjustments primarily involving the Accumulated Absences Account:				
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in accordance with statutory requirements		17		(17)
Total Adjustments	8,563	25	(985)	(7,603)

2023/24 Restated

	General Fund Balance	Capital Receipts Reserve	Usable Reserves	Capital Grants Unapplied	Movement in Unusable Reserves
Adjustments primarily involving the Capital Adjustment Account: Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:					
Charges for depreciation of non-current assets	£000	£000	£000	£000	£000
Charges for depreciation of non-current assets	(2,428)				2,428
Revaluation movement in Property, Plant and Equipment		897			(897)
Movements in the market value of Investment Properties		(2,360)			2,360
Revenue expenditure funded from capital under statute		(2,658)			2,658
Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:					
Statutory provision for the financing of capital investment	915				(915)
Capital expenditure financed from revenue balances	7,548				(7,548)
Application of grants to capital financing from the capital grants unapplied account					
Adjustments primarily involving the Capital Grants Unapplied Account:					
Capital grants credited to the CIES which are unapplied	6,841			(1,242)	(5,599)
Adjustments primarily involving the Capital Receipts Reserve:					
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	651	(680)			29
Use of the Capital Receipts Reserve to finance new capital expenditure		657			(657)
Adjustments primarily involving the Pooled Funds Adjustment Account:					
Gain/loss on revaluation of Pooled Funds Adjustment Account	999				(999)
Adjustments primarily involving the Pensions Reserve:					
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	446				(446)
Employers pension contributions and direct payments to pensioners payable in the year	2,834				(2,834)
Adjustments primarily involving the Collection Fund Adjustment Account:					
Amount by which council tax and NDR income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements		(2,406)			2,406
Adjustments primarily involving the Accumulated Absences Account:					
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in accordance with statutory requirements		(61)			61
Total Adjustments	11,217	(23)	(1,242)	(9,952)	

12 PROPERTY, PLANT & EQUIPMENT

Movements in 2024/25

	£000	£000	£000	£000	£000
	Other land & Buildings	Vehicles, Plant, Furniture & Equipment	Assets Under Construction	Surplus Assets	Total Property, Plant & Equipment
Cost or Valuation					
At 1 April 2024 restated	131,458	10,602	830	2,515	145,405
Additions	4,678	1,260	75	2	6,015
Reclassifications					0
Revaluation increase/(decreases) recognised in the Revaluation Reserve	(6,217)			9	(6,208)
Revaluation increase/(decreases) recognised in the Surplus/Deficit on the Provision of Services	718				718
De-recognition – disposal		(2778)			(2,778)
Donations	20				20
At 31 March 2025	130,657	9,084	905	2,526	143,172
Accumulated Depreciation and Impairment					
At 1 April 2024 restated	(320)	(8,853)			(9,173)
Depreciation charge	(1,941)	(580)			(2,521)
Written out to the Revaluation Reserve	1,418				1,418
Written out to the Surplus/Deficit on the Provision of services	239				239
De-recognition – disposal		2,748			2,748
At 31 March 2025	(604)	(6,685)			(7,289)
Net Book Value					
At 31 March 2024 restated	131,137	1,749	830	2,515	136,231
At 31 March 2025	130,053	2,399	905	2,526	135,882

Movements in 2023/24 Restated

	£000	£000	£000	£000	£000
	Other land & Buildings	Vehicles, Plant, Furniture & Equipment	Assets Under Construction	Surplus Assets	Total Property, Plant & Equipment
Cost or Valuation					
At 1 April 2023 restated	109,360	9,453	187	2,525	121,525
Additions	9,105	1,149	643		10,897
Reclassifications					0
Revaluation increase/(decreases) recognised in the Revaluation Reserve	12,591			(10)	12,581
Revaluation increase/(decreases) recognised in the Surplus/Deficit on the Provision of Services	402				402
De-recognition – disposal					0
Other movements in cost or valuation					0
At 31 March 2024 restated	131,458	10,602	830	2,515	145,405
Accumulated Depreciation and Impairment					
At 1 April 2023	(446)	(8,047)			(8,493)
Depreciation charge	(1,622)	(806)			(2,428)
Written out to the Revaluation Reserve	1,253				1,253
Written out to the Surplus/Deficit on the Provision of services	495				495
At 31 March 2024	(320)	(8,853)	0		(9,173)
Net Book Value					
At 31 March 2024 restated	131,137	1,749	830	2,515	136,231
At 31 March 2023 restated	108,914	1,406	187	2,525	113,032

The lives of operational properties are individually assessed by the valuing officer. Vehicles have a 5–7-year life, ICT equipment have a life of 3-5 years.

Assets Held for Sale

	2024/25 £000	2023/24 £000
Opening	200	0
Reclassification	0	308
Revaluation	0	(108)
Closing	200	200

Capital Commitments

At 31 March 2025, the Council was committed to the following significant capital works contracts (£2.3m 31.3.24):

Capital scheme	£000
New Vehicles	171
Affordable Housing	424
Public Realm	212
Domestic Food Waste Project	681
Total	1,488

Effects of Changes in Estimates

Revaluations

The Council carries out a rolling programme that ensures that all property, plant and equipment required to be measured at fair value is revalued at least every five years. Valuations are carried out externally. Valuations of land and buildings are carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

	Other Land & Buildings £000	Vehicles, Plant and Equipment £000	Assets under construction	Surplus assets	Total
Carried at historical cost		2,399	905		3,304
Valued at fair value as at					
31 March 2025	98,591			2,526	101,117
31 March 2024	20,127				20,127
31 March 2023	4,326				4,326
31 March 2022	4,112				4,112
31 March 2021	2,897				2,897
	130,053	2,399	905	2,526	135,882

13 INVESTMENT PROPERTIES

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

	2024/25 £000	2023/24 £000
Income from investment property	(4,754)	(4,193)
Direct operating expenses arising from investment property	515	635
Net gains/(losses) from fair value adjustments	(401)	2,360
Net (gain)/loss	(4,640)	(1,198)

There are no restrictions to 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 the disposal. In estimating the fair value of the Council's investment properties, the highest and best use of the properties is deemed to be their current use. All the Council's investment property portfolio has been assessed as Level 2 for valuation purposes (see note 1 for explanation of fair value levels).

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

	2024/25 £000	2023/24 £000
Balance at start of year	55,876	57,987
Additions	27	249
Net gains/(losses) from fair value adjustments	407	(2,360)
Balance at end of the year	56,310	55,876

14 FINANCIAL INSTRUMENTS

A financial instrument is a contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another entity. Non-exchange transactions, such as those relating to taxes and government grants do not give rise to financial instruments. Financial instruments are recognised in the Balance Sheet when the authority becomes a party to the contractual provisions of the instrument.

Financial assets

Financial assets are classified into one of three categories dependent on both:

- the reason the authority is holding the asset (e.g., to collect the contractual cash flows until maturity and / or to sell before maturity); and
- the nature of the asset's contractual cash flows (e.g., just principal and interest or something more complicated).

Reason for holding the asset	Nature of the contractual cash flows	Classification category
Holding assets in order to collect contractual cashflows	Solely payments of principal and interest	Amortised Cost
Holding assets in order to collect contractual cashflows as well as selling the assets	Solely payments of principal and interest	Fair value through other comprehensive income
Holding assets that do not fall into either of the above categories	Not solely payments of principal and interest	Fair value through profit and loss

Amortised cost category covers bank accounts, fixed term deposits, bonds, loans to local authorities, loans for service purposes, lease receivable and trade receivables.

