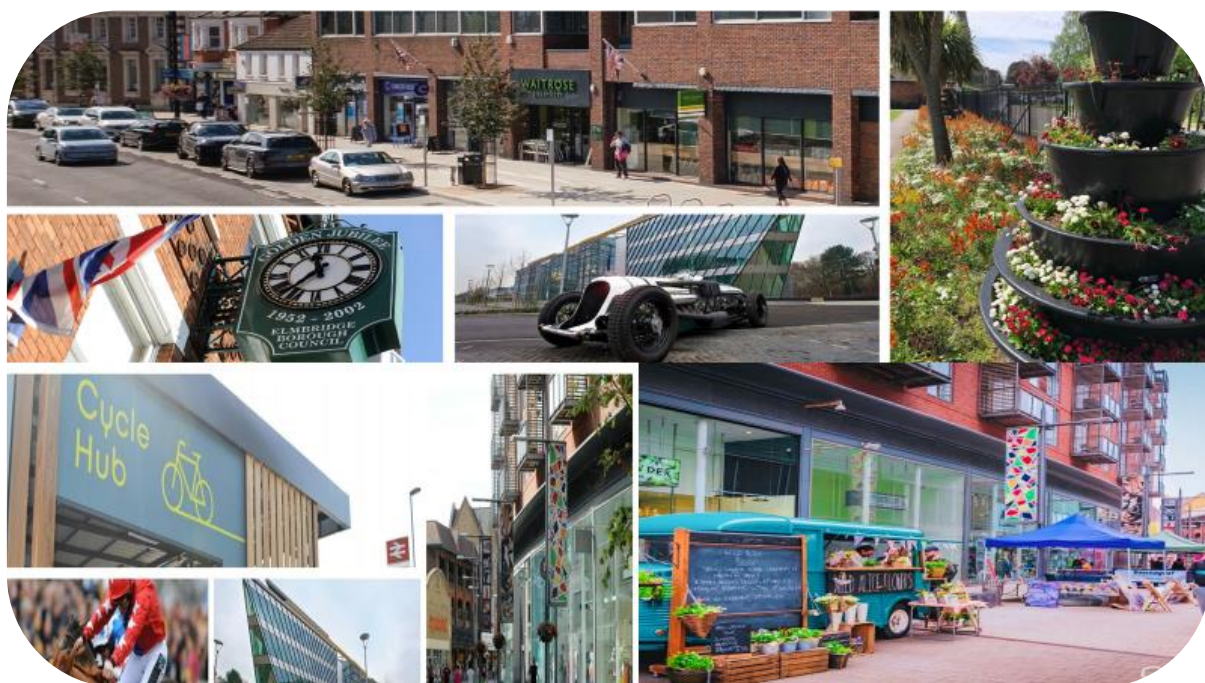


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# Statement of Accounts 2024/25 for the year ending 31 March 2025

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June 2025



**Elmbridge**  
Borough Council

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# Narrative Report

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## Summary of Financial Performance in the year

In the financial year to 31 March 2025, the Council delivered its services within the approved budget of £19.6 million. This is in accordance with the Council's medium-term financial strategy, and robust financial management of the Council's services has enabled services to be provided within budget.

The Council's General Fund balance remains at £4 million as at 31 March 2025. The Council's financial health remains sound although there is continued uncertainty over any ongoing impact of the cost of living crisis, and the capacity needed to provide a firm financial foundation for the Council to deliver its services in what continues to be a very challenging financial climate. The national inflationary pressures have impacted the Council's expenditure: and while this pressure is decreasing the impact remains and a cautionary approach must be taken to minimise the future impact on the quantity and quality of services.

The Council continues to strengthen its reserves, in line with the Administration Commitment. There continues to be no reliance on the use of reserves to support the net expenditure of the Council.

The announcement in December 2024, and the subsequent submissions to Government relating to restructuring local government in Surrey, if agreed will have a significant impact on the residents of Elmbridge. There is uncertainty over the cost of the restructure, savings and the impact on services.

The timing and impact of the government's review of the Business Rates Retention Scheme and the Fair Funding Review continues to add to the uncertain financial position of the Council. The Council is approaching these challenges from a position of financial strength but they could have a significant impact on the Councils ability to maintain services.

The Council has recognised in strategic terms that the local authority needs to reduce its dependency on Government revenue funding when public funds are so highly constrained, through modest increases in Council Tax, effective use of assets, increased income from property investments, Fees & Charges and retention of Business Rates. The clear message from Central Government is that councils should fund local services using locally raised revenue.

## Financial Strategy Review

The role of the Council's financial planning process is to support the achievement of the Council's Strategic Priorities and Corporate Plan. The main driver for the budget and savings options developed is the administration's desire to provide high quality services that are in line with Council priorities and residents needs at the least possible cost to Council Taxpayers.

While the impact of Covid has faded, high inflation and the cost of living crisis continue to have an impact in 2025/26 and may continue in the medium term. Managing any impact and the recovery for our businesses and residents will remain a key priority.

Key actions that continue to be being taken to mitigate these challenges include:

- Delivery of the Council's Programme to identify savings
- Review of fees and charges and other income generation opportunities across the Council, balancing any impact on local residents and the local economy.
- Enhance the provision of customer services by effective use of technology to align with our resident needs and accessibility requirements and use digital technology to improve processes and make it more efficient for the end user.
- Manage risk with respect to our income generating assets and delivery of housing and regeneration schemes in the Borough.
- Investing in initiatives to mitigate some of the homelessness pressures on the Council's revenue budget, while continuing to increase the supply of temporary accommodation in the Borough.
- Continue to review level and use of reserves and balances.
- Optimising return on cash surplus and utilising the interest equalisation reserve to protect the taxpayer from interest rate fluctuations.
- Continue to use existing assets effectively, releasing space which, where possible, can generate rental income.
- Undertake a review of capital spending plans to ensure a sustainable business case with affordable capital programmes.
- Review Partnerships and funding to the Voluntary sector, strengthen service level agreements and maximise the use of Voluntary Sector to provide services.
- Maximise invest to save opportunities to generate income, improve processes and make efficiencies.

## **Non-Financial Performance**

The Council consults regularly with stakeholders, taxpayers and service users. In 2024 we undertook a resident's survey. The survey was consistent with the Local Government Associations standard benchmarking questions, with some additional questions relating to the Council's Vision. The results of this survey were reported to Cabinet in February 2025. The main result of the survey identifying the top performing and areas for improvement can be summarised:



All of the findings of the survey, where comparable information was available from the Local Government Association (the national average), exceeded or were broadly the same as the national average, with the only notable exception being for services and support for older people, which was below the national average by approximately 8% (29% for the Councils Survey compared to 37% for the national average). Work is underway to review the services and support for older people as part of a review which commenced in 2024.

## Budget and Actual Expenditure 2024/25

Budget proposals for 2024/25 were reported to Members through various Cabinet, Overview and Scrutiny Committees, Performance and Finance Panel and Council between September 2023 and February 2024, with the final budget being approved in February 2024. From its peak, inflation, as measured by the Consumer Price Index fell below 3% and the Bank of England decreased the Base Rate aiming to reach the target of 2%. The economy entered into a period of decreasing interest rates, however it now appears these may have slowed, the ongoing impact of the war in Ukraine, the conflict in the Middle East, the economy in the United States of America, and the election of a new Government in the United Kingdom impacting our economy.

The Council's approach to setting the budget involved detailed consideration of financial risk, so that this can be factored into budget decisions.

The 2024/25 Budget incorporated savings of £0.7 million and additional income from fees and charges of £1.4 million. The main components of the budget in February 2024 for 2024/25, and how they compare with actual income and expenditure for the year are:



Portfolio	2023/24	2024/25			
	Actual £'000	Original Budget £'000	Actual £'000	Variance to Original Budget £'000	%
Climate Change, Environmental Services and Sustainability	4,931	5,724	5,792	68	1
Community Care	3,947	4,190	4,465	275	7
Enterprise, Parking and Local Economy	(1,490)	(1,870)	(2,213)	(343)	18
Finance and Resources	4,120	3,869	2,395	(1,474)	(38)
Housing	2,880	3,913	3,498	(415)	(11)
Leisure, Culture & Commercial Strategy	5,363	6,765	6,389	(376)	(6)
Planning	2,164	4,383	4,190	(193)	(4)
Policy and Transformation	4,682	3,385	3,109	(276)	(8)
	<b>26,597</b>	<b>30,359</b>	<b>27,625</b>	<b>(2,734)</b>	<b>(9)</b>
Depreciation Reversal	(3,434)	(3,938)	(3,938)	-	-
Interest on Balances	(5,534)	(5,250)	(5,784)	(534)	(10)
Contribution To/(from) Interest Equalisation Reserve	2,250	1,750	1,750	-	-
Investment Properties	(3,564)	(3,647)	(3,388)	259	7
Transfer from Council Tax Freeze Grant Reserve	(150)	(150)	(150)	-	-
Lower Tier Services Grant	-	-	-	-	-
Services Grant	(94)	(15)	(16)	(1)	7
Multiplier Compensation	(412)	(477)	(477)	-	-
Funding Guarantee	(1,320)	(1,937)	(1,936)	1	(0)
New Homes Bonus	(115)	(131)	(131)	-	-
Contribution to New Homes Bonus Reserve	115	131	131	-	-
To / (from) Earmarked Reserves	1,855	56	3,044	2,988	(5,336)
Capital Financing	2,869	2,844	2,865	21	-
<b>Net Expenditure</b>	<b>19,063</b>	<b>19,595</b>	<b>19,595</b>	<b>-</b>	<b>-</b>
<b>Funded By:</b>					
Council Tax	16,056	16,671	16,671		
Retained Business Rates	2,415	2,531	2,531		
Grants and Collection Fund Deficit	592	393	393		
	<b>19,063</b>	<b>19,595</b>	<b>19,595</b>		

An analysis of the major variance between the actual and the approved budget in February 2024 is as follows:

Item	£'000
Employee Related Savings	(850)
In Year Inflationary Pressures	(232)
Other Running Expenses	1,118
Increased Income	(369)
Interest on balances net of contribution to equalisation reserve	(533)
<b>Transfer to Reserves</b>	<b>(866)</b>

Budgets are monitored on the following basis:

- i. Budget Managers and Heads of Service receive monthly monitoring reports so that they can take corrective action if necessary
- ii. Monthly Financial Monitoring reports to Council Management Board (CMB) outlining key income and expenditure, highlighting emerging risks.
- iii. For the first and second quarters – The Cabinet receive a budget monitoring report by portfolio along with key financial indicators.
- iv. All Cabinet, Budget and Financial Monitoring Reports are discussed at Performance and Finance Panels.
- v. Third Quarter – A revised forecast for the year is produced and reported to CMB and Cabinet.
- vi. Year end – The final accounts are produced in June and outturn reported to Cabinet in July.

Where major adverse variances are found, corrective action is taken to rectify the position during the year.

## **Accounts for 2024/25**

### **The Statement of Accounts**

The purpose of the Statement of Accounts is to give residents of Elmbridge, electors, those subject to locally levied taxes and charges, Members of the Council, employees and other interested parties clear information about the Council's finances. The format of the Statement of Accounts is governed by The Code of Practice on Local Authority Accounting in the United Kingdom, published by CIPFA (The Code). To make the document as useful as possible to its audience and so as to make meaningful comparisons between authorities the Code requires:

- All Statement of Accounts to reflect a common pattern of presentation, although at the same time not requiring them to be identical.
- Interpretation and explanation of the Statement of Accounts to be provided.
- The Statement of Accounts and supporting notes to be written in plain English.

The Council's Statement of Accounts for the year 2024/25 includes:



### **The Statement of Responsibilities**

This outlines the responsibilities of the Council's and the Chief Finance Officer's responsibilities for the Statement of Accounts. It also carries the certification of the Chief Finance Officer (S151 Officer).

### **The Audit Opinion and Certificate**

This is provided by Grant Thornton UK LLP, the appointed auditor, following the completion of the annual audit in the following financial year.

### **The Statement of Accounting Policies**

This explains the basis for the recognition, measurement and disclosure of figures and events in the accounts and is intended to aid the reader's understanding of the accounts.

### **Annual Governance Statement (AGS)**

The AGS is not part of the accounts but shown alongside them. The statement sets out the main components of internal control and the governance framework within which the Council's internal control is managed and reviewed, including arrangements for internal audit. It also reports on significant weaknesses and areas for improvement identified and the actions taken to rectify or strengthen these areas. The statement is signed by the Chief Executive and the Leader of the Council.

## **Core Financial Statements**

### **The Movement in Reserves Statement**

This statement shows the movement in the year on the different reserves held by the Authority, analysed into 'usable reserves' (i.e. those that can be applied to fund specific items of expenditure or reduce local taxation) and other unusable reserves. The Surplus or (Deficit) on the Provision of Services line shows the true economic cost of providing the Authority's services, more details of which are shown in the Comprehensive Income and Expenditure Statement (CIES). These are different from the statutory amounts required to be charged to the General Fund Balance for Council Tax setting. The Net Increase/Decrease before Transfers to Earmarked Reserves line shows the statutory General Fund Balance before any discretionary transfers to or from Earmarked Reserves undertaken by the Council. In order to aid clarity, the Council had an element of the general reserve earmarked for specific uses, these have been established as Earmarked Reserves.