Fair value through other comprehensive income comprises equity investments of £1.4m in the listed Fundamentum REIT, £1m ETFs and £0.5m in the equity of the Council's subsidiary Horsham District Homes. These investments are subject to an irrevocable election to present changes in the fair value of investments in equity instruments through other comprehensive income rather than through profit and loss. This is dependent on these investments being held for strategic rather than trading purposes.

Fair value through profit and loss comprises money market funds, mostly held for cash flow reasons and pooled bond, equity and property funds held for the longer term.

All financial assets are initially measured at fair value and recognised on the balance sheet. How the financial assets are subsequently measured, and how unrealised gains or losses are shown in the accounts is dependent on what category the asset has been classified as.

Classification category	Subsequent measurement basis	Presentation of unrealised gains and losses
Amortised cost	Amortised cost	A disclosure note
Fair Value through Other Comprehensive Income (FVOCI)	Fair Value	The 'Other comprehensive income' section of the Comprehensive Income & Expenditure Statement (CIES)
Fair Value through Profit & Loss (FVPL)	Fair Value	The 'Financing and investment income & expenditure' section of the CIES.

A financial asset is derecognised from the Balance Sheet when the contractual rights to the cash flows expire, or the financial asset is transferred.

Interest or dividends are credited to the Financing and Investment Income and Expenditure line in the CIES. Dividends are credited when they become receivable by the authority. Interest income is credited based on the amortised cost of the asset multiplied by its effective interest rate.

Financial assets held at amortised cost are shown net of a loss allowance (where material) reflecting the statistical likelihood that the borrower or debtor will be unable to meet their contractual commitments to the Council.

Financial Liabilities

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.

The Council's financial liabilities held during the year are measured at amortised cost and comprise trade payables for goods and services received.

Financial Instruments - Balances

The financial liabilities disclosed in the Balance Sheet are analysed across the following categories:

Financial Liabilities	Long Term		Short Term	
	31.03.2025 £000	31.03.2024 £000	31.03.2025 £000	31.03.2024 £000
Loans at amortised cost:				
- PWLB borrowing	0	0	0	0
Total Borrowing	0	0	0	0
Liabilities at amortised cost:				
- Trade payables	0	0	(6,109)	(5,525)
Included in Creditors *	0	0	(6,109)	(5,525)
Total Financial Liabilities	0	0	(6,109)	(5,525)

* The various liabilities lines on the Balance Sheet include £6.1m (2024: £11.6m) short-term creditors that do not meet the definition of a financial liability as they relate to non-exchange transactions.

The financial assets disclosed in the Balance Sheet are analysed across the following categories:

Financial Assets	Long Term		Short Term	
	31.03.2025 £000	31.03.2024 £000	31.03.2025 £000	31.03.2024 £000
At amortised cost:				
- Principal incl. accruals	15,355	12,878	8,402	11,720
At fair value through profit & loss:				
- Fair value	27,266	27,741	9,417	13,349
Fair value through other comp. income				
- Fair value	2,852	2,320		
Total Investments	45,473	42,939	17,819	25,069
At amortised cost:				
- Principal incl. accruals	0	0	1,376	1,806
At fair value through profit & loss:				
- Fair value	0	0	6,493	2,993
Total Cash and Cash Equivalents	0	0	7,869	4,799
At amortised cost:				
- Receivables			5,131	4,631
- Loans made for service purposes	125	155		
- Loss allowance	(5)	(5)	(200)	(457)
Included in Debtors **	120	150	4,931	4,174
Total Financial Assets	45,953	43,089	30,619	34,042

* The debtors lines on the Balance Sheet include £4m (2024: £2.1m) short-term debtors that do not meet the definition of a financial asset as they relate to non-exchange transactions.

Financial Instruments - Gains and Losses

The gains and losses recognised in the Comprehensive Income and Expenditure Statement in relation to financial instruments consist of the following:

	Financial Assets			2024/25	2023/24
	Amortised Cost	Fair Value through OCI	Fair Value through Profit & Loss	Total	Total
	£000	£000	£000	£000	£000
Interest expense				0	0
Impairment Loss				0	107
Changes in fair value				0	0
Interest payable and similar charges	0	0	0	0	107
Interest income	(1,297)			(1,297)	(1,407)
Dividend income		(63)	(2,487)	(2,550)	(2,514)
Loss on derecognition			41	41	0
Gains from changes in fair value			(491)	(491)	(999)
Impairment loss reversals	(257)		0	(257)	0
Fees received	(10)			(10)	0
Interest and investment income	(1,564)	(63)	(2,937)	(4,564)	(4,920)
Net impact on surplus/deficit on provision of services	(1,564)	(63)	(2,937)	(4,564)	(4,812)
Gains on revaluation					(26)
Losses on revaluation		649		649	0
Impact on other comprehensive income	0	649	0	649	(26)
Net (Gain)/Loss for Year	(1,564)	586	(2,937)	(3,915)	(4,839)

Financial Instruments - Fair Values

Financial instruments, except those classified at amortised cost, are carried in the Balance Sheet at fair value. For most assets, including 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 31 March 2025, using the following methods and assumptions:

- The fair values of other long-term loans and investments have been discounted at the market rates for similar instruments with similar remaining terms to maturity on 31 March.
- No early repayment or impairment is recognised for any financial instrument.
- The fair value of short-term instruments, including trade payables and receivables, is assumed to approximate to the carrying amount given the low and stable interest rate environment.

Fair values are shown below, split by their level in the 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.

Financial Liabilities

The fair value of short-term financial liabilities held at amortised cost, including short-term borrowing and trade payables, is assumed to approximate to the carrying amount. The valuations are deemed as level 2 in the fair value hierarchy.

Financial assets

For financial assets, the balance sheet figure is equivalent to the fair value. In the fair value hierarchy, the levels for the instruments which are subject to a valuation technique (this excludes short term trade payables and receivables) are shown below.

Category	IFRS9	Fair value level	31.03.2025 £000	31.03.2024 £000
Bond & Equity funds	FVPL	1	21,816	23,259
Property Fund	FVPL	1	5,450	4,482
REIT	FVOCI	2	1,380	1,820
Money market funds	FVPL	1	15,917	16,349
ETF	FVOCI	1	971	0

The fair value of short-term financial assets held at amortised cost, including trade receivables, is assumed to approximate to the carrying amount. The Council purchased longer term bonds held at amortised cost on balance sheet, but potentially having a different fair value based on current market interest rates. The fair value level is 1 and the fair value is £13.596m.

The Council holds £0.5m equity in its Housing subsidiary with the value of the price paid for equity as the amount is not material. Should the value become material a recognised valuation process would be followed.

Financial Instruments - Risks

The Council complies with CIPFA's Code of Practice on Treasury Management and Prudential Code for Capital Finance in Local Authorities.

In line with the Treasury Management Code, the Council approves a Treasury Management Strategy before the commencement of each financial year. The Strategy sets out the parameters for the management of risks associated with financial instruments. The Council also produces Treasury Management Practices specifying the practical arrangements to be followed to manage these risks.

The Treasury Management Strategy includes an Investment Strategy in compliance with the DLUHC Guidance on Local Government Investments. This Guidance emphasises that priority is to be given to security and liquidity, rather than yield. The Council's Treasury Management Strategy and its Treasury Management Practices seek to achieve a suitable balance between risk and return or cost.

The main risks covered are:

- **Credit Risk:** The possibility that the counterparty to a financial asset will fail to meet its contractual obligations, causing a loss to the Council.
- **Liquidity Risk:** The possibility that the Council might not have the cash available to make contracted payments on time.
- **Market Risk:** The possibility that an unplanned financial loss will materialise because of changes in market variables such as interest rates or equity prices.

Credit Risk: Treasury Investments

The Council manages credit risk by ensuring that treasury investments are only placed with organisations of high credit quality as set out in the Treasury Management Strategy. These include commercial entities with a minimum long-term credit rating of A-, the UK government, other local authorities, and organisations without credit ratings upon which the Council has received independent investment advice. Recognising that credit ratings are imperfect predictors of default; the Council has regard to other measures including credit default swap and equity prices when selecting commercial entities for investment.

A limit of £5m is placed on the amount of money that can be invested with a single counterparty (other than the UK government). For unsecured investments in banks, building societies and companies, a smaller limit of £3m. The Council also sets limits on investments in certain sectors. No more than £16m in total can be invested for a period longer than one year.

The table below summarises the credit risk exposures of the Council's treasury investment portfolio by credit rating.

Credit Rating	31.03.25	31.03.25	31.03.24	31.03.24
	Long-term £000	Short Term £000	Long-term £000	Short Term £000
AAA	9,528	2,080	12,877	2,476
AA	0	2,006	0	0
A+	0	771	0	1,274
Unrated local authorities	6000	4000	0	9,243
Total	15,528	8,857	12,877	12,993

Loss allowances on treasury investments would be calculated by reference to historic default data published by credit

rating agencies, adjusted for any extraordinary economic conditions. There is no material loss allowance applicable to treasury investments.

Credit Risk: Trade and Lease Receivables

The Council has both trade and lease receivables. The Council's credit risk on lease receivables is to some extent mitigated by its legal ownership of the assets leased, which can be repossessed if the debtor defaults on the lease contract.

The following analysis summarises the Council's trade and lease receivables, by due date. Only those receivables meeting the definition of a financial asset are included.

	31.03.2025 Receivables	31.03.2024 Receivables
	£000	£000
Neither past due nor impaired	547	207
Past due < 3 months	139	104
Past due 3-6 months	91	224
Past due 6-12 months	114	484
Past due 12+ months	1,122	683
TOTAL RECEIVABLES	2,013	1,703

Loss allowances on trade receivables, which includes property lease income, have been calculated by reference to the Council's historic experience of default with reference to debtor type and past due status.

Receivables are written off to the Surplus or Deficit on the Provision of Services when they are deemed effectively irrecoverable, but steps are still taken to collect sums owing when the Council has reasonable evidence that the affected counterparty's financial position has changed.

Credit Risk: Loans, Financial Guarantees and Loan Commitments

The Council has agreed to provide a credit facility of £5m to Sovereign Homes Network Housing Association. The council received non-utilisation fees of £10k in 24/25. The facility is unlikely to be used as the rate required is at a significantly higher than market rates

In furtherance of the Council's service objectives, it has lent money to Henfield Leisure centre which has a repayment plan.

The amounts recognised on the balance sheet, and the Council's total exposure to credit risk from these instruments are:

Borrower	Exposure type	Balance Sheet		Risk exposure	
		31.03.2025	£000	31.03.2025	£000
Henfield Leisure Centre	Loan at market rates	120		120	150

The Council manages the credit risk inherent in its loan for service purposes, in line with the published investment strategy.

Loss allowances on loans for service purposes have been assessed with reference to expected failures of comparable organisations. They are determined to have suffered a significant increase in credit risk where there is significant increased risk that the business model of the organisation may not be able to sustain interest payments, and they are determined to be credit-impaired where there it is deemed probable the organisation's business model is not sustainable. Loans are written off to the Surplus or Deficit on the Provision of Services when they are deemed irrecoverable, but steps are still taken to collect sums owing when it is judged that the borrower still has the potential to repay.

Liquidity Risk

The Council has ready access to borrowing at favourable rates from the Public Works Loan Board and other local authorities, and at higher rates from banks and building societies. There is no perceived risk that the Council will be unable to raise finance to meet its commitments.

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 authority. For instance, a rise in interest rates would have the following effects:

- investments at variable rates – the interest income will rise
- investments at fixed rates – the fair value of the assets will fall.

Investments measured at amortised cost and loans borrowed are not carried at fair value, so changes in their fair value will have no impact on the Comprehensive Income and Expenditure Statement. However, changes in interest payable and receivable on variable rate borrowings and investments will be posted to the Surplus or Deficit on the Provision of Services. Movements in the fair value of fixed rate investments measured at fair value will be reflected in Other Comprehensive Income or the Surplus or Deficit on the Provision of Services as appropriate.

The Treasury Management Strategy aims to mitigate these risks by setting upper limits on its net exposures to fixed and variable interest rates. To gauge the sensitivity of the Council to interest rate changes if all interest rates had been 1% higher (with all other variables held constant) the financial effect would be:

	31.03.2025	31.03.2024
	£000	£000
Increase in interest receivable on variable rate investments	(105)	(99)
Decrease in fair value of investments held at FVPL	439	387
Impact on Surplus or Deficit on the Provision of Services	334	288
Decrease in fair value of investments held at FVOCI	0	0
Impact on Comprehensive Income and Expenditure	334	288
Decrease in fair value of loans and investments at amortised cost *	312	326
Decrease in fair value of fixed rate borrowing *	0	0

*No impact on Comprehensive Income and Expenditure.

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

Market Risks: 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 pooled funds including property is subject to the risk of falling commercial property prices. This risk is limited by the Council's maximum exposure to pooled fund investments and REITs of £30m and £5m respectively. A 5% fall in commercial property prices at 31 March 2025 would result in a £0.33m (2024: £0.22m) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

The Council's investment in pooled equity funds is subject to the risk of falling share prices. This risk is limited by the Council's maximum exposure to pooled funds of £30m. A 5% fall in share prices at 31 March 2025 would result in a £0.63m (2024: £0.68m) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

15 CASH AND CASH EQUIVALENTS

The balance of cash and cash equivalents is made up of the following elements:

	31.03.2025	31.03.2024
	£000	£000
Cash held by Council	2	2
Money market Funds	6,493	2,993
Short-term deposits	771	1,273
Cash in transit	603	531
Total Cash and Cash Equivalents	7,869	4,799

16 SHORT-TERM DEBTORS

	31.03.2025	31.03.2024
	£000	£000
Sundry Debtors	5,234	5,036
Central government bodies	2,486	1,040
Payments in advance	764	701
Council Tax debtors	491	464
NNDR Debtors	1,121	910
Housing benefit overpayments	1,985	2,224
Sub-total	12,082	10,375
Allowance for doubtful debts	(2,985)	(3,255)
Total debtors after allowance for doubtful debts	9,096	7,119