### **The Comprehensive Income and Expenditure Statement**

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

## The Balance Sheet

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Authority. The net assets of the Authority (assets less liabilities) are matched by the reserves held by the Authority. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Authority may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt). The second category of reserves is those that the Authority is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

31 March 2024 £'000	Balance Sheet Summary	31 March 2025 £'000
256,853	Long Term Assets	288,606
76,707	Current Assets	77,379
(29,655)	Current Liabilities	(31,514)
(55,414)	Long Term Liabilities	(67,662)
<b>248,491</b>	<b>Net Assets</b>	<b>266,809</b>
	<u>Usable Reserves</u>	
4,000	General Fund	4,000
31,262	Earmarked Reserves	36,044
17,393	Community Infrastructure Levy (CIL)	17,112
19,015	Capital Receipts Reserve	17,787
21,328	Capital Grants Unapplied	21,450
<b>92,998</b>	<b>Total Usable Reserves</b>	<b>96,393</b>
155,493	Unusable Reserves	170,416
<b>248,491</b>	<b>Total Reserves (Net Worth)</b>	<b>266,809</b>

The Council's working capital ratio has decreased (current assets / current liabilities) at 31 March 2025 to 2.5 (2.6 at 31 March 2024). The working capital provides an indication of the Council's ability to pay its debts within one year. The higher the ratio, the more liquid the organisation. An organisation would normally anticipate a ratio higher than 1.0.

## The Cash Flow Statement

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

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

### **Notes to the Core Financial Statements**

These provide supporting and explanatory information on the Core Financial Statements.

### **The Collection Fund Statement**

The Collection Fund is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of Elmbridge as the billing authority in relation to the collection from taxpayers, and distribution to local authorities (Surrey County Council and the Parish) and the Police and the Government, of council tax and non-domestic rates.

### **Pensions**

These Statements have been prepared in accordance with International Accounting Standard (IAS) 19 – Employee Benefits. The Balance Sheet shows a Pensions liability of £17.7 million, which reduces the total reserves of the Council by 7%. Further explanatory notes are provided in the Statement of Accounting Policies and in the notes to the Core Financial Statements.

### **Significant Changes in Accounting Policies and Requirements**

There have been no significant changes in Accounting Policies and requirements, affecting the Council Taxpayer, for 2024/25.

### **Borrowing and Cash Flow**

The Council has £48.6 million of borrowing outstanding at 31 March 2025 (£49.8 million – 31 March 2024) from the Public Works Loan Board (PWLB), with £1.2 million being repaid during 2024/25. No new borrowing was undertaken during 2024/25.

The Council has sufficient resources to fund its Capital programme but may decide to borrow based on interest rates and regulations. The Council is not allowed to borrow to fund revenue expenditure but has a balanced budget with its expenditure being financed from fees and charges, rental income from property holdings, government grants and Council Tax, although there remains uncertainty over the grant levels from Central Government, the total amount of Government grants are expected to reduce over the medium-term.

## Capital Expenditure

During the year the following items of major capital works and purchases were undertaken:

2023/24 £'000	Scheme Description	2024/25 £'000
7,164	Local Authority Housing Fund Partnership	4,109
1,635	Grant Expenditure - CIL / ECIF / Other	1,906
1,079	Private Sector Housing Grants	1,091
305	Other Public Building Acquisition and Enhancements	869
113	Play Strategy	743
529	Affordable Housing Grants / Loans	533
0	Joint waste Vehicles	508
216	Leisure & Culture	345
363	Community Transport / Centre Enhancements	277
291	Playground Refurbishments / Tennis Courts	270
86	Climate Change	247
13	Countryside Estate Infrastructure	207
118	Other	126
29	Other Infrastructure	83
283	IT Development/Investment	68
123	Installation of Electric Vehicle Charging Points	5
13	Weybridge Street Scape	0
12,360	Total	11,387

The total capital receipts received in 2024/25 were £131,867.

The Council set its capital programme in February 2025 with spending plans being funded as follows:

	Total Funds Available at 31 March 2025 £'000	Budgeted Spend 2025/26 £'000	Committed 2026/28 £'000
Capital Receipts	17,787	5,695	507
Capital Grants	21,450	9,167	727
Revenue Resources	7,561	7,161	400
	46,798	22,023	1,634

## Significant Provisions or Contingencies and Material Write-Offs

Except in relation to appeals against Business Rate Valuation, there have been no material provisions or write-offs made during the year.

## Economic Climate – Inflation and Cost of Living

In setting the 2025/26 budget there was still uncertainty about the ongoing impact on income streams such as car park income, council tax collection and planning fees, as a result of inflationary pressures and the Cost of Living crisis.

### **Climate Change**

The Council declared a climate change emergency in 2019 and addressing the challenges of climate change will increasingly impact on the Council's Financial Strategy. Work is ongoing to reduce the impact of the Council's activities on the environment, for example, solar panels at our Xcel Leisure Centre and our Centres for the Community, loft insulations at our centres and electric vehicle chargers at our car parks. Although this increases capital investment it should result in longer-term revenue benefits by reducing energy costs. A detailed action plan has been prepared and the Council is working through the actions to reduce the Council's environmental impact, the Council Vision also enhances the Council commitment to climate change.

### **The adequacy of balances and reserves to withstand future financial pressures**

The last few years has been particularly challenging for local government finances with continued reduction in government grant funding in real terms, combined with significant increases in costs. Despite this, collectively the Council has worked hard to ensure costs and income are managed effectively to achieve a balanced budget, not relying on the use of reserves.

The Council has faced unprecedented challenges as a result of the pandemic and inflationary pressures and continues to plan its future finances to mitigate these and other emerging risks, ensuring sufficient reserves are held to withstand future financial pressures.

The Council maintains a level of General Fund balances to provide a measure of protection against risk. Without the protection provided by reserves, any unforeseen expenditure would have to be met either by increases in Council Tax or immediate savings (potentially through reductions in service levels and redundancies).

The Working Balance and One-Off Expenditure Reserve together with the Interest Equalisation Reserve are used to mitigate revenue budget risks and interest rate risks facing the Council during the year such as shortfall in income or increase in expenditure.

The Council is determined to address the financial challenges presented by the wider economic difficulties and stringent resource constraints by embracing all opportunities available to deliver more effective and efficient services for our community.

The forecast over the next five years (2026/27 to 2030/31) is that in order to have a balanced budget the Council will need to find savings of approximately £6.3 million based on the Medium-Term Financial Strategy approved by Council in February 2025. The Council manages financial risk by maintaining adequate reserves to help ensure that the medium-term policy programme is sustainable, the 2025/26 Budget does not rely on reserves to provide a balanced budget.

The Council will need to mitigate the impact of funding uncertainty from central government, with the cautious use of reserves and organisational efficiencies.

### **Operational Models**

The Council uses a number of operating models to transform its inputs into key services and outcomes. The main operating models are:

- the provision of services model – these services are provided at a net cost to the Council and must be provided under statute, such as Planning Services;
- the contribution to services model – some services within the Council contribute to other services and reduce the Council Tax requirement, these include off-street car parking and investment properties;
- the breakeven model – some services are required by statute to have no impact on the Council Tax, such as Land Charges;
- the Building Control Mutualisation where Elmbridge Building Control Services Limited provides the Council's building control services and in which the Council owns a 20% stake;
- the Joint Waste Partnership model – the Council partners with other Surrey Districts in order to realise efficiencies in providing the Waste Collection and Street Cleaning Service.

### **Capital Strategy 2025 to 2045**

The Capital Strategy demonstrates that the Council takes capital investment decisions in line with service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability in the long-term context. The Capital Strategy draws together existing good practice within the Council into a single document and outlines limits on the use of capital receipts to approximately £750,000 per annum and not to exceed £2 million in any rolling three-year period. The guidance also states that the balance of capital receipts shall be not less than £5 million and held as a contingency against unforeseen capital expenditure.

The Capital Strategy analyses the demand for capital expenditure and the predicted availability of capital resources to identify the gap between demand and available resources to inform decision making. The Capital Strategy was approved in February 2025 and is available on the Council's website.

### **Risks and Opportunities**

#### **Risks**

The Council's Risk Management Strategy requires the Corporate Strategic Risk Register to be reviewed on an annual basis. The Register contains details of major identified risks, which could affect the Council's ability to achieve its priorities during the financial year. The top three most significant risks reported in February 2025 are:

- The reorganisation of local government would mean that Elmbridge will no longer be a legal entity: Potential impacts of the transition include Operational (recruitment and staff



retention); Managing the transfer to the new authority would include Reputational and some Financial risks (any additional costs to ensure a smooth transition

- Adverse service planning conditions and / or significant loss of income resulting from changes in national economic conditions beyond the Council's control including the effects of welfare reforms, government and other external funding and other legislation and regulations and Brexit. Detrimental effect of cost-of-living crisis.
- Fluctuations in the property market affecting rental income generated from the Council's property portfolio.

For more information on identified risks please see the Council's Strategic Risk Register approved by Council in February 2025.

## Opportunities

The Council carefully monitors any future opportunities that may assist in delivering optimal outcomes and improve service provision. Significant future opportunities include:

- Continuing to digitise and modernise the way services are provided.
- Explore collaboration opportunities with other Districts & Boroughs and the Voluntary Sector.
- Re-imagine services and target funding to meet the need in the Borough.
- Building strong foundations of existing investment and skills to create fit for purpose services for both current and future Elmbridge residents.

## Our Vision

Our Vision is for a sustainable, thriving Elmbridge driven by the power of our community. To deliver this Vision, we will be a high performing, environmentally and financially sustainable organisation.

Elmbridge is a borough with thriving communities, cherished greens spaces and lively high streets and villages. We have a council with a strong sense of duty, determined to always do the very best for our residents.

As we head into the third year of our Vision (2025 to 2026), we are aware that we will continue to face new challenges alongside new opportunities. Our Vision for Elmbridge is about how we seize these opportunities for the benefit of our community and lead the way in how we shape the future of the local area.

Our Vision for the future has sustainability at its heart. Environmental sustainability is central to everything we do as we work towards our goal of carbon neutrality. As part of this, we must also encourage and enable our residents and businesses to achieve their sustainability goals for the benefit of our local area.

Our many thriving high streets are a defining characteristic of our borough and ensuring that local businesses and communities continue to grow and develop is of the utmost importance to achieving our Vision. We believe strongly in the power of community and what can be achieved by local people and businesses, our public sector partners and the voluntary and community sector all pulling together for the Elmbridge community.

However, while Elmbridge is a vibrant borough, we are keenly aware that not all share in its prosperity. There are people and families for whom the weekly food shop, monthly rent and their home heating bills are a constant worry. We will not leave behind the most vulnerable in our community.

We are also aware that this can be a challenging and uncertain time for local government. In order to meet the challenges, we have committed to projects which will transform and modernise our services. This will also help us to prepare for devolution and the reorganisation of local government so that we can fully utilise the opportunities this presents to improve the lives of those who live, work and visit the borough.

We believe it will need all our combined strength to achieve our Vision and shape the future. We look forward to working with you to do just that.

## **Our flagship projects**

### **Elm Grove**

As the majority landowner of Elm Grove and Elmgrove Recreation Ground, we have been exploring development opportunities for the area and the potential benefits of these. The [development brief](#) provides information on Elm Grove and Elmgrove Recreation Ground, identifying constraints and opportunities associated with redevelopment as well as our objectives and expectations for any future development scheme.

### **Hurst Pool**

The Hurst Pool refurbishment programme will extend the life of the pool and considerably improve the customer experience. There will also be improvements to its operational efficiency, reducing the impact on the environment; bringing the community a new modern, fit for purpose and sustainable facility for the future.

### **Waste Collection Fleet Depot**

Our current depot needs significant investment to extend its use. We have begun to explore the possibility of developing a joint state-of-the-art depot with our nearest waste partner, Mole Valley District Council. If the project goes ahead, a new depot in a central location for both Elmbridge and Mole Valley would enable the service to grow as the needs of residents increase and would facilitate a more efficient waste collection for everyone.

### **Civic Centre site**

Our Civic Centre is the civic heart of the borough; we need to ensure that its site in Esher serves our employees and residents alike while also contributing to the vitality of the high street. For all the latest information and full background of the Civic Centre project see [Esher's Civic Heart](#).

### **Our Place Programme: Shaping Elmbridge**

We want to ensure that Elmbridge remains a great place to live and work. We believe community collaboration is the key to success. Our Place Programme includes projects that are designed to enhance the lives of our residents, encourage enterprise and business and attract visitors.

### **Claygate**

We will be consulting on the draft vision and action plan for Claygate early in 2025 to 2026. Thirty minutes free parking has been introduced and there will also be a feasibility study of options for Torrington Lodge Car Park.

### **Esher town centre**

Following the consultation in 2024 to 2025, we are in the process of developing an action plan which may include initiatives like improvements to wayfinding, cycle parking and streetscapes.

### **Lower Green**

Following the consultation in 2024 to 2025 we will be conducting an odour assessment of the Thames Water site and supporting residents to report odour issues. We will also be making enhancements to outdoor amenities such as the playground and football pitch.

### **Hersham**

As part of our wider placemaking ambitions, engagement with Hersham residents and communities was undertaken between September and November 2024, as part of the 'Shaping Hersham' work. Undertaken at a time when the focus of Hersham community was on various proposed developments in and near to the Village, a large proportion of responses centred on these. This included, for example, concerns as to the proposed redevelopment of the shopping centre and the associated loss of car parking as well as the general impact of increasing levels of housing development on the character of the area and its infrastructure, for example, schools, GP surgeries and roads. The responses to the consultation have now been summarised and a Consultation Statement published. The feedback received during the consultation will be used to inform future Hersham initiatives that will be considered as part of the new Local Plan and the work of Surrey County Council and other infrastructure providers. In addition, we are consulting with Hersham residents on the possibility of including land owned by the council within the wider redevelopment boundary of the Hersham Place Technology Park, which would allow for a more comprehensive and cohesive plan benefitting the community.

## **Transforming and modernising our services**

It is important that our services remain relevant and equipped to meet the changing needs of our local communities. This requires a move to transform and modernise in order to best serve our residents. Over the next 2 years we will be looking to modernise or transform the following services.

### **Transform community services**

We are rethinking community support to ensure our services and activities build resilience in our communities for people to live well and stay connected. From recent research and community listening events we know that our services are invaluable to those already using them, but we've found that there are more groups who also need help. By listening to your experiences and priorities, we will reshape the community services to be more inclusive, responsive and effective. We also need to ensure that the service is financially sustainable so it can benefit residents for years to come.

### **Modernise housing services**

We need to modernise our housing services so that we can create a more reactive working environment, leading to a delivery approach which focusses more on customers and partners. We will streamline our operational processes to make them more efficient with the aim of reducing financial pressures on the service. We also need to make better use of technology in day-to-day work as well as using it to inform our objective setting and how we measure performance against these objectives.

### **Modernise ICT and digital services**

We need to modernise our ICT and digital services to ensure that they are secure, resilient and sustainable as well as being inclusive and add value. We also need to ensure that the services enable us to deliver efficient and seamless digital processes, as well as our people having the right tools and skills to support and use ICT well.

## **Our Capital Programme**

We separate the day-to-day running costs of our services from our capital spending. Capital spending is captured in our 'capital programme'.

As is to be expected, there is some cross over between our flagship projects and our capital programme however, the latter is much more expansive. Some of the highlights from our capital programme include:

### **Hurst Pool refurbishment**

Following public consultation, the initial £716,430 refurbishment plan for Hurst Pool, approved in February 2024, has been increased to £1.28 million. This expanded investment will cover enhanced catering facilities and additional seating in the reception area. These improvements will complement the upgrades to the changing rooms and overall décor, as well as the additional energy funding aimed at boosting Hurst Pool's operational efficiency and reducing its

environmental impact. The refurbishment will provide the community with a modern, functional and sustainable facility for the future and is due to start later this year.

### **Play areas and green spaces**

Our commitment continues with over £400,000 invested for the upcoming year. There are upcoming enhancements to the basketball courts at Long Ditton and the green gym at Long Ditton. Play area refits at Riverhouse Gardens, Walton-on-Thames and Giggs Hill Field Play Area, Thames Ditton will be undertaken during the year.

Works will be carried out in Churchfields in the autumn to replace the old paddling pool with a new sand pit and other equipment in the play area will also be refitted. The paddling pool at Otlands will also be replaced with a new sand pit and associated play equipment. Additionally, we are opening a new sustainable water play facility at Churchfields Recreation Ground in Weybridge. Residents will also notice new signage around our green spaces; we are planning on continuing this project into the countryside commons.

### **Electric vehicle charging**

In 2025, we will further our efforts by expanding the electric vehicle charge points (EVC) programme across the borough to 7 more of our pay and display car parks, reinforcing our dedication to a greener, more sustainable future for Elmbridge.

## **Sustainable**

This is a Vision with sustainability at its heart. But what do we mean by sustainable?

For Elmbridge, sustainable means being carbon neutral, enhancing our natural environment, as well as supporting and engaging our community with biodiversity, active travel and sustainable living.

### **Carbon neutral organisation by 2030**

- Deliver our Carbon Management and Reduction Plan and carbon reduction measures.

### **Carbon neutral borough by 2050**

- Promote climate change and sustainability action to become a carbon neutral borough by 2050.
- Working with our partners, support delivery of sustainable public space improvements and travel options.

### **Enhancing our natural environment and sustainability**

- Support biodiversity by protecting, maintaining and enhancing our green and blue infrastructure network and implementing a higher standard of Biodiversity Net Gain.
- Help our community to reduce, reuse, repair and recycle.
- Seek to protect our Green Belt in line with our adopted policies.

- Work to improve air quality in the borough through delivery of our Air Quality Action Plan.
- Commence development of a New Local Plan.

## **Thriving**

A thriving borough has vibrant towns and villages, offering residents and visitors the chance to visit the theatre, have a coffee with friends, shop and relax.

Our support of the local economy will not only enable businesses to grow but that positive impact will also benefit local amenities such as parks, libraries, leisure facilities.

### **Vibrant towns and villages**

- Support local businesses on our high streets.

### **Supporting local economies**

- Support local businesses through the facilitation of Business Improvement Districts and funding packages.

### **Enhancing our amenities**

- Continue to improve our leisure and play facilities so that they support the needs of the community.
- Implement our Parking Strategy.
- Support delivery of community infrastructure improvements.
- Increase community pride through public space enhancements.

## **Community**

We are a borough of thriving communities, each with their own passions and priorities.

It is our role to engage and empower our communities, providing different types of support depending on their specific the needs. This also includes supporting the independence, health and wellbeing of our residents and always striving to keep Elmbridge safe.

### **Supporting independence, health and wellbeing**

- Facilitate delivery of affordable homes in line with our Housing and Homelessness Strategy.
- Aim to minimise the use of temporary accommodation.
- Work with partners to give more people the choice to remain living independently at home.
- Minimise rough sleeping across the borough.
- Work with landlords and tenants to ensure safe, healthy and energy efficient homes.
- Support a borough-wide health and wellbeing offer.
- Increase the supply of high-quality new homes.



### **Engaging, empowering and keeping our communities safe**

- Engage with our communities and ensure everyone has an equal opportunity to be heard.
- Encourage volunteering through the development and delivery of a new organisation-wide Volunteering Strategy.
- Work with partners to protect the community through targeted crime reduction and enforcement activities.

### **A high performing organisation**

To deliver on our Vision for community, we need to continue to be a high performing council.

Being a high performing organisation means that we are committed to delivering quality services while preparing the organisation for Local Government Reorganisation in Surrey. While we undertake this work we will continue to seek innovative solutions, maintain accountability and be open and transparent in our operations and decision making. Our goal is to meet the evolving needs of residents and stakeholders. We will ensure our people have the tools, training and support they need to excel in their roles, fostering a motivated and skilled workforce dedicated to serving the community.

### **A community leader who engages and listens**

- Be progressive in the delivery of our services, while always ensuring we are inclusive and accessible: 'Digital by default, inclusive by design'.
- Promote effective and transparent decision-making.

### **An open, transparent and progressive council for all**

- Prepare services and the organisation for local government reorganisation in Surrey.
- Strengthen strategic service planning, financial management, performance and risk management.
- Continue to make effective use of the council's property assets.
- Empower our people to perform at their best through delivery of the People Strategy, the technology refresh and activities to promote our Values.

### **Going Concern and Local Government Reorganisation**

The concept of a going concern assumes that an authority's functions and services will continue in operational existence for the foreseeable future. The accounts are prepared under the CIPFA Local Authority Accounting Code of Practice (The Code), which requires Local Authorities to prepare their financial statements on a going concern basis.

The provisions in the Code 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. This

assumption is based on the fact that local authorities carry out functions essential to the local community, exist by statute and are themselves revenue-raising bodies.

The concept of a going concern assumes that an authority's functions and services will continue in operational existence for the foreseeable future. If an authority was in financial difficulty, the prospects are 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.

The Code confirms that the abolition of an authority, combinations of public sector bodies or the transfer of some of its services, under situations such as Local Government Reorganisation, are not to be taken as negating the presumption of going concern.

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# Statement of Accounts: Year Ended 31 March 2025

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## Statement of Responsibilities for the Statement of Accounts

This Statement is given in respect of the Statement of Accounts 2024/25, signed and dated by the responsible financial officer on behalf of the Council.

### The Council's Responsibilities

The Council is required to:

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council, that Officer is the Head of Finance and Section 151 Officer.
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- Approve the Statement of Accounts.

### Approved by Council

The Audited Statement of Accounts will be approved at a meeting of the Audit & Standards Committee in September 2025.

**Councillor Richard Flatau**  
**Chair of Audit & Standards Committee**  
**Date**

### Responsibilities of S151 Officer as Head of Finance

The S151 Officer is responsible for the preparation of the Council'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 S151 Officer has:

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

The S151 Officer has also:

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

**Certificate of Head of Finance**

I hereby certify that the Statement of Accounts presents a true and fair view of the financial position and the income and expenditure of the Council for the year ended 31 March 2025. I can also confirm that the Statement of Accounts complies with the requirements of the Accounts and Audit Regulations 2015.

**Paul Windust**  
**Chief Accountant & Deputy Section 151 Officer**  
**30 June 2025 (Unaudited Version)**

**Independent auditor's report to the members of Elmbridge Borough Council**

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## Movement in Reserves Statement

The movement in reserves statement shows the position at 31 March 2025 for the movements between reserves in accordance with the requirements of the Code of Practice. Detailed analysis of the movement in Earmarked Reserves is found in Note 8 to the Statement of Accounts.

2023/24	General Fund Reserve £'000	Earmarked Revenue Reserves £'000	Collection Fund Support Government Grants £'000	General Fund Balance £'000	Capital Receipts Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Authority Reserves £'000
Balance at 31 March 2023 brought forward	4,000	43,587	733	48,320	19,362	23,503	91,185	138,568	229,753
<b>Movement in reserves during 2023/24</b>									
Total Comprehensive Income and Expenditure	(7,049)	5,068	(733)	(2,714)			(2,714)	21,452	18,738
Adjustments between accounting basis and funding basis under regulation (Note 7)	7,049			7,049	(347)	(2,175)	4,527	(4,527)	
<b>Increase (Decrease) in 2023/24</b>	-	5,068	(733)	4,335	(347)	(2,175)	1,813	16,925	18,738
<b>Balance at 31 March 2024 carried forward</b>	<b>4,000</b>	<b>48,655</b>	<b>-</b>	<b>52,655</b>	<b>19,015</b>	<b>21,328</b>	<b>92,998</b>	<b>155,493</b>	<b>248,491</b>

2024/25	General Fund Reserve £'000	Earmarked Revenue Reserves £'000	General Fund Balance £'000	Capital Receipts Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Authority Reserves £'000
Balance at 31 March 2024 brought forward	4,000	48,655	52,655	19,015	21,328	92,998	155,493	248,491
<b>Movement in reserves during 2024/25</b>								
Total Comprehensive Income and Expenditure	3,423	4,501	7,924			7,924	10,394	18,318
Adjustments between accounting basis and funding basis under regulation (Note 7)	(3,423)		(3,423)	(1,228)	122	(4,529)	4,529	
<b>Increase (Decrease) in 2024/25</b>	-	4,501	4,501	(1,228)	122	3,395	14,923	18,318
<b>Balance at 31 March 2025 carried forward</b>	<b>4,000</b>	<b>53,156</b>	<b>57,156</b>	<b>17,787</b>	<b>21,450</b>	<b>96,393</b>	<b>170,416</b>	<b>266,809</b>

## Comprehensive Income and Expenditure Statement (CIES)

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

2023/24				2024/25			
Gross Expenditure (Restated) £'000	Gross Income (Restated) £'000	Net Expenditure (Restated) £'000		Note	Gross Expenditure £'000	Gross Income £'000	Net Expenditure £'000
7,144	2,161	4,983	Climate Change, Environmental Services And Sustainability		8,297	2,445	5,852
5,972	1,843	4,129	Community Care		6,329	1,585	4,744
2,841	4,200	(1,359)	Enterprise, Parking and Local Economy		2,649	4,775	(2,126)
3,208	1,045	2,163	Finance And Resources		3,305	1,857	1,448
46,778	36,107	10,671	Housing		40,725	34,696	6,029
9,614	2,061	7,553	Leisure, Culture & Commercial Strategy		9,451	2,217	7,234
8,163	4,688	3,475	Planning		8,164	7,681	483
3,168	177	2,991	Policy And Transformation		3,556	403	3,153
<b>86,888</b>	<b>52,282</b>	<b>34,606</b>	<b>Cost of Services</b>		<b>82,476</b>	<b>55,659</b>	<b>26,817</b>
70	1	69	Other Operating Expenditure	9	181	18	163
			Gains on Sale of Former Council Houses			132	(132)
14,367	17,013	(2,646)	Financing and Investment Income and Expenditure	10	11,566	19,146	(7,580)
24,858	54,173	(29,315)	Taxation and Non-Specific Grant Income and Expenditure	11	26,148	53,340	(27,192)
<b>126,183</b>	<b>123,469</b>	<b>2,714</b>	<b>(Surplus) or Deficit on Provision of Services</b>		<b>120,371</b>	<b>128,295</b>	<b>(7,924)</b>
		(10,302)	(Surplus) or Deficit on Revaluation of Property, Plant and Equipment Assets	24.2			(24,883)
		(11,150)	Re-measurement of Net Defined Pension Liability	40.2			14,489
		<b>(21,452)</b>	<b>Other Comprehensive Income and Expenditure</b>				<b>(10,394)</b>
		<b>(18,738)</b>	<b>Total Comprehensive Income and Expenditure</b>				<b>(18,318)</b>

## Restating the 2023/24 Portfolios for a change in the Portfolio Structure in 2024/25 for Comparison Purposes

The changes to portfolio responsibilities in 2024/25 compared to 2023/24 were:

- Combining Environmental Services and Climate Change and Sustainability.
- Separating Planning from Enterprise and Local Economy.
- Moving Regeneration from Policy and Transformation to Enterprise, Parking and Local Economy.