17 SHORT-TERM CREDITORS

	31.03.2025 £000	31.03.2024 £000
Sundry Creditors	(6,302)	(6,204)
Prepayment of NNDR	(493)	(695)
Prepayment of Council Tax	(453)	(418)
WSCC Council Tax creditors	(2,149)	(2,340)
SPA Council Tax creditors	(318)	(345)
Central Government	0	(934)
WSCC NNDR Creditors	(2,987)	(2,964)
Total	(12,702)	(13,900)

18 PROVISIONS AND OTHER LONG-TERM LIABILITIES

	Provision for NNDR appeals £000	Provision for Accumulated Absences £000	Total £000
Balance at 1 April 2023	(943)	(110)	(1,053)
Additional provisions made	(1,620)	(61)	(1,681)
Amounts used	755	0	755
Balance at 31 March 2024	(1,808)	(171)	(1,979)
Additional provisions made	(727)		(727)
Amounts used	1,374	18	1,392
Balance at 31 March 2025	(1,161)	(153)	(1,314)

Provision for NNDR Appeals

Estimate of rates potentially overcharged to businesses, repayable on appeal.

Provision for Accumulated Absences

Established in 2009/10 to cover employees' leave that was not taken at the end of each year.

Other long-term liabilities:

S106 Contributions are developer contributions that are expected to be paid to other agencies.

Capital Grants & Receipts in Advance are developer contributions that are expected to be used by the Council but still have conditions that mean they are potentially refundable.

The movements in both are shown below:

	S106 Contributions		Capital Grants & Rec in Advance	
	31.03.2025 £000	31.03.2024 £000	31.03.2025 £000	31.03.2024 £000
Opening balance	(11,008)	(11,156)	(11,869)	(11,771)
Grants/Contributions in	(147)	(78)	(3,765)	(4,391)
Grants/Contributions out	657	226	2,713	4,293
Closing balance	(10,497)	(11,008)	(12,921)	(11,869)

19 USABLE RESERVES

This note sets out the amounts set aside from the General Fund balance in earmarked reserves to provide financing for future expenditure plans and the amounts posted back from earmarked reserves to meet General Fund expenditure in 2024/2025.

Useable Revenue Reserves	Balance at 31.03.23 £000	Income / Expenditure 2023/24 £000	Transfer to / from other reserves	Balance at 31.03.24 £000	Income / Expenditure 2024/25 £000	Transfer to / from other reserves	Balance at 31.03.25 £000
			2023/24 £000			2024/25 £000	
			2024/25 £000			2024/25 £000	
General Fund Balance	(26,449)	(741)	(2,518)	(24,672)	889	(977)	(24,760)
Environment & Infrastructure	(14,683)	0	(824)	(15,507)	0	1,207	(14,300)
Health and Wellbeing	(335)	0	78	(257)	0	78	(179)
Council tax localism	(293)	0	0	(293)	0	293	0
Planning Grants	(268)	0	(433)	(701)	0	160	(541)
s106 Reserves	(925)	225	0	(700)	9	23	(668)
NNDR Provision	(1,256)	0	0	(1,256)	0	0	(1,256)
Homelessness Prevention	(189)	0	(186)	(376)	0	(201)	(577)
Revenues & Benefits	(920)	0	200	(720)	0	(193)	(913)
Covid-19 Discretionary fund	(187)	(40)	0	(227)	20	187	(20)
Transformation fund	(278)	0	(86)	(364)	0	124	(240)
HDC Green Reserve	(443)	0	136	(307)	0	68	(239)
Covid 19 Outbreak	(277)	0	181	(95)	0	95	0
Management Fund							
Inflation reserve	(1,000)	0	0	(1,000)	0	0	(1,000)
Community Fund	(150)	0	(27)	(177)	0	52	(125)
Cost of Living Reserve	0	0	(613)	(613)	0	366	(247)
Domestic Food Waste	0	0	(1,300)	(1,300)	0	(308)	(1,608)
Collection Reserve							
Better Billingshurst	0	0	0	0	0	(1,000)	(1,000)
Other	(1,448)	0	357	(1,092)	(8)	26	(1,074)
Other Earmarked Reserves	(22,652)	185	(2,518)	(24,984)	21	977	(23,987)
Sub-total	(49,100)			(49,657)			(48,746)
Useable Capital Reserves							
Capital Receipts Reserve	(6)	(23)		(29)	25		(5)
Capital Grants unapplied	(21,057)	(1,242)		(22,299)	(985)		(23,284)
Total Useable Revenue Reserves	(70,163)			(71,985)			(72,035)

20 UNUSABLE RESERVES

Unusable Reserves	Balance at 31.03.24		Movement £000	Balance at 31.03.25		
	Restated			£000	£000	
	£000	£000				
Revaluation Reserve		(50,440)	5,606	5,606	(44,834)	
Pensions Reserve		(37,822)	40,450	40,450	2,628	
Capital Adjustment Account		(111,231)	(6,604)	(6,604)	(117,835)	
Pooled Fund Adjustment Account		(40)	(450)	(450)	(490)	
Financial Instrument Revaluation Reserve		94	555	555	649	
Collection Fund Adjustment Account		1,635	469	469	2,104	
Accumulating Absences Adjustment Account		171	(18)	(18)	153	
Total Useable Revenue Reserves		(197,633)	41,030	41,030	(157,625)	

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,
- disposed of and gains are realised.

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

	31.03.2025	31.03.2024
	Restated	£000
	£000	£000
Balance at 1 April	(50,440)	(37,209)
(Upward)/downward revaluation of assets	(2,317)	(14,277)
Downward revaluation of assets and impairment losses not charged to the Surplus/deficit on the Provision of Services	7,054	421
Difference between fair value depreciation and historical depreciation	869	625
Amount written off to the Capital Adjustment Account	0	0
Balance at 31 March	(44,834)	(50,440)

Pension 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 costs. However, statutory arrangements require benefits earned to be financed as the Council makes employer's contributions to pension funds or eventually pay any pensions for which it is directly responsible. The credit on the Pensions Reserve therefore shows a substantial surplus 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

	2024/25	2023/24
	£000	£000
Balance at 1 April	(37,822)	(75,562)
Remeasurements of the net defined benefit liability/(asset)	42,266	41,020
Reversal of items relating to retirement benefits debited or credited to the surplus of Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	1,318	(446)
Employer's pensions contributions and direct payments to pensioners payable in the year	(3,134)	(2,834)
Balance at 31 March	2,627	(37,822)

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 acquisition, construction or enhancement of those assets under statutory provisions. The account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The account is credited with the amounts set aside by the Council as finance for the costs of acquisition, construction and enhancement. The account contains accumulated gains and losses in investment properties and revaluation gains and losses accumulated on property, plant and equipment before 1 April 2007, the date the Revaluation Reserve was created.