The restated values of the 2023/24 Portfolios for comparison purposes are set out below:

Old Portfolios	2023/24			Movement		2023/24 restated to 2024/25			New Portfolio
	Gross Expenditure	Gross Income	Net Expenditure	Expenditure	Income	Gross Expenditure	Gross Income	Net Expenditure	
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
<b>Service Expenditure</b>									
Climate Change and Sustainability	200		200	6,944	2,161	7,144	2,161	4,983	Climate Change Environmental Services and Sustainability
Community Care	5,972	1,843	4,129			5,972	1,843	4,129	Community Care
Environmental Services	6,944	2,161	4,783	(6,944)	(2,161)				
				2,841	4,200	2,841	4,200	(1,359)	Enterprise, Parking and Local Economy
Finance and Resources	3,208	1,045	2,163			3,208	1,045	2,163	Finance and Resources
Housing	46,778	36,107	10,671			46,778	36,107	10,671	Housing
Leisure, Culture and Commercial Strategy	9,614	2,061	7,553			9,614	2,061	7,553	Leisure, Culture and Commercial Strategy
Planning, Enterprise and Local Economy	10,595	8,747	1,848	(2,432)	(4,059)	8,163	4,688	3,475	Planning
Policy and Transformation	3,577	318	3,259	(409)	(141)	3,168	177	2,991	Policy and Transformation
<b>Cost of Services</b>	<b>86,888</b>	<b>52,282</b>	<b>34,606</b>	<b>0</b>	<b>0</b>	<b>86,888</b>	<b>52,282</b>	<b>34,606</b>	

## Balance Sheet as at 31 March 2025

2023/24 £'000		Notes	2024/25 £'000
139,349	Property Plant & Equipment	12	165,563
1,449	Heritage Assets	13	1,466
78,975	Investment Properties	14	79,182
994	Intangible Assets	15	871
35,269	Long Term Investments	16	40,817
817	Long Term Debtors	16	707
<b>256,853</b>	<b>Long Term Assets</b>		<b>288,606</b>
55,582	Short Term Investments	16	62,471
49	Inventories		-
11,459	Short Term Debtors	18	9,960
9,617	Cash and Cash Equivalents	19	3,589
-	Assets Held for Sale	20	1,359
<b>76,707</b>	<b>Current Assets</b>		<b>77,379</b>
(24,171)	Short Term Creditors	21	(25,978)
(4,325)	Grants Received in Advance - Revenue		(4,325)
(1,159)	Short Term Loans	21	(1,211)
<b>(29,655)</b>	<b>Current Liabilities</b>		<b>(31,514)</b>
(4,522)	Net Liability Arising from the Defined Benefit Pension Obligation	40	(17,662)
(2,268)	Provisions	39	(2,434)
(48,624)	Long Term Borrowing	43	(47,566)
<b>(55,414)</b>	<b>Long Term Liabilities</b>		<b>(67,662)</b>
<b>248,491</b>	<b>Net Assets</b>		<b>266,809</b>
92,998	Useable Reserves	23	96,393
155,493	Unusable Reserves	24	170,416
<b>248,491</b>	<b>Total Reserves</b>		<b>266,809</b>

The balance sheet shows the value as at the balance sheet date of the assets and liabilities recognised by the Council. The net assets of the Council (assets less liabilities) are matched by the reserves held by the Council. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory or other limitations on their use (for example the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt).

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

## Cash Flow Statement

2023/24			2024/25
£'000		Notes	£'000
2,714	Net (surplus) / deficit on the provision of services		(7,924)
(11,139)	Adjustments to net surplus or deficit on the provision of services for non-cash movements	25.1	(10,151)
9,727	Adjustments for items included in the net surplus or deficit on the provision of services that are investing and financing activities	25.2	8,729
<b>1,302</b>	<b>Net cash flows from operating Activities</b>		<b>(9,346)</b>
(1,586)	Investing Activities	26	14,118
1,838	Financing Activities	27	1,256
<b>1,554</b>	<b>Net (increase) / decrease in cash and cash equivalents</b>		<b>6,028</b>
(11,171)	Cash and cash equivalents at the beginning of the reporting period		(9,617)
<b>(9,617)</b>	<b>Cash and cash equivalents at the end of the reporting period</b>	19	<b>(3,589)</b>

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

## Notes to the Core Financial Statements

### 1. Accounting Policies

#### 1.1 General Principles

The Statement of Accounts summarises the Council's transactions for the 2024/25 financial year and its position at the year-end of 31 March 2025. The Council is required to prepare an annual Statement of Accounts by the Accounts and Audit Regulations 2015 in accordance with proper accounting practices. These regulations were further amended by the Accounts and Audit (Amendment) Regulations 2024, stipulating the accounts must be issued by 30 June and the Audited Accounts published by 27 February 2026. These practices, under Section 21 of 2003 Act, primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2024/25 and the Service Reporting Code of Practice 2024/25, supported by International Financial Reporting Standards (IFRS).

The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments. The accounts have been prepared on a going concern basis. This assumes that the Council, its functions and services will continue in operational existence for the foreseeable future.

#### 1.2 Accruals of Income and Expenditure

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

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

### 1.3 Cash and Cash Equivalents

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

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

### 1.4 Prior Period Adjustments, Changes in Accounting Policies and Estimates and Errors

Prior period adjustments may arise as a result of a change in accounting policies or to correct a material error. Changes in accounting estimates are accounted for prospectively, i.e. in the current and future years affected by the change and do not give rise to a prior period adjustment. Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively (unless not material or stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

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

### 1.5 Charges to Revenue for Non-Current Assets

Services, support services and trading accounts are charged with an accounting estimate of the cost of holding non-current assets during the year. This comprises:

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

The Council cannot raise Council Tax to fund depreciation, revaluations, impairment losses or amortisations. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to an amount calculated on a prudential basis determined by the Council in accordance with statutory guidance.

Depreciation, revaluations, impairment losses and amortisations are therefore replaced by the contribution in the General Fund Balance Minimum Revenue Provision (MRP) by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between them.



## 1.6 Council Tax and Non-Domestic Rates

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

### Accounting for Council Tax and NDR

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

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

Where debtor balances for the above are identified as impaired because of a likelihood arising from a past event that payments due under the statutory arrangements will not be made (fixed or determinable payments), the asset is written down and a charge made to the Taxation and Non-Specific Grant line in the CIES. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

## 1.7 Employee Benefits

### Benefits Payable During Employment

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits (e.g. cars) for current employees and are recognised as an expense for services in the year in which employees render service to the Council.

### Termination Benefits

Termination benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy in exchange for those benefits and are charged on an accruals basis, to the appropriate service segment line in the CIES, at the earlier of when the authority can no longer withdraw the offer of those benefits or when the Council recognises costs for a restructuring.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund balance to be charged with the amount payable by the Council to the pension fund or pensioner in the year, not the amount calculated according to the relevant accounting



standards. In the Movement in Reserves Statement, appropriations are required to and from the Pensions Reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end.

### **Post-Employment Benefits**

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

The Local Government Pension Scheme is accounted for as a defined benefits scheme. The liabilities of the Surrey Pension Fund attributable to the Council are included in the Balance Sheet on an actuarial basis using the projected unit method – i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc, and projected earnings for current employees.

Liabilities are discounted to their value at current prices, using a Corporate Bond yield curve constructed using the constituents of the iBoxx AA corporate bond index. This is then adjusted to reflect the 'term' of the benefit.

The assets of the Surrey Pension Fund attributable to the Council are included in the Balance Sheet at their fair value:

- quoted securities – current bid price;
- unquoted securities – professional estimate;
- unitised securities – current bid price; and
- property – market value.

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

### **Service cost comprising:**

- current service cost – the increase in liabilities as a result of years of service earned this year, allocated in the CIES to the services for which the employees worked.
- past service cost – the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years, debited to the Surplus or Deficit on the Provision of Services in the CIES as part of the service segments;
- 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 CIES – 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-measurements comprising:**

- the return on plan assets – excluding amounts included in net interest on the net defined benefit liability – 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 – debited to the Pensions Reserve as Other Comprehensive Income and Expenditure; and
- contributions paid to the Surrey Pension Fund – cash paid as employer's contributions to the pension fund in settlement of liabilities to the extent not accounted for as an expense.

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

**Discretionary Benefits**

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

**1.8 Events after the Reporting Period**

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

- those that provide evidence of conditions that existed at the end of the reporting period – the Statement of Accounts is adjusted to reflect such events; and
- 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.

## 1.9 Financial Instruments

### Financial Liabilities

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

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

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

Where premiums and discounts have been charged to the CIES, regulations require the impact on the General Fund Balance to be spread over future years.

### 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. The Council holds financial assets measured at amortised cost.

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

### Financial Assets Measured at Amortised Cost

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

outstanding principal receivable (plus accrued interest) and interest credited to the CIES is the amount receivable for the year in the loan agreement.

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.

### **1.10 Government Grants and Contributions**

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

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

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

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

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

### **1.11 Business Improvement District**

Business Improvement District (BID) schemes apply in Cobham and Walton. These schemes are funded by a BID levy paid by non-domestic ratepayers. The Council acts as agent under the schemes and does not show income or expenditure withing the CIES.

### **1.12 Community Infrastructure Levy (CIL)**

The Council has elected to charge a CIL. The levy is charged on new builds with appropriate planning consent. This Council charges for and collects the levy, a planning charge. The Council raises and collects the levy, which is a planning charge. The income from the levy is used to fund a number of infrastructure projects to support the development of the area.

CIL is received without outstanding conditions and is recognised in the CIES.

Any unallocated CIL at the end of the financial year is held as an earmarked revenue reserve. When CIL Grants are awarded, depending on the nature of the expenditure it is awarded for, the funds are moved to the appropriate classification on the Council's Balance Sheet e.g. Capital Grants Unapplied, Creditors or Receipts in Advance.

### **1.13 Heritage Assets & Memorials**

#### **Heritage Assets**

The carrying amounts of heritage assets are reviewed where there is evidence of impairment, e.g. where an item has suffered physical deterioration or breakage or where doubts arise as to authenticity. The Council's heritage assets are accounted for in accordance with the nature of the asset and the relevant accounting policy.

#### **Memorials**

The Council is responsible for a number of memorials in the Borough. These memorials, while having significant value to the community, have no resale value and are not used for any operational purpose. The memorials are reflected in the balance sheet at historic cost and are not depreciated on the basis they have indeterminate lives and are fully maintained.

### **1.13 Intangible Assets**

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

Internally generated assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed (with adequate resources being available) and the Council will be able to generate future economic benefits or deliver service potential by being able to sell or use the asset.

Expenditure is capitalised where it can be measured reliably as attributable to the asset and is restricted to that incurred during the development phase (research expenditure cannot be capitalised).

Expenditure on the development of the website is capitalised because the website is not solely or primarily intended to promote or advertise the Council's goods or services, as it also includes facilities for web-based payments.

Intangible assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the Council can be determined by reference to an active market. In practice, no intangible asset held by the Council meets this criterion, and they are therefore carried at amortised cost. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service line(s) in the CIES. An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised are posted to the relevant service line(s) in the CIES. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the CIES.

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

#### **1.14 Interests in Companies and Other Entities**

Apart from the Building Control Service and EBC Investments Ltd the Council has no material interests in companies and other entities that have the nature of subsidiaries, associates and jointly controlled entities and has no requirement to prepare group accounts.

In August 2015 the Council established a mutual for the Building Control Service in which it owns 20% of the share equity with the balance being owned by the employees of the mutual.

The authority has a material interest (100% owned) in EBC Investments Ltd that have the nature of a subsidiary, it may require it to prepare group accounts at a later date. In the authority's own single-entity accounts, the interests in companies and other entities are recorded as financial assets at cost, less any provision for losses. The company became operational in January 2019 with the first accounting year ending on 31 March 2020, the nature and value of the transactions were not material in either 2023/24 or 2024/25. EBC Investments was dissolved on 22 April 2025.

#### **1.15 Inventories and Long-Term Contracts**

Inventories are valued at the latest price paid, with an appropriate allowance made for obsolescent and slow-moving items. This is a departure from the requirements of The Code of Practice on Local Authority Accounting, which require stocks to be shown at the lower of cost or net realisable value. The effect of the difference in treatment is not material.



Long-term contracts are accounted for on the basis of charging the Surplus or Deficit on the Provision of Services with the value of works and services received under the contract during the financial year.

### **1.16 Investment Property**

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

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

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

### **1.17 Leases**

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

#### **The Council as Lessee**

Contracts are analysed by the authority to determine whether they convey the right to control the use of an identified asset, through rights both to obtain substantially all the economic benefits or service potential from that asset and to direct its use. The Council adopts the code expansion of IFRS 16 leases in assessing the arrangements with nil consideration, peppercorn or nominal payments.

#### **Measurement & Recognition**

Leases are recognised as right-of-use assets with a corresponding liability at the date from which the leased asset is available for use (or the IFRS 16 transition date).

The authority initially recognises lease liabilities measured at the present value of lease payments, discounting by applying the authority's incremental borrowing rate wherever the interest rate implicit in the lease cannot be determined. Different incremental borrowing (PWLb) rates have been used in accordance with the remaining terms of each lease contract.

The right-of-use asset is measured at the amount of the lease liability, adjusted for any prepayments made, plus any direct costs incurred to dismantle and remove the underlying asset or restore the underlying asset on the site on which it is located, less any lease incentives received. However, for peppercorn, nominal payments or nil consideration leases, the asset is measured at fair value.

### **Low value and short-term lease exemption**

As permitted by the Code, the authority excludes leases that are:

- low value items that cost less than £10,000 when new, or
- shorter term, meaning a term of 12 months or shorter (or ending within 12 months of IFRS 16 implementation date)

The right of use asset is depreciated straight-line over the shorter period of remaining lease term and useful life of the underlying asset as at the date of adoption. Lease payments are debited against the liability. Depreciation and impairments are not charges against council tax, as the cost of the non-current assets is fully provided for under separate arrangements for capital financing. Amounts are therefore appropriated to the capital adjustment account from the General Fund balance in the Movement in Reserves Statement.

### **The Council as Lessor**

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

### **Finance Leases**

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

Lease rentals receivable are apportioned between:

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

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



in Reserves Statement. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years, this is posted out of the General Fund Balance to the Deferred Capital Receipts Reserve in the Movement in Reserves Statement. When the future rentals are received, the element for the capital receipt for the disposal of the asset is used to write down the lease debtor. At this point, the deferred capital receipts are transferred to the Capital Receipts Reserve.

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

### **Operating Leases**

Where the Council grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the CIES. Credits are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a premium paid at the commencement of the lease). Initial direct costs incurred in negotiating and arranging the lease are added to the carrying amount of the relevant asset and charged as an expense over the lease term on the same basis as rental income.

### **1.18 Overheads and Support Services**

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

### **1.19 Property, Plant and Equipment**

Assets that have physical substance and are held for use in the production or supply of goods or services, for rental to others, or for administrative purposes and that are expected to be used during more than one financial year are classified as Property, Plant and Equipment. For accounting purposes, the Council has a de-minimis level of £10,000.

### **Recognition**

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

## Measurement

Assets are initially measured at cost, comprising:

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

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

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

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

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

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

Where there is no market-based evidence of fair value because of the specialist nature of an asset, Depreciated Replacement Cost (DRC) is used as an estimate of current value.

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

Assets included in the Balance Sheet at current value are revalued according to the following revaluation programme. This is considered to be sufficiently regularly to ensure that the carrying amounts are not materially different from the fair values at the year-end:

- Annually – Civic Centre / Car Parks / Xcel Leisure Centre / Sports Hub.
- Every 3 years – Walton Town Centre / Cemetery Houses / Albermarle House
- Every 5 years – All other asset groups.

Asset revaluations are phased to ensure that at least 70% of the total asset value is revalued every year.

Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains might be credited to the Surplus or Deficit on the Provision of Services where they arise from the reversal of a loss previously charged to a service.

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

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

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

### **Impairment**

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

Where impairment losses are identified, they are accounted for as follows:

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

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

### **Depreciation**

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

Depreciation is calculated on the following bases:

- other buildings, plant, furniture and equipment and infrastructure – straight-line allocation over the useful life of the property as estimated by the valuer, or the estimated useful life of the other assets;
- vehicles – reducing balance - a percentage of the value of each vehicle, as advised by a suitably qualified officer.

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

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

### **Disposals and Non-Current Assets Held for Sale**

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

Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the Other Operating expenditure in the CIES. Gains in fair value are recognised only up to the amount of any previous losses recognised in the Surplus or Deficit on Provision of Services. Depreciation is not charged on assets held for sale.

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

Assets that are to be abandoned or scrapped are not reclassified as assets held for sale. When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale, is written off to the Other Operating Expenditure in the CIES as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the CIES also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. The balance of receipts remains within the Capital Receipts Reserve and can then only be used for new capital investment or set aside to reduce the authority's underlying need to borrow (the Capital Financing Requirement). Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

The written off value of disposals is not a charge against Council Tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing.

## **1.20 Provisions, Contingent Liabilities and Contingent Assets**

### **Provisions**

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

Provisions are charged as an expense to the appropriate service line in the CIES in the year that the Council becomes aware of the obligation and are measured at the best estimate at the balance sheet date of the expenditure required to settle the obligation, taking into account relevant risks and uncertainties.

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

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

### **Contingent Liabilities**

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

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

### **1.21 Reserves**

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

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

From 1 April 2013 the Authority has elected to charge a Community Infrastructure Levy (CIL). The levy will be charged on new builds (chargeable developments for the Authority) with appropriate planning consent. The Council charges for and collects the levy, which is a planning charge. The income from the levy will be used to fund the provision, improvement, replacement, operation or maintenance of infrastructure projects (these include transport, flood defences and schools) to support the development of the area.

CIL is received without outstanding conditions; it is therefore recognised at the commencement date of the chargeable development in the CIES in accordance with the accounting policy for reserves set out above. CIL charges will be largely used to fund capital expenditure. However, they may also be used to fund revenue expenditure. Once a decision has been made on how the funds will be allocated the revenue reserve is transferred to the appropriate part of the balance sheet (Capital Grants, Short Term Creditors or Earmarked Reserves).

### **1.22 Revenue Expenditure Funded from Capital under Statute**

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

### **1.23 Value Added Tax**

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

### **1.24 Fair Value Measurement**

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

measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

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

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

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

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

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

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

## 2. Change in Accounting Policy

The Council has updated the accounting treatment for leases based on the requirement of the accounting standards IFRS 16 – Leases. The primary impact of the new requirements is that arrangements previously classified as operating leases now result in the recognition of a right-of-use asset and a corresponding lease liability on the Balance Sheet at 1 April 2024.

Leases for items of low value (£10,000) and leases that expire on or before 31st March 2025 were exempt from the new arrangements.

1 April 2024 IFRS 16 Lease Initial Recognition	£'000
<b>Balance Sheet</b>	
Property, Plant and Equipment	220
Unusable Reserves (Capital Adjustment Account)	(28)
Short Term Loans	(39)
Long Term Borrowing	(153)
	-



**3. Accounting Standards that have been issued but have not yet been adopted**

There are no changes in accounting requirements for 2025/26 that are anticipated to have a material impact on the Council's financial performance or financial position. As at the balance sheet date, the following new accounting standards or amendments had not yet been adopted by the Code of Practice on Local Authority Accounting:

- Insurance Contracts (Amendments to IFRS 17)
- Foreign Exchange Rates (Amendments to IAS 21)
- Removal of the requirement to measure Intangible Assets at fair value where an active market exists

From 1 April 2025, the Accounting Code will change the arrangements for the valuation of Property, Plant and Equipment. For 2024/25, there has been a general requirement that assets are revalued sufficiently regularly so that their carrying amount at 31 March does not differ materially from their current value at that date. This will be replaced by an option to revalue assets every five years, subject to annual reviews for impairment and the updating of carrying amounts by the application of relevant indices. No adjustments to carrying amounts will be required at 1 April 2025. As indices for 2025/26 will not be available until after 31 March 2026, it is not possible to project what the impact of indexation will be.

**4. Critical Judgements in applying Accounting Policies**

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

There is a high degree of uncertainty about future levels of funding for local government. However, the Council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Council might be impaired as a result of a need to lose facilities and reduce levels of service provision.

**5. Assumptions made about the future and other major sources of estimation uncertainty**

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

The items in the Council's Balance Sheet at 31 March 2025 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:



Item	Uncertainties	Effect if Actual Results Differ from Assumptions
Property, Plant and Equipment	<p>Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it uncertain that the Council will be able to sustain its current spending on repairs and maintenance, bringing into doubt the useful lives assigned to assets.</p> <p>The periodic revaluation of Land and Building assets are subject to complex valuation techniques undertaken by professional valuers based on certain assumptions at the time the valuations are undertaken which may change over the passage of time.</p>	<p>If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls.</p> <p>It is estimated that the annual depreciation charge for buildings would increase by £321,200 for every year that useful lives had to be reduced.</p> <p>Of the total value of the Councils Operational Land &amp; Buildings £111.4 million was revalued during 2024/25.</p> <p>These values are material and the sources of estimation uncertainty as they require complex valuation techniques, use of indices, comparison with values of alternative sites etc. It is reasonably possible, based on existing knowledge, that outcomes within the next financial year may be based on different assumptions to the current year and could result in material adjustment to their carrying amount.</p>
Investment Properties	<p>The annual revaluation of Investment Property assets are subject to complex valuation techniques undertaken by professional valuers based on certain assumptions at the time the valuations are undertaken which may change over the passage of time.</p>	<p>Movements in value are charged to the CI&amp;E account but are reversed out under regulation and held in un-usable reserves and have no impact on taxation or usable resources. Without undertaking another valuation exercise at a real cost to the taxpayer it is not possible to</p>

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
		<p>estimate the amount of any difference.</p> <p>Investment Properties were valued at £79.1 million at 31 March 2025. The effect of a 5% change in the carrying value of investment properties would equate to a +/- change in the value by £3.9 million.</p>
Pensions Liability	<p>Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the Council with expert advice about the assumptions to be applied.</p>	<p>The effects on the net pensions liability of changes in individual assumptions can be measured. For instance, a 0.1% decrease in the real discount rate assumption would result in an increase in the pension liability of £1.9 million. However, the assumptions interact in complex ways. A 1-year increase in member life expectancy would increase the liability by £4.8 million. Similarly, a 0.1% increase in the salary rate or in the pension increase rate would increase the liability by £0.1 million and £1.9 million respectively.</p>
Impairment Losses on Debtors	<p>Estimation of the impairment losses on debtors from all debtors.</p>	<p>The effect of the cost of living crisis on both individuals and business to pay debts remains uncertain. If the allowance for impairments changes by 10% the cost would be an additional £1.3 million. At 31 March 2025 the carrying value of the bad debt provision was £3.2 million.</p>
Provision for Appeals Business Rates	<p>Estimation of the likelihood of successful appeals against the</p>	<p>The effect of a 1% increase in the assumption for appeals against the 2017 and 2023</p>

Item	Uncertainties	Effect if Actual Results Differ from Assumptions
	valuations calculated by the Valuation Office	valuations would result in a £1.4 million change in the provision, of which Elmbridge's provision would change by £0.6 million.