	2024/25	2023/24
	Restated	£000
	£000	£000
Balance at 1 April	(111,230)	(102,487)
Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:		
Charges for depreciation and impairment of non-current assets	2,521	2,428

Charges for depreciation and impairment of right of use assets	354	0
Revaluation gains / losses on Property, Plant and Equipment	(956)	(897)
Revenue expenditure funded from capital under statute	4,198	2,658
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	30	0
Movements in the market value of Investment Property	(407)	2,360
Movement due to repayment of service loans	30	29
Adjusting amounts through revaluation reserve	(817)	(604)
Movement due to recognition of transferred asset	(20)	0
Capital financing applied in the year:		
Use of the Capital Receipts Reserve to finance new capital expenditure	(645)	(657)
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	(3,761)	(5,058)
Grants from the Capital Grants Unapplied Account	(1,013)	(540)
Use of earmarked revenue reserves for the financing of capital investment		(6)
Use of General Fund reserves	(4,822)	(7,541)
Statutory provision for the financing of capital investment charged against the General Fund	(914)	(915)
Statutory provision for the financing of right of use assets against the General Fund	(383)	0
Balance at 31 March	(117,835)	(111,230)

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.

	2024/25 £000	2023/24 £000
Balance at 1 April - Council Tax	(113)	(82)
Amount by which council tax income credited to the Comprehensive Income and Expenditure Statement is different from council tax income calculated for the year in accordance with statutory requirements	51	(31)
Balance at 31 March	(62)	(113)
 Balance at 1 April – NNDR	 1,748	 (689)
Amount by which NNDR income credited to the Comprehensive Income and Expenditure Statement is different from NNDR income calculated for the year in accordance with statutory requirements	415	2,437
Balance at 31 March	2,163	1,748
Total	2,104	1,635

21 CASH FLOW STATEMENT - OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

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

	2024/25 £000	2023/24 Restated £000
Depreciation	(2,521)	(2,428)
Impairments	1,364	(1,463)
Pensions Liability	1,816	3,280
Increase/(decrease) in debtors	1,660	1,522
(Increase)/decrease in creditors	1,792	4,192
Movement in provisions	849	2,343
(Increase)/decrease in inventories	8	4
Other non-cash adjustments	(450)	(1,160)
Total	4,517	6,290

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

2024/25	2023/24
---------	---------

	£000	£000
Capital grants credited to the surplus or deficit on the provision of services	5,731	6,598
Minimum Lease Payments	(427)	0
Proceeds from the sale of non-current assets	560	651
Council Tax and NDR adjustment	(188)	188
Total	5,676	7,436

Interest received, interest paid and dividends received

c)

	2024/25 £000	2023/24 £000
Interest received	(3,889)	(3,956)
Total	(3,889)	(3,956)

22 EXTERNAL AUDIT COSTS

	2024/25 £000	2023/24 £000
Fees payable with regard to external audit services carried out by the appointed auditors for the year	186	168
Fees payable for the certification of grant claims and returns	72	70
Fees payable in respect of other services or relating to previous years	3	(6)
Total	261	232

The cost for the main audit is based on the indicative scale fee, which is set by the Public Sector Audit Appointments (PSAA).

Fees payable for the certification of grant claims and returns are effectively those of the previous year's audit. The £0.07m spent in 2024/25 is for the 2023/24 Housing Benefit Audit, which was certified in March 2025.

23 MEMBERS ALLOWANCES

The Council paid the following amounts to the 48 Members of the Council during the year:

	2024/25 £000	2023/24 £000
Allowances	434	418
Expenses	14	12
Total	448	430

Councillors agreed a 4.76% increase in allowances following an independent remuneration panel recommendation in January 2024.

24 LEASES

Council as a Lessee

The Council leases its main office, some affordable housing properties and a small number of cars. The Council has applied IFRS16 leases accounting standard from 1 April 2024 following the transitional arrangements in the Code. The average incremental borrowing rate used to bring operating leases on the balance sheet was 5.4%.

Right-of-use assets

This table shows the change in the value of right-of-use assets held under leases by the authority:

	Land and buildings	Vehicles, plant and equipment	Total
	£000	£000	£000
Balance at 31 March 2024	0	0	0
Transition to IFRS16	743	32	775
Balance at 1 April 2024	743	32	775
Additions	5,475	0	5,475
Depreciation	(338)	(16)	(354)
Balance at 31 March 2025	5,880	16	5,896

The land and building right of use asset at the end of the period consists of £5.3m which is the Council's main administrative building, Albery House.

Lease Liability

This table shows the change in the value of the authority's right-of-use lease liabilities:

	Land and buildings £000	Vehicles, plant and equipment £000	Total £000
Balance at 31 March 2024	0	0	0
Transition to IFRS16	(743)	(32)	(775)
Balance at 1 April 2024	(743)	(32)	(775)
Additions	(5,475)		(5,475)
Interest expense	(278)	(2)	(280)
Minimum lease payments	409	17	427
Balance at 31 March 2025	(6,087)	(17)	(6,103)

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

Comprehensive Income and Expenditure Statement	£000
Interest expense on lease liabilities	280
Expenses on short term leases	57
Depreciation	354
Cash Flow Statement	£000
Minimum lease payments	427

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):

	31.03.2025 £000
Less than one year	(148)
One to five years	(1,426)
More than five years	(9,286)
Total undiscounted liabilities	(10,860)
Discount to Present Value	4,757
Year end balance	(6,103)

Council as Lessor

The Council leases out a range of properties under operating leases for community services and commercial rents.

Maturity analysis of lease receivables

The lease receivables are due to be collected over the following time bands:

	Receivable as Lessor	
	31.03.2025 £000	31.03.2024 £000
Less than one year	3,665	3,336
One to two years	3,099	2,882
Two to three years	2,274	2,482
Three to four years	1,757	1,822
Four to five years	1,304	1,389
Later than five years	7,315	5,682
	19,404	17,593

The lease payments receivable total £5.73m do not include rents that are contingent on events taking place after the

lease was entered into, such as rent reviews. The Council received contingent rent of £0.16m in 2024/25 (£0.21 in 2023/24).

The Council leases out housing units with the lease income being set as a percentage (91-93%) of rents paid. The future lease payments are therefore volatile. The amount received in 2024/25 was £0.592m (£0.058m 2023/24)

Finance Leases - The Council has no material investment in finance leases as lessee.

25 OFFICER'S REMUNERATION

Post Title		Salary, Fees and Allowances	Pension Contribution	Total
		£	£	£
Chief Executive	2023/24	132,333	23,100	155,433
	2024/25	134,300	23,677	157,977
Director of Resources / Section 151 Officer	2023/24	104,891	18,552	123,443
	2024/25	111,677	19,706	131,383
Director of Place	2023/24	110,199	19,225	129,424
	2024/25	113,272	19,706	132,978
Director Community Services	2023/24	104,243	18,552	122,795
	2024/25	110,867	19,706	130,572
Head of Legal and Democratic Services / Monitoring Officer	2023/24	81,014	14,111	95,125
	2024/25	88,339	15,425	103,764

The Strategic Leadership Team is made up of the Chief Executive and the three strategic Directors. The remuneration paid to the authority's senior employees are included in the table above. There were no changes to the Strategic Leadership Team in 2024/25.

*Senior officers are remunerated for returning officer duties during elections. The 2024/25 figures include amounts for the Police and Crime Commissioner in May 2024, the General Election held in July 2024 and a by-election held in November 2024.

The authority's other employees receiving more than £50,000 remuneration for the year (excluding employer pension contributions) were paid the following amounts;

Remuneration Band	Number of Employees 2024/25	Number of Employees 2023/24
£50,000 - £54,999	26	20
£55,000 - £59,999	10	12
£60,000 - £64,999	5	7
£65,000 - £69,999	8	3
£70,000 - £74,999	0	1
£75,000 - £79,999	1	0
£80,000 - £84,999	0	0
Total number	50	43

2024/25 saw an NJC April 2024 Pay award which increased each pay point by £1,290 up to Grade 9, or an increase of 2.5% from Grade 10. As a result, additional posts have moved into the reporting bands over £50k.

26 EXIT PACKAGES

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

Exit package cost band (including special payments)	Number of Compulsory redundancies		Number of other departures agreed		Total number of exit packages by cost band		Total cost of exit packages in each band	
	2024/25	2023/24	2024/25	2023/24	2024/25	2023/24	2024/25 £000	2023/24 £000
£0 - £20,000	2	2	6	5	8	7	39	23
£20,001 - £40,000	2	0	0	0	2	0	69	0
£40,001 - £60,000	1	0	0	0	1	0	54	0
£60,001 - £80,000	1	0	0	0	1	0	72	0
£80,001 - £100,000	0	0	0	0	0	0	0	0
£100,001 - £150,000	0	0	0	0	0	0	0	0
Total	6	2	6	5	12	7	234	23

The total cost of £234k in the table above for exit packages have been charged to the authority's Comprehensive Income and Expenditure Statement in the current year.

27 TERMINATION BENEFITS

During 2024/25 the Council terminated 12 posts (7 in 2023/24) at a total cost of £233k. This was made up of £203k Redundancy (£5k in 2023/24) and £31k other termination costs such as pay in lieu of notice (£18k in 2023/24).

28 RELATED PARTIES

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

Central Government - has effective control over the general operations of the Council, it is responsible for providing the statutory framework within which the Council operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties (e.g., council tax bills, housing benefits). Grant receipts outstanding at 31 March 2025 are shown in note 10 (Grant income).

Local Government - West Sussex County Council, Sussex Police Authority and Parish Councils within Horsham District for precepts (details contained within the Collection Fund Account).

West Sussex County Pension Fund for pension from and on behalf of Horsham District Council employees (details contained within the Income and Expenditure Account)

Council Members - Councillors have direct control over the council's financial and operating policies. The total of members allowances paid in 2024/25 is shown in note 23.

Senior Officers - are defined as the Chief Executive together with the Directors which together make up the Senior Leadership Team. These Officers have the responsibility of managing the Council and have power to direct or control the major activities of the Council, in particular those involving the expenditure of money. Details of senior officer remuneration are shown in note 25. During the year the Director of Communities was a director of the two wholly owned entities for which the council is the sole shareholder.

Building Control

Horsham District Council provides the Building Control service for Crawley Borough Council. Crawley B.C. discharged this function under an agreement pursuant to sections 101 and 111 of the Local Government Act 1972, section 3 of the Local Government Act 1999 and the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2000/2851. The total contribution paid by Crawley B.C. for 2024/25 amounted to £0.3m (£0.3m in 2023/24) and £0.05m (£0.07m in 2023/24) was outstanding as at 31 March 2025.

Wholly owned entities

On 21 March 2019, Cabinet approved the creation of two companies for the purpose of providing affordable rental housing in the district. The companies were incorporated in 2019, the Council is the sole shareholder. The transactions with the housing companies during 2024/25 are summarised in the table below.

	Horsham District Homes	Horsham District Homes (Holdings)
	£000	£000
Rental income collected		(341)
Lease payments made		117
Lease payments due		228
Services provided	19	69

The Council has not prepared consolidated group accounts for 2024/25, whilst the value of the balance sheet is considered to be material, the activities of the companies are not significant to the representation of the operational activities of the Council as a whole. However, the accounts for the companies have been audited by an independent auditor and will be approved and signed by the boards at the companies' board meeting.

29 CAPITAL EXPENDITURE AND CAPITAL FINANCING

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

	2024/25 £000	2023/24 £000
Opening Capital Financing Requirement	31,817	32,733
Capital Investment		
Property, Plant & Equipment	6,015	10,897
Assets acquired under leases (IFRS16)	6,250	0
Investment Properties	28	248
Revenue Expenditure Funded from Capital Under Statute	4,198	2,658
Sources of finance		
Capital receipts	(645)	(657)
Government grants and other contributions	(4,745)	(5,598)
Revenue contributions	(4,851)	(7,548)
Minimum Revenue Provision	(1,297)	(915)
Closing Capital Financing Requirement	36,770	31,817
Explanation of movements in year		
Increase in underlying need to borrowing	0	0
Assets acquired under leases	6,250	0
Minimum Revenue Provision	(1,297)	(915)
Increase / (decrease) in Capital Financing Requirement	4,953	(915)

30 DEFINED BENEFIT PENSION SCHEMES

Participation in Pension Schemes

As part of the terms and conditions of employment of its employees, the Council offers retirement benefits. Although these benefits will not actually be paid until employees retire, the Council has a commitment to make the payments that need to be disclosed at the time the employees earn their future entitlement.

The Council contributes to the Local Government Pension Scheme which is administered by West Sussex County Council. It is a funded defined benefit career average scheme, meaning that the authority and employees pay contributions into a fund, calculated at a level intended to balance the pensions liabilities with investment assets.

In addition, the Council is responsible for all pension payments relating to added years benefits it has awarded,

together with the related increases and early access pension costs. In 2024/25 these amounted to £87k (£94k 2023/24) representing 1% of pensionable pay (1% in 2023/24).

Transactions Relating to Post-employment Benefits

We recognise the cost of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are actually paid as pensions. However, the charge we are required to make against council tax is based on the cash payable in the year, so the real cost of post-employment / retirement benefits is reversed out of the General Fund via the Movements 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.

<u>Comprehensive Income and Expenditure Statement</u>	2024/25	2023/24
	£000	£000
Cost of Services		
- current service cost	(3,060)	(3,136)
- past service costs	(108)	0
Total Service Cost	(3,168)	(3,136)
Financing and Investment Income and Expenditure		
Interest income on planned assets	10,581	9,769
Interest cost on defined benefit obligation	(6,350)	(6,187)
Interest on the effect of the asset ceiling	(2,381)	
Total Net Interest	1,850	3,582
Total Post Employment Benefit Charged to the Surplus or deficit on the provision of services	(1,318)	446

Re-measurements of the Net Defined Liability

Actuarial gains / (losses) arising from changes in demographic assumptions	233	805
Actuarial gains / (losses) arising from changes in financial assumptions	19,814	5,771
Other Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement	1,400	(4,209)
Return on assets excluding amounts included in net interest	(5,345)	6,222
Changes in the effect of limiting a net defined benefit asset to the asset ceiling	(58,368)	(49,609)
Total re-measurements recognised in other comprehensive income	(42,266)	(41,020)
Total Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement	(43,584)	(40,574)

Movement in Reserves Statement

Reversal of net charges made to the surplus or deficit for the provision of services for post-employment benefits in accordance	1,318	(446)
Actual amounts charged to the General fund balance for pensions in the year		
Employer's contributions payable to the scheme	3,047	2,740
Contributions in respect of unfunded benefits paid	87	94

Pensions Assets and Liabilities Recognised in the Balance Sheet

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

	2024/25	2023/24
	£000	£000
Present value of liabilities - Funded	(226,020)	(181,823)
Present value of liabilities – Unfunded	(807)	(967)
Fair value of plan assets	224,199	220,612
Net asset (liability arising from defined benefit obligation)	(2,628)	37,822

The balance sheet position decreased in 2024/25 by £40.5m. In simple terms, this is a result of the increase in liabilities being higher than the return on assets. During the accounting period investment returns have been greater than expected, resulting in a positive return on assets, whilst the increase in liabilities has been caused by changes in financial assumptions of inflation, salaries and discounts and the impact of the pension asset ceiling.