## 6. Events after the Reporting Period

The issued Statement of Accounts was authorised for issue by the Head of Finance & S151 Officer on 30 June 2025. Events taking place after the date of issuance of the audited financial statements are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2025, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

## 7. Adjustments between Accounting Basis and Funding Basis under Regulations

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

2023/24	Usable Reserves			Unusable Reserves
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	
	£'000	£'000	£'000	
<b>Adjustments to Revenue Resources</b>				
<i>Amounts by which income and expenditure included in the CIES are different from revenue for the year calculated in accordance with statutory requirements:</i>				
Pensions costs (transferred to (or from) the Pensions reserve)	586			(586)
Council tax and NDR (transfers to (or from) Collection Fund Adjustment Account)	(10)			10
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the CAA)	(7,385)		(4,465)	11,850
<b>Adjustments between Revenue and Capital Resources</b>				
Transfer of non-current sale proceeds from revenue to the Capital Receipts Reserve		-		
Statutory provision for the repayment of debt (transfer from the CAA)	1,633			(1,633)
Capital Expenditure financed from revenue balances (transfer to the CAA)	423			(423)
<b>Adjustments to Capital Resources</b>				
Use of the Capital Receipts Reserve to finance capital expenditure		442		(442)
Application of capital grants to finance capital expenditure	4,849		6,640	(11,489)
Cash payments in relation to deferred capital receipts		(95)		95
<b>Other</b>				
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(19)			19
Revenue expenditure funded from capital under Statute	(2,651)			2,651
Movements in the market value of Investment Properties	(4,475)			4,475
<b>Total Adjustments</b>	<b>(7,049)</b>	<b>347</b>	<b>2,175</b>	<b>4,527</b>

2024/25	Usable Reserves			Unusable Reserves
	General Fund Balance	Capital Receipts Reserve	Capital Grants Unapplied	
	£'000	£'000	£'000	
<b>Adjustments to Revenue Resources</b>				
<i>Amounts by which income and expenditure included in the CIES are different from revenue for the year calculated in accordance with statutory requirements:</i>				
Pensions costs (transferred to (or from) the Pensions reserve)	1,349			(1,349)
Council tax and NDR (transfers to (or from) Collection Fund Adjustment Account)	(483)			483
Reversal of entries included in the Surplus or Deficit on the Provision of Services in relation to capital expenditure (these items are charged to the CAA)	(358)		(5,768)	6,126
<b>Adjustments between Revenue and Capital Resources</b>				
Transfer of non-current sale proceeds from revenue to the Capital Receipts Reserve	132	(132)		
Statutory provision for the repayment of debt (transfer from the CAA)	1,681			(1,681)
Capital Expenditure financed from revenue balances (transfer to the CAA)	747			(747)
<b>Adjustments to Capital Resources</b>				
Use of the Capital Receipts Reserve to finance capital expenditure		1,486		(1,486)
Application of capital grants to finance capital expenditure	2,846		5,646	(8,492)
Cash payments in relation to deferred capital receipts		(126)		126
<b>Other</b>				
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	16			(16)
Revenue expenditure funded from capital under Statute	(2,416)			2,416
Movements in the market value of Investment Properties	(91)			91
<b>Total Adjustments</b>	<b>3,423</b>	<b>1,228</b>	<b>(122)</b>	<b>(4,529)</b>

## 8. Transfers to/from Earmarked Reserves

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

		Balance at			Balance at	Budget			Balance at
	Note	31 March 2023*	Transfers In	Transfers Out	31 March 2024*	Transfer	Transfers In	Transfers Out	31 March 2025
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Working Balances and One-Off Expenditure	a					16,055	2,662	(892)	17,825
Revenue Contingency & Rent Risk Reserve		1,225			1,225	(1,225)			-
Strategic Reserve (LABGI)		411		(57)	354	(354)			-
Corporate Restructure - Initiatives		419			419	(419)			-
Performance Reward (LPSA)		113		(12)	101	(101)			-
Grant Equalisation Reserve		393		(150)	243	(243)			-
Approved Carry Forward Requests		1,025	200	(87)	1,138	(1,138)			-
New Homes Bonus Reserve		1,520	115	(337)	1,298	(1,298)			-
Service Specific		2,146	62	(79)	2,129	(2,129)			-
Business Rate Equalisation Reserve		7,254	1,633		8,887	(8,887)			-
Land Charges		29			29	(29)			-
Insurance		232			232	(232)			-
Maintenance and Repairs	b					4,027	1,629	(330)	5,326
Capital Expenditure and Repairs & Maintenance		1,100	100	(20)	1,180	(1,180)			-
Investment Properties - Maintenance (Sinking Fund)		637	200	(141)	696	(696)			-
Car parking Maintenance		665	150	(85)	730	(730)			-
Property Acquisition Reserve		1,421			1,421	(1,421)			-
Housing	c					1,008		(387)	621
New Homes Bonus Reserve - Enabling Fund		615		(9)	606	(606)			-
Housing Reforms		597		(195)	402	(402)			-
Transformation	d					1,345	216	(348)	1,213
Business Rate Plot Infrastructure Feasibility studies		752			752	(752)			-
Transformation Programme Reserve		570	200	(177)	593	(593)			-

		Balance at			Balance at	Budget			Balance at
	Note	31 March 2023*	Transfers In	Transfers Out	31 March 2024*	Transfer	Transfers In	Transfers Out	31 March 2025
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Specific</b>									
Interest Equalisation	e	1,036	2,250		3,286		1,750		5,036
Elmbridge Civic Improvement Fund	f	374	4	(8)	370			(14)	356
Community Safety	g	115			115				115
Climate Change	h	546	500		1,046			(165)	881
Cost of Living Crisis Fund	i	304	500	(139)	665		150	(436)	379
Sunken Vessels	j						100		100
<b>Planning Related</b>									
Planning Delivery Grant	k	33			33			(33)	-
Planning Related Receipts (S106, SANGS and Tariffs)	l	3,304	8		3,312		884	(4)	4,192
Community Infrastructure Levy (CIL)	CIL1	6,037	237	(501)	5,773		1,278	(452)	6,599
Community Infrastructure Levy (Strategic Infrastructure and Maintenance Projects)	CIL2	10,714	2,336	(1,430)	11,620		4,061	(5,168)	10,513
<b>Total Earmarked Revenue Reserves</b>		<b>43,587</b>	<b>8,495</b>	<b>(3,427)</b>	<b>48,655</b>	<b>-</b>	<b>12,730</b>	<b>(8,229)</b>	<b>53,156</b>
<b>Collection Fund Support - Government Grants</b>	<b>CF</b>	<b>733</b>		<b>(733)</b>	<b>-</b>				<b>-</b>

## Notes to Earmarked Reserves

Notes	
a	To meet current and future contingency requirement and the revenue budget risks facing the authority.
b	Revenue sums held for maintenance of the Council owned property.
c	Funds set assist with the provision of affordable housing or preventing homelessness.
d	Reserve established to assist with the Councils transformation programme to deliver sustainable budget savings.
e	Set aside to protect the authority's annual budget in the event of in-year or between-year fluctuations in investment returns.
f	Elmbridge Civic Improvement Fund (ECIF), money set aside to fund the improvement, enhancement of local businesses and regeneration of the borough.
g	Funds provided by the Home Office and held in respect of Crime and Disorder initiatives.
h	Established to fund the revenue costs of the Councils response to Climate Change.

Notes	
i	Established to help residents of the borough as a result of the impact of the cost of living crisis.
j	Established for the removal of sunken vessels
k	Reserve established from a planning delivery grant. Fully committed to fund part of the costs associated with the preparation of the Local Plan.
l	Receipts held as a result of the approval of planning consent, the funding must be used in accordance with the planning agreement.
CIL1	Community Infrastructure Receipts held to meet future infrastructure requirements as outlined in the Community Infrastructure Levy Regulations and subsequent amendments.
CIL 2	Community Infrastructure Receipts earmarked for Strategic Infrastructure and Maintenance Projects
CF	Funding provided by government in relation to the Collection Fund, in relation to the covid business reliefs given during 2020/21 and 2021/22. The closing balance of £12.7 million will be credited to revenue to match the deficits on Council Tax and Business rates which will be charged against the collection funds over the next two year (2022/23 and 2023/24) as a consequence of the accounting requirements for Business Rates.



## 9. Other Operating Expenditure

2023/24		2024/25
£'000		£'000
19	(Gains)/losses on the disposal of non-current assets	106
50	Other	57
<b>69</b>	<b>Total</b>	<b>163</b>

## 10. Financing and Investment Income and Expenditure

2023/24		2024/25
£'000		£'000
1,236	Interest payable and similar charges	1,190
741	Net interest on the net defined benefit liability	181
(5,534)	Interest receivable and similar income	(5,861)
911	Income and expenditure in relation to investment properties and changes in their fair value	(3,090)
<b>(2,646)</b>	<b>Total</b>	<b>(7,580)</b>

## 11. Taxation and Non-Specific Grant Income and Expenditure

2023/24			2024/25	
Net Income		Gross Expenditure	Gross Income	Net Income
£'000		£'000	£'000	£'000
(16,167)	Council Tax income		(16,876)	(16,876)
(4,027)	Non Domestic Rates	26,148	(30,046)	(3,898)
(1,663)	Non-ringfenced government grants		(2,241)	(2,241)
(7,458)	Capital grants and contributions		(4,177)	(4,177)
<b>(29,315)</b>	<b>Total</b>	<b>26,148</b>	<b>(53,340)</b>	<b>(27,192)</b>

## 12. Property, Plant and Equipment

The table analyses the movements on property, plant and equipment by asset class.

Movements in 2023/24	Other Land and Buildings £'000	Council Dwellings £'000	Vehicles, Plant, Furniture & Equipment £'000	Infrastructure Assets £'000	Community Assets £'000	Surplus Assets £'000	Assets Under Construction £'000	Total Property, Plant and Equipment £'000
<b>Cost or Valuation</b>								
At 1 April 2023	116,029	-	17,115	1,725	402	2,831	264	138,366
Additions	4,229	3,998	1,067	29	17		126	9,466
Revaluation increases/ (decreases) recognised in the Revaluation Reserve	11,065	(3,131)	-	-	-	-	-	7,934
Revaluation increases/ (decreases) recognised in the Surplus/Deficit on the Provision of Services	(4,312)	(3,138)	-	-	-	-	-	(7,450)
Derecognition - disposals	-	-	(90)	-	-	-	-	(90)
Assets reclassified (to)/from Held for Sale/Investment Properties	1,425	6,694	-	-	-	-	-	8,119
Other movements in cost or valuation	(716)	709	17	-	-	-	(10)	-
<b>At 31 March 2024</b>	<b>127,720</b>	<b>5,132</b>	<b>18,109</b>	<b>1,754</b>	<b>419</b>	<b>2,831</b>	<b>380</b>	<b>156,345</b>
<b>Accumulated Depreciation and Impairment</b>								
At 1 April 2023	(2,265)	-	(12,127)	(570)	(63)	(206)	-	(15,231)
Depreciation charge	(3,209)	(1)	(826)	(65)	(1)	(101)	-	(4,203)
Depreciation written out to the Revaluation Reserve	2,603	18	-	-	-	-	-	2,621
Impairment (losses)/reversals recognised in the Revaluation Reserve	(253)	-	-	-	-	-	-	(253)
Impairment (losses)/reversals recognised in the Surplus/ Deficit on the Provision of Services	-	-	-	-	-	-	-	-
Derecognition - disposals	-	-	70	-	-	-	-	70
Other movements in depreciation and impairment	18	(17)	(1)	-	-	-	-	-
<b>At 31 March 2024</b>	<b>(3,106)</b>	<b>-</b>	<b>(12,884)</b>	<b>(635)</b>	<b>(64)</b>	<b>(307)</b>	<b>-</b>	<b>(16,996)</b>
<b>Net Book Value</b>								
<b>At 31 March 2024</b>	<b>124,614</b>	<b>5,132</b>	<b>5,225</b>	<b>1,119</b>	<b>355</b>	<b>2,524</b>	<b>380</b>	<b>139,349</b>
<b>At 31 March 2023</b>	<b>113,764</b>	<b>-</b>	<b>4,988</b>	<b>1,155</b>	<b>339</b>	<b>2,625</b>	<b>264</b>	<b>123,135</b>

Movements in 2024/25	Other Land and Buildings £'000	Council Dwellings £'000	Vehicles, Plant, Furniture & Equipment £'000	Infrastructure Assets £'000	Community Assets £'000	Surplus Assets £'000	Assets Under Construction £'000	Total Property, Plant and Equipment £'000
<b>Cost or Valuation</b>								
At 1 April 2024	127,720	5,132	18,109	1,754	419	2,831	380	156,345
1st April IFRS 16 Initial Recognition	186		34					220
Additions	4,255	999	1,972	207	191		957	8,581
Revaluation increases/(decreases) recognised in the Revaluation Reserve	21,714	65						21,779
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	(79)	(911)						(990)
Derecognition - disposals	(218)		(861)					(1,079)
Assets reclassified (to)/from Held for Sale/Investment Properties	(141)					(1,521)	(2)	(1,664)
Other movements in cost or valuation	(1,034)	61	261	817			(105)	-
<b>At 31 March 2025</b>	<b>152,403</b>	<b>5,346</b>	<b>19,515</b>	<b>2,778</b>	<b>610</b>	<b>1,310</b>	<b>1,230</b>	<b>183,192</b>
<b>Accumulated Depreciation and Impairment</b>								
At 1 April 2024	(3,106)	-	(12,884)	(635)	(64)	(307)	-	(16,996)
Depreciation charge	(3,678)	(102)	(866)	(67)	(2)	(102)		(4,817)
Depreciation written out to the Revaluation Reserve	3,232	7						3,239
Impairment (losses)/reversals recognised in the Revaluation Reserve	(134)							(134)
Impairment (losses)/reversals recognised in the Surplus/Deficit on the Provision of Services	(36)							(36)
Derecognition - disposals	102		851					953
Other movements in depreciation and impairment	623		(140)	(482)		161		162
<b>At 31 March 2025</b>	<b>(2,997)</b>	<b>(95)</b>	<b>(13,039)</b>	<b>(1,184)</b>	<b>(66)</b>	<b>(248)</b>	<b>-</b>	<b>(17,629)</b>
<b>Net Book Value</b>								
<b>At 31 March 2025</b>	<b>149,406</b>	<b>5,251</b>	<b>6,476</b>	<b>1,594</b>	<b>544</b>	<b>1,062</b>	<b>1,230</b>	<b>165,563</b>
<b>At 31 March 2024</b>	<b>124,614</b>	<b>5,132</b>	<b>5,225</b>	<b>1,119</b>	<b>355</b>	<b>2,524</b>	<b>380</b>	<b>139,349</b>

## Revaluation and Depreciation

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 of land and buildings were carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institute of Chartered Surveyors. Valuations of vehicles, plant, furniture and equipment and buildings under construction are not subject to revaluation on the grounds of materiality. Historic cost is used as a proxy for current value. The following remaining lives and depreciation rates have been used in the calculation of depreciation:

- Buildings – straight line, 5 to 70 years.
- Vehicles – reducing balance, 33% or 55% of carrying amount.
- Plant, Furniture and Equipment – straight line, 5 to 50 years.