Funded Liabilities - LGPS

	2024/25	2023/24
Reconciliation of present value of the scheme liabilities:		
Balance at 1 April	(182,790)	(131,104)
Current service cost	(3,060)	(3,136)
Interest cost	(6,350)	(6,187)
Contributions by scheme participants	(1,147)	(1,035)
Actuarial gains and losses	21,447	2,367
Benefits paid	5,930	5,914
Past service costs	(108)	0
Effect of the asset ceiling	(58,368)	(49,609)
Interest on the effect of the asset ceiling	(2,381)	0
Balance at 31 March	(226,827)	(182,790)
Reconciliation of fair value of the scheme assets:		
Balance at 1 April	220,612	206,666
Interest income on planned assets	10,581	9,769
Return on planned assets (excluding amounts in net interest)	(5,345)	6,222
Employer contributions	3,134	2,834
Contributions by scheme participants	1,147	1,035
Benefits paid	(5,930)	(5,914)
Balance at 31 March	224,199	220,612

LGPS Assets comprised:	2024/25	% of assets	2023/24	
	£000		£000	% of assets
Private Equity:				
All	7,508.8	3.3%	6,589.3	3.0%
Real Estate:				
UK Property	18,975.0	8.5%	18,200.6	8.2%
Investment Funds & Unit				
Trusts:				
Equities	109,779.6	49.0%	110,524.4	50.01%
Bonds	66,848.9	29.8%	63,666.7	28.9%
Infrastructure	10,629.1	4.7%	10,499.2	4.8%
Other	8,866.9	4.0%	8,597.9	3.9%
Cash & cash Equivalents: All	1,590.7	0.7%	2533.7	1.1%
	224,199	100%	220,612	100%

All scheme assets except private equity are quoted prices in active markets.

The liabilities show the underlying commitments that the Council has in the long run to pay retirement benefits. The position is a deficit of £2.6m which has an impact on the net worth of the Council as recorded in the Balance Sheet, resulting in an overall balance of £235.2m.

For the local government pension scheme surplus, we are required by the Code of Accounting Practice to consider the impact of any asset ceiling on the recognition of the IAS19 asset on the balance sheet.

Statutory arrangements for funding mean the financial position remains healthy as contributions continue to be made over the working life of current employees. The total contributions expected by Hymans Robertson LLP, the scheme's actuaries, which are made to the Local Government Pension scheme by the Council in the year to 31 March 2025 is £2.95m (£2.74m at 31 March 2025).

Basis for estimating assets and liabilities

Liabilities have been assessed on an actuarial basis using the projected unit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. The pension scheme is assessed by Hymans Robertson for the County Council Fund being based on the latest full valuation of the scheme as at 31 March 2022.

The principal assumptions used by the actuary have been:

		<u>2024/25</u>	<u>2023/24</u>
Long term expected rate of return on assets in the scheme: Mortality assumptions:			
Longevity at 65 for current pensioners:	Men	21.7	21.8
	Women	24.3	24.4
Longevity at 65 for future pensioners:	Men	22.1	22.2
	Women	26.0	26.0
Rate of inflation / pension		2.8%	2.8%
Rate of increase in salaries		4.3%	4.3%
Rate of discounting scheme liabilities		5.8%	4.8%

An allowance is included for future retirements to elect to take 50% of the maximum additional tax-free cash up to HMRC limits for pre-April 2008 service and 75% of the maximum tax-free cash for post-April 2008 service.

The estimate of the defined benefits obligation is sensitive to the actuarial assumptions. The sensitivity analyses in Note 30 have been determined based on possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all other assumptions remain constant. The estimations in the sensitivity analyses have followed the accounting policies for the scheme.

When the LGPS benefit structure was reformed in 2014, transitional protections were applied to certain older members close to normal retirement age. The benefits accrued from 1 April 2014 by these members are subject to an 'underpin' which means that they cannot be lower than what they would have received under the previous benefit structure. The underpin ensures that these members do not lose out from the introduction of the new scheme.

In December 2018, the Court of Appeal upheld a ruling ("McCloud/Sargeant") that similar transitional protections in the Judges' and Firefighters' Pension Schemes were unlawful on the grounds of age discrimination. The implications of the ruling are expected to apply to the LGPS (and other public service schemes) as well. The UK Government requested leave to appeal to the Supreme Court, but this was denied at the end of June 2019. Therefore, LGPS benefits accrued from 2014 may need to be enhanced so that all eligible members, regardless of age, will benefit from the underpin. Alternatively, restitution may be achieved in a different way, for example by paying compensation. In either case, the clear expectation is that many more members would see an enhanced benefit rather than just those currently subject to these protections. The potential impact of the judgement has been included in the actuary's estimated calculations.

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, Horsham District Council does not consider it necessary to make any allowance for the potential impact of the Virgin Media case in its financial statements.

31 CONTINGENT LIABILITIES AND CONTINGENT ASSETS

International Accounting Standard 37 requires the Council to disclose contingent liabilities and assets. These arise from past events that might result in an obligation or benefit to the Council.

In May 2024, a workplace accident occurred involving a member of staff and a third party. As a result of the incident, the member of staff has been unable to return to work. The third party's insurer may seek to use the Council as a third-party defendant in any potential legal claim. The Police and the Health and Safety Executive have confirmed that they are not pursuing further investigation, having classified the incident as a road traffic accident.

On 31 March, the Council was engaged in negotiations to terminate the lease of its former office building. The termination was successfully finalised in the last week of May 2025, thereby removing any associated contingent liability.

32 GOING CONCERN

Underlying principle: These accounts have been prepared on a going concern basis that the authority will continue in operational existence for the foreseeable future.

The provisions in the Code of Audit Practice in respect of going concern reporting requirements reflect the economic and statutory environment in which local authorities operate. These provisions confirm that, as authorities cannot be created or dissolved without statutory prescription, they must prepare their financial statements on a going concern basis of accounting. Local authorities carry out functions essential to the local community and are themselves revenue-raising bodies (with limits on their revenue-raising powers arising only at the discretion of central government). If an authority were in financial difficulty, the prospects are thus that alternative arrangements might be made by central government either for the continuation of the services it provides or for assistance with the recovery of a deficit over more than one financial year. As a result of this, it would not therefore be appropriate for local authority financial statements to be provided on anything other than a going concern basis. Accounts drawn up under the Code therefore assume that a local authority's services will continue to operate for the foreseeable future.

Current & historical financial position: The Council achieved a £0.524m operational surplus in the period ending 31 March 2025, despite ongoing inflationary pressures, which led to increased expenditure in Revenues and Benefits as well as using services. These pressures have been offset by the Council generating more income than budgeted on its treasury and property investments.