In 2024/25 the following groups of properties were re-valued at 31 December and 1 April as part of the rolling programme and/or the remaining useful lives assigned to them were changed. These changes have had the overall financial effect of increasing the total annual depreciation for other land and buildings however, by regulation depreciation has no effect on taxation.

RICS Registered Valuer	Asset Group	Change to useful Life in years
Stuart La Frenais MRICS for and on behalf of Elmbridge Borough Council	Car Parks	Reduced from 15 to 14 years
G S Harbord MA MRICS IRRV (Hons), RICS Registered Valuer and A M Williams Dip BSc (Hons) MRICS FIRRV REV RICS Registered Valuer on behalf of Wilks Head & Eve LLP.	Xcel Leisure Centre	Structure increased from 32 to 58 years, External works increased from 32 to 60 years and Engineering reduced from 32 to 28 years.
	Walton Sports Hub	Pavilion increased from 43 to 57 years, Athletic Track increased from 18 to 25 years, and 3G Pitches reduced from 32 to 25 years
	Civic Centre Mill Road Depot Hersham Village Hall	Increased from 33 to 54 years Increased from 14 to 51 years Increased from 24 to 50 years
	Lower Green Community Centre Claygate Day Centre Cobham Day Centre Hersham Day Centre Walton Day Centre	Reduced from 75 to 50 years Increased from 20 to 50 years Increased from 20 to 50 years Increased from 25 to 50 years Increased from 22 to 50 years

RICS Registered Valuer	Asset Group	Change to useful Life in years
	Weybridge Day Centre Molesey Day Centre	Increased from 14 to 50 years Increased from 15 to 50 years
G S Harbord MA MRICS IRRV (Hons), RICS Registered Valuer and A M Williams Dip BSc (Hons) MRICS FIRRV REV RICS Registered Valuer on behalf of Wilks Head & Eve LLP.	Investment Properties	N/A - Not depreciated

The December 2024 cycle of revaluations identified a net increase of £18.3 million from the upward valuation of Xcel Leisure Centre £8 million, Walton Centre £4.4 million and combined increase of £7.3 million from Hersham Village Hall and Community Centres and downward valuations on the Civic Centre (£1.3 million) and Mill Road Depot (0.1 million). These valuations were undertaken by G S Harbord MA MRICS IRRV (Hons), RICS Registered Valuer and A M Williams Dip BSc (Hons) MRICS FIRRV REV RICS Registered Valuer on behalf of Wilks Head & Eve LLP.

Car Parks and Council Dwellings (due to change of use) were revalued in April 2025. These valuations had a net increase of 3.6 million from Car Parks £3.8 million and Council Dwellings (£0.2 million). These valuations were performed internally.

These revaluations have been reflected in the 2024/25 accounts.

The following table breaks down the property, plant and equipment portfolio valuation over the years in which the valuations were made:

	Other Land and Buildings £'000	Council Dwellings £'000	Vehicles, Plant and Equipment £'000	Infrastructure Assets £'000	Community Assets £'000	Surplus Assets £'000	Assets Under Construction £'000	Total £'000
Carried at historical cost	9,776		19,515	2,778	610	-	1,230	33,909
Valued at fair value as at:								
31 December 2024	111,377	413						111,790
31 March 2024	18,022	4,933						22,955
31 March 2023	10,086							10,086
31 March 2022	3,142					1,310		4,452
Total Cost or Valuation	152,403	5,346	19,515	2,778	610	1,310	1,230	183,192

### 13. Heritage Assets

There has been no revaluation, impairment or disposal of Heritage Assets during either 2024/25 or 2023/24. The assets held at the 31 March are categorised as shown below:

2023/24		2024/25
£'000		£'000
816	War Memorials	816
545	Museum Artefacts & Civic Regalia	562
64	Heritage Marker	64
24	Xcel Art	24
<b>1,449</b>	<b>Total Heritage Assets</b>	<b>1,466</b>

### 14. Investment Properties

The following items of income and expenditure have been accounted for in the Financing and Investment Income and Expenditure line in the CIES. The reduction in rental income is mainly the transfer of properties from EBC Homes to EBC £319,000 and one off back-rent at Weylands Industrial Estate in 2023/24 £127,000. The reduction in direct operating expenses is mainly empty property costs.

2023/24		2024/25
£'000		£'000
5,111	Income from investment property	4,618
(1,563)	Direct operating expenses arising from investment property	(1,437)
3,548	Net Income	3,180
(4,475)	Net (losses)/gains from fair value adjustments	(91)
<b>(927)</b>	<b>Net Gain/(Loss)</b>	<b>3,090</b>

There are no restrictions on the Council's ability to realise the value inherent in its investment property or on the Council's right to the income and the proceeds of disposal. The Council has no material contractual obligations to purchase, construct or develop investment property or for repairs, maintenance or enhancement. All the Council's investment properties fair value measurements are based on other significant observable inputs. The Office Units and Commercial properties are measured using the investment method of valuation, assessing the passing rent and market rent by comparison to other transactions, and capitalising the income stream at an appropriate yield to reflect the key investment characteristics of the property.

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

2023/24		2024/25
£'000		£'000
91,569	<b>Balance at start of the year</b>	78,975
	Additions:	
-	Purchases	155
(4,475)	Net (loss)/gain from fair value adjustments	(91)
	Transfers:	
(8,119)	(To)/from Property, Plant and Equipment	143
-	(To)/from Surplus Assets Awaiting Disposal	
<b>78,975</b>	<b>Balance at end of the year</b>	<b>79,182</b>

The investment property portfolio consists of £9.43 million of Office Buildings, £37.68 million of Industrial, £13.01 million of Retail, £16.62 million of Retail and Offices and £2.4 million of other sites.

## 15. Intangible Assets

The Council accounts for its software as intangible assets. All software is attributed a finite useful life, based on assessments of the period that the software is expected to be of use to the Council. The useful lives assigned to the major software suites used by the Council is 10 years. The carrying amount of intangible assets is amortised on a straight-line basis. The amortisation of £185,838 charged to revenue in 2024/25 was charged to the Information Systems Service and then absorbed as an overhead across all the service headings in the Net Expenditure of Services. It is not possible to quantify exactly how much of the amortisation is attributable to each service heading.

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

2023/24		2024/25
£'000		£'000
	<b>Balance at start of year:</b>	
4,660	Gross carrying amounts	4,873
(3,701)	Accumulated amortisation	(3,879)
<b>959</b>	<b>Net carrying amount at start of year</b>	<b>994</b>
	<b>Additions:</b>	
213	Purchases	63
-	Other disposals	(1,006)
(178)	Amortisation for the period	(186)
	Amortisation on disposals	1,006
-	Other changes	
<b>994</b>	<b>Net carrying amount at end of year</b>	<b>871</b>
	<b>Comprising:</b>	
4,873	Gross carrying amounts	3,930
(3,879)	Accumulated amortisation	(3,059)
<b>994</b>		<b>871</b>

## 16. Financial Instruments

### Categories of Financial Instruments

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

2023/24			2024/25	
Non-current £'000	Current £'000		Non-current £'000	Current £'000
		<b>Financial assets at amortised cost</b>		
35,269	55,582	Investments #	40,817	62,471
817	3,777	Debtors*	707	3,721
	9,617	Cash & Cash Equivalents		3,589
<b>36,086</b>	<b>68,976</b>	<b>Total financial assets</b>	<b>41,524</b>	<b>69,781</b>
*The debtors figure stated is lower than the debtors shown on the Balance Sheet as it excludes the following amounts which do not meet the definition of a financial asset: payments in advance and non-exchange transactions				
		Debtors which do not meet the definition of a financial instrument		
-	7,682		-	6,239
<b>817</b>	<b>11,459</b>	<b>Balance Sheet Debtors Total</b>	<b>707</b>	<b>9,960</b>

2023/24			2024/25	
Non-current £'000	Current £'000		Non-current £'000	Current £'000
		<b>Financial liabilities at amortised cost</b>		
48,624	1,159	Borrowing	47,566	1,211
-	8,986	Creditors*	-	9,197
<b>48,624</b>	<b>10,145</b>	<b>Total financial liabilities</b>	<b>47,566</b>	<b>10,408</b>
*The creditors figure stated is lower than the creditors shown on the Balance Sheet as it excludes the following amounts which do not meet the definition of a financial asset.				
		Creditors which do not meet the definition of a financial instrument		
-	15,185		-	16,781
<b>-</b>	<b>24,171</b>	<b>Balance Sheet Creditors Total</b>	<b>-</b>	<b>25,978</b>

# Figures for investments include interest accrued but not yet received



## Income, Expense, Gains and Losses

2023/24				2024/25		
Financial Liabilities measured at amortised cost £'000	Financial Assets measured at amortised cost £'000	Total £'000		Financial Liabilities measured at amortised cost £'000	Financial Assets measured at amortised cost £'000	Total £'000
1,236	-	1,236	Interest expense	1,190	-	1,190
-	(34)	(34)	Impairment losses	-	(147)	(147)
<b>1,236</b>	<b>(34)</b>	<b>1,202</b>	<b>Total expense in Surplus or Deficit on the Provision of Services</b>	<b>1,190</b>	<b>(147)</b>	<b>1,043</b>
-	(5,534)	(5,534)	Interest income	-	(5,861)	(5,861)
<b>-</b>	<b>(5,534)</b>	<b>(5,534)</b>	<b>Total income in Surplus or Deficit on the Provision of Services</b>	<b>-</b>	<b>(5,861)</b>	<b>(5,861)</b>
<b>1,236</b>	<b>(5,568)</b>	<b>(4,332)</b>	<b>Net (gain)/loss for the year</b>	<b>1,190</b>	<b>(6,008)</b>	<b>(4,818)</b>

## Fair Value of Assets and Liabilities

Financial assets and liabilities represented by investments, non-current debtors and creditors are carried in the Balance Sheet at amortised cost. The authority has no assets or liabilities designated at 'Fair value through profit or loss' or 'Fair value through other comprehensive income'. Their fair values are assessed on the basis of other significant observable inputs (Level 2 in the fair value hierarchy) by calculating the present value of the cash flows that will take place over the remaining term of the instruments, using the following assumptions:

- Estimated ranges of interest at 31 March 2025 of 4.81% to 5.99% applies to loans from PWLB, and 1.75% to 4.46% for loans receivable (investments) based on new lending rates for equivalent loans at that date;
- no early repayment or impairment is recognised;
- where an instrument will mature in the next 12 months, the carrying amount is assumed to approximate to fair value; and
- the fair value of trade and other receivables is taken to be the invoiced or billed amount.

Fair values are calculated as follows, the Council holds no Level 1 or Level 3 financial instruments:

2023/24			2024/25			
Carrying amount	Fair value	of which: Level 2	Financial liabilities at amortised cost	Carrying amount	Fair value	of which: Level 2
£'000	£'000	£'000		£'000	£'000	£'000
10,145	10,145	10,145	Current liabilities	10,408	10,408	10,408
48,624	31,219	31,219	Non-current liabilities	47,566	27,572	27,572

The fair value of non-current liabilities is lower than the carrying amount because the rates payable on the Council's PWLB loans are lower than the prevailing rates at the Balance Sheet date. This shows a notional future gain (based on economic conditions at 31 March 2025) arising from a commitment to pay interest to lenders below current market rates.