All service areas reviewed their budgets during the setting of the 2025/26 budget and identified areas where they could reasonably reduce costs through efficiencies or increase fees and charges in the year. Therefore, another prudent budget was set for 2025/26. The Council continues to hold the £1m set aside in 2021/22 to mitigate inflation in salaries and general price rises in goods and services that the Council uses. Although not desirable, this reserve could be used to smooth out any overspend in the short term, although this is clearly not sustainable indefinitely. The size of the challenge in the medium-term is highly uncertain, due to the unknown scale and impact of the Government fair funding review 2.0 or the reset of the business rates retention system. The Council is expecting an announcement in December 2025 and estimating a budget gap of £1m by 2029/30.

Cash position: The Council had a cash balance of £29.5m at the end of October 2025, and £20.5m in liquid pooled funds investments. Whilst uncertainty on inflation rates remains, the Council remains confident in its ability to maintain sufficient cash for its services throughout the medium term. This is based on our review of the cashflow forecast which covers a period twelve months beyond the signing of the accounts. For this, we have used the deadline of 31 December 2026. The Council is able to borrow short term for revenue purposes if ever needed from a liquid Local Authority market and the UK Government backed PWLB acts as a lender of last resort.

In a 'stressed' case scenario whereby income is constrained and there are unplanned cost pressures, the Council has sufficient levels of reserves and investments that it would not run out of cash.

The Council has set a £15.6m capital programme in 2025/26, that will further protect the levels of cash and useable reserves. The programme focuses on projects that produce a positive financial revenue return as well as those with health and safety requirements.

Conclusion:

The Council concludes that it is appropriate to prepare the financial statements on a going concern basis, and that the Council will continue as a going concern, based on the review of the forecasted reserve and cash position 12 months from the signing of the accounts.

NOTES TO THE COLLECTION FUND

The Collection Fund is an agent's statement which represents the statutory requirement for each billing authority to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to Non-Domestic Rates and Council Tax and illustrates the way in which these have been distributed to preceptors and the General Fund. Collection Fund surpluses or deficits declared by the billing authority are apportioned to the relevant precepting bodies in the subsequent financial year.

The accounts have been prepared on an accruals basis.

1 COUNCIL TAX

The Council Tax is based upon property values as at 1 April 1991. Property values are grouped within a range of value bands, as shown below. In order to calculate the Council Tax base, the number of properties within each band is shown as a "Band D equivalent" by expressing each band as a proportion of Band D as indicated in the table below.

BAND	VALUE RANGE	PROPORTION OF BAND "D"	BAND "D" EQUIVALENT NO. OF PROPERTIES
Reduced A	up to 40,000	5/9	1
A	up to 40,000	6/9	967
B	40,001-52,000	7/9	3,344
C	52,001-68,000	8/9	9,933
D	68,001-88,000	1	12,515
E	88,001-120,000	11/9	12,847
F	120,001-160,000	13/9	11,475
G	160,001-320,000	15/9	12,568
H	over 320,000	2	1,523
COUNCIL TAX BASE			65,173

The reduced Band A charge is applied to those residents entitled to a disabled relief reduction.

2 INCOME FROM BUSINESS RATES

Under the revised arrangements for uniform business rates, the Council collects Non-Domestic Rates for its area which are based on local rateable values multiplied by a uniform rate. The total Non-Domestic Rateable Value at 31 March 2025 was £130.887m and the standard National Non-Domestic Rate multiplier for the year was £0.546.

3 COUNCIL TAX AND BUSINESS RATES PRECEPTS AND DEMANDS

In accordance with the accounting code of practice, surpluses and deficits arising from the Collection of Council Tax are to be apportioned between respective authorities on the basis of their precepts or demands on the Collection Fund.

31 March 2025	
	£000
Accumulated (Surplus) / Deficit at 31 March 2025	4,854

Apportionment based on 2023/24 precepts and demands:
 Surplus) / Deficit

	<u>Business</u>	<u>Council</u>	Total
	Rates	Tax	
	£000	£000	£000
Horsham District Council	2,163	(62)	2,101
West Sussex County Council	542	(431)	111
Sussex Police Authority	-	(63)	(63)
Central Government	2,706	-	2,706
	5,411	(557)	4,854

GLOSSARY

BALANCES	The amounts remaining at the year-end on the various funds of the Council.
CAPITAL EXPENDITURE	Expenditure on the acquisition of assets either directly by the Local Authority or indirectly in the form of grants to other persons or bodies that will give benefit for a number of years.
CAPITAL RECEIPTS	Receipts from the sale of property, plant and equipment e.g., land, building etc.
CENTRAL SUPPORT SERVICES	The expenditure on the central administration of the Council, including the cost of accommodation.
COLLECTION FUND	A statutory fund maintained by the billing authority that is used to record local taxes and non-domestic rates collected by the Council, payments to precepting authorities, central government and its own general fund.
CIL (COMMUNITY INFRASTRUCTURE LEVY)	Contribution paid by developers to Local Planning Authorities to help deliver infrastructure to support the development of the area.
COUNCIL TAX	A locally determined charge based on property values and levied by a local authority to enable it to provide services.
CREDITORS	Individuals and organisations to which the Council owe money.
DEBTORS	Individuals and organisations who owe money to the Council.
DEPRECIATION	A charge to a revenue account to reflect the reduction in the useful economic life of a fixed asset.
EARMARKED RESERVES	Amounts set aside for specific purposes falling out the definition of provisions.
FAIR VALUE	Amount for which an asset could be sold, or liability transferred in an orderly transaction between market participants at the measurement date. In most cases, this is the actual price paid.
FINANCIAL ASSET	A contractual right to receive economic benefits such as cash or right to receive cash or right to favourably exchange a financial asset/liability.
FINANCIAL INSTRUMENT	A contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another entity. Non-exchange transactions, such as those relating to taxes and government grants, do not give rise to financial instruments.
FINANCIAL LIABILITY	A contractual obligation to transfer economic benefits such as an obligation to pay over cash or unfavourably exchange a financial asset/liability.
FINANCIAL REPORTING STANDARDS	Accounting practice recommended for adoption by the accountancy profession. e.g., in relation to public reporting, accounting policies etc.
NON-CURRENT ASSET	A tangible asset that yields benefit to a Council and the services it provides for a period of more than one year.
GENERAL FUND	The main revenue fund of a billing authority from which day to day spending on services (other than the provision of Council housing services) is met.
IAS	International Accounting Standard
MINIMUM REVENUE PROVISION (MRP)	The minimum amount that must be charged to the Council's revenue account to be set aside to pay back debt.
NATIONAL NON-DOMESTIC RATES (NNDR)	The charge payable on all business premises, calculated by multiplying the rateable value of the property by the nationally set multiplier.
PRECEPT	An amount charged to the collection fund to finance services provided by another authority e.g., County and Parish Councils.
PRECEPTING AUTHORITIES	The authorities which are able to raise a precept.
PROVISION	A fund to provide for liabilities or losses that are likely to be incurred but the dates and amounts are uncertain.
SECTION 106 (S106)	Contribution paid by developers to Local Planning Authorities in order to offset the costs of the external effects of development under section 106 of the Town and Country Planning Act 1990.
SECTION 31 GRANT	Grants paid to the Council by Central Government under Section 31 of the Local Government Finance Act 2003.