2023/24			2024/25			
Carrying amount	Fair value	of which: Level 2	Financial assets at amortised cost	Carrying amount	Fair value	of which: Level 2
£'000	£'000	£'000		£'000	£'000	£'000
68,976	68,976	68,976	Current assets	69,781	69,781	69,781
36,086	38,721	38,721	Non-current assets	41,524	43,533	43,533

The fair value of the non-current assets is higher than the carrying amount because the Council's portfolio of investments includes a number of fixed rate loans where the interest rate receivable is higher than the rates available for similar loans at the Balance Sheet date. This shows a notional future gain (based on economic conditions at 31 March 2025) attributable to the commitment to receive interest above current market rates.

Current debtors and creditors are carried at cost, as this is a fair approximation of their value.

## 17. Construction Contracts

At 31 March 2024 and at 31 March 2025 the Authority had no material construction contracts.

## 18. Short Term Debtors

2023/24		2024/25 Debtor	2024/25 Impairment	2024/25 Total
£'000		£'000	£'000	£'000
1,306	Trade Receivables	1,277	(258)	1,019
942	Local Taxation (Council Tax and Business Rates)	1,871	(1,178)	693
701	Prepayments	1,015		1,015
8,510	Other receivable amounts	9,010	(1,777)	7,233
<b>11,459</b>		<b>13,173</b>	<b>(3,213)</b>	<b>9,960</b>

## 18.1 Debtors for Local Taxation

2023/24 £'000		2024/25 £'000
	<b>Debtors</b>	
842	Less than a year	785
1,260	More than a year	1,086
<b>2,102</b>		<b>1,871</b>
179	Government and Preceptor Debtors	-
(1,339)	Impairments	(1,178)
<b>942</b>		<b>693</b>

## 19. Cash and Cash Equivalents

The cash and cash equivalent is made up of the following amounts:

2023/24 £'000		2024/25 £'000
-	Cash held by the Authority	-
(136)	Bank current accounts - In Hand / (overdrawn)	238
9,753	Short-term deposits with banks and building societies	3,351
<b>9,617</b>	<b>Total Cash and Cash Equivalents</b>	<b>3,589</b>

Short term deposits with banks and building societies have less than one month to maturity.

## 20. Assets held for sale

At 31 March 2025 one of the surplus assets, namely Weybridge Hall was held for sale at its fair value of £1,359,294. At 31 March 2024 the Council did not hold any assets for sale.

2023/24 £'000		2024/25 £'000
-	Balance outstanding at start of year	-
	Assets newly classified as held for sale:	
-	• Property, Plant & Equipment	1,359
	<b>Balance held for Sale</b>	<b>1,359</b>

## 21 Creditors

### 21.1 Short Term Creditors

2023/24 £'000		2024/25 £'000
(6,520)	Trade Payables	(5,773)
(4,624)	Other Payables	(6,508)
(7,967)	Local Taxation (Council Tax and Business Rates)	(8,285)
(1,473)	Receipts in advance - Local Taxation	(1,881)
(3,588)	Receipts in advance - other	(3,531)
<b>(24,172)</b>		<b>(25,978)</b>

## 21.2 Short Term Loans

The short-term loan of £1,211,316 at 31 March 2025 is the element of the principal repayment required on loans in 2025/26 (£1,158,838 at 31 March 2024 for repayment in 2024/25). Further details of the loans outstanding can be found in note 43.2.

## 22. Impairments

The Council has provided for a provision for the non-payment of debt owed to the Council, also referred to as Impairments, see note 18 for an analysis, by the debtor type and the net amount owed after impairment.

## 23. Usable Reserves

- The General Fund Balance is the accumulation of surplus or deficit on operational services attributable to Council Taxpayers. Such funds are not held for any specific purpose but are available to assist with the management of financial risks and to deal with any emergencies that might arise. The Medium-Term Financial Strategy sets out the Council's policy for the recommended value of the General Fund Balance in order to provide assurance against the estimates and assumptions used in the annual budgeting process.
- Earmarked Reserves are resources set aside to meet specific future running costs and investments. The Medium Term Financial Strategy sets out the Council's policy for Earmarked Reserves, including their nature and suggested requirements. Full details of the movements on each reserve can be found at Note 8.
- The Usable Capital Receipts Reserve holds the proceeds of fixed asset sales available to meet future capital investment.
- Government grants and other contributions are accounted for on an accruals basis and recognised in the CIES (as detailed in Note 33) when the conditions for their receipt have been satisfied and there is reasonable assurance that the grant or contribution will be received. Capital Grants Unapplied holds the balance of grants received where the conditions have been met but the expenditure has not yet been incurred. Any grants received in advance of conditions being satisfied are held as Capital Grant Receipts in Advance until the conditions are satisfied and the grant can then be recognised in the CIES. Elmbridge currently does not have any Capital Grant Receipts in Advance.

The position at 31 March for each category of Usable Reserve is as follows:

2023/24		2024/25
£'000		£'000
4,000	General Fund	4,000
48,655	Earmarked Reserves (Including CIL)	53,156
19,015	Capital Receipts Reserve	17,787
21,328	Capital Grants Unapplied	21,450
<b>92,998</b>	<b>Total Usable Reserves</b>	<b>96,393</b>

## 24. Unusable Reserves

### 24.1 Analysis of Unusable Reserves

2023/24		2024/25
£'000		£'000
84,450	Revaluation Reserve	107,061
74,111	Capital Adjustment Account	80,155
(4,522)	Pensions Reserve	(17,662)
816	Deferred Capital Receipts Reserve	707
638	Collection Fund Adjustment Account	155
<b>155,493</b>	<b>Total Unusable Reserves</b>	<b>170,416</b>

### 24.2 Revaluation Reserve

The Revaluation Reserve contains the gains made by the Council arising from increases in the value of its Property, Plant and Equipment and Intangible Assets. The balance is reduced when assets with accumulated gains are revalued downwards or impaired and the gains are lost, used in the provision of services and the gains are consumed through depreciation, or disposed of and the gains are realised.

The Reserve contains only revaluation gains accumulated since 1 April 2007, the date that the Reserve was created.

2023/24		2024/25
£'000		£'000
<b>76,114</b>	<b>Balance at 1 April</b>	<b>84,450</b>
<b>76,114</b>	<b>Balance at 1 April</b>	<b>84,450</b>
20,638	Upward revaluation of assets	34,021
(10,336)	Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on the Provision of Services	(9,138)
<b>10,302</b>	<b>Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services</b>	<b>24,883</b>
(1,966)	Difference between fair value depreciation and historical cost depreciation	(2,182)
-	Accumulated gains on assets sold or scrapped	(89)
<b>(1,966)</b>	<b>Amount written off to the Capital Adjustment Account</b>	<b>(2,271)</b>
<b>84,450</b>	<b>Balance at 31 March</b>	<b>107,061</b>

### 24.3 Capital Adjustment Account

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The Account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisation are charged to the CIES (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 on Investment Properties and gains recognised on donated assets that have yet to be consumed by the Council. Note 7 provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

2023/24 £'000		2024/25 £'000
77,134	<b>Balance at 1 April</b>	74,111
	<b>1st April IFRS 16 Leases Initial Recognition</b>	28
	<b>Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:</b>	
(4,203)	Charges for depreciation and impairment of non current assets	(4,853)
(7,450)	Revaluation losses on Property, Plant and Equipment	(990)
(178)	Amortisation of intangible assets	(186)
(2,651)	Revenue expenditure funded from capital under statute	(2,416)
(19)	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	(124)
<b>62,633</b>		<b>65,570</b>
1,966	Adjusting amounts written out of the Revaluation Reserve	2,271
<b>64,599</b>	<b>Net written out amount of the cost of non-current assets consumed in the year</b>	<b>67,841</b>
	<b>Capital financing applied in the year:</b>	
442	Use of the Capital Receipts Reserve to finance new capital expenditure	1,484
4,849	Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	2,846
6,640	Application of grants to capital financing from the Capital Grants Unapplied Account	5,647
1,633	Statutory provision for the financing of capital investment charged against the General Fund	1,681
423	Capital expenditure charged against the General Fund Balance	747
<b>13,987</b>		<b>12,405</b>
(4,475)	Movements in the market value of Investment Properties debited or credited to the Comprehensive Income and Expenditure Statement	(91)
-	Movement in the Donated Assets Account credited to the Comprehensive Income and Expenditure Statement	-
<b>74,111</b>	<b>Balance at 31 March</b>	<b>80,155</b>

## 24.4 Pensions Reserve

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

2023/24		2024/25
£'000		£'000
<b>(16,258)</b>	<b>Balance at 1 April</b>	<b>(4,522)</b>
11,150	Remeasurement of the net defined benefit liability	(14,489)
(3,656)	Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(3,024)
4,242	Employer's pensions contributions and direct payments to pensioners payable in the year	4,373
<b>(4,522)</b>	<b>Balance at 31 March</b>	<b>(17,662)</b>

## 24.5 Deferred Capital Receipts Reserve

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

2023/24		2024/25
£'000		£'000
<b>930</b>	<b>Balance at 1 April</b>	<b>816</b>
(19)	Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	17
(95)	Transfer to the Capital Receipts Reserve upon receipt of cash	(126)
<b>816</b>	<b>Balance at 31 March</b>	<b>707</b>

During 2020/21 the Council provided Catalyst Housing Limited with £196,488 to provide mortgages to purchase property from the private sector. No new loans were issued in 2024/25. These funds are secured by a charge against the property and will be repaid to the Council when the loan is redeemed with Catalyst Housing Limited. During 2024/25, 3 loans were repaid with drop in value varying between -0.3% and -4%. Due to stable house price growth during 2024/25 an increase of 2.8%, in line with nationwide house price index for Outer Met has been applied to outstanding loans, resulting in an increase in value of £16,451 which has been credited as part of the gain on disposals to the CIES.

## 24.6 Collection Fund Adjustment Account

The Collection Fund Adjustment Account manages the differences arising from the recognition of Council Tax and Non-Domestic Rates income in the CIES as it falls due from Council Taxpayers and Business Rate payers compared with the statutory arrangements for paying across amounts to the General Fund from the Collection Fund.

2023/24		2024/25
£'000		£'000
648	Balance at 1 April	638
(10)	Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non-domestic rates income calculated for the year in accordance with statutory requirements	(483)
638	Balance at 31 March	155

## 25. Cash Flow Statement – Operating Activities

The cash flows for operating activities include the following items:

2023/24		2024/25
£'000		£'000
(3,903)	Interest received	(5,421)
1,242	Interest paid	1,201
(2,661)	Net cash (inflow)/outflow	(4,220)

### 25.1 Adjustments to Net Surplus or Deficit on the Provision of Services for Non-Cash Movements

2023/24		2024/25
£'000		£'000
(4,203)	Depreciation	(4,817)
(7,450)	Impairment and downward revaluations	(1,026)
(178)	Amortisation	(186)
(55)	Impairment - provision for bad debts	403
5,534	Creditors	(1,693)
1,696	Debtors	(1,334)
(12)	Inventories	(49)
586	Pensions liability	1,349
(19)	Carrying amount of non-current assets sold	(126)
(7,038)	Other non-cash items charged	(2,672)
(11,139)	Adjustments for non-cash movements	(10,151)



## 25.2 Adjustments for Items Included in the Net Surplus or Deficit on the Provision of Services that are Investing and Financing Activities

2023/24 £'000		2024/25 £'000
-	Proceeds from sale of property, plant & equipment, investment properties & intangibles	20
208	Proceeds from sale of former council houses	-
205	Proceeds from non-sale transactions	95
9,314	Capital grants receivable	8,614
<b>9,727</b>	<b>Adjustments for items which are investing and financing activities</b>	<b>8,729</b>

## 26. Cash Flow Statement – Investing Activities

2023/24 £'000		2024/25 £'000
9,562	Purchase of property, plant and equipment, investment property and intangible assets	8,673
-	Purchase of short and long-term investments	12,000
2,651	Other payments for investing activities	2,432
-	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(20)
(3,750)	Proceeds from short-term and long-term investments	-
(10,049)	Other receipts from investing activities	(8,967)
<b>(1,586)</b>	<b>Net cash outflow from investing activities</b>	<b>14,118</b>

## 27. Cash Flow Statement – Financing Activities

2023/24 £'000		2024/25 £'000
-	Cash receipts of short and long-term borrowing	
(809)	Other receipts from financing activities	
2,647	Repayments of short- and long-term borrowing	1,228
-	Other payments for financing activities	28
<b>1,838</b>	<b>Net cash (inflow)/outflow from financing activities</b>	<b>1,256</b>

## 28. Expenditure and Funding Analysis (including Analysis by Nature)

2023/24 (restated)					
	As reported for Resource Management	Adjustments to arrive at the net amount chargeable to the General Fund	Net Expenditure Chargeable to the General Fund	Adjustments between the Funding and Accounting Basis (Note 7)	Net Expenditure in the Comprehensive Income and Expenditure Statement
	£'000	£'000	£'000	£'000	£'000
Climate Change, Environmental Services and Sustainability	4,931	35	4,966	17	4,983
Community Care	3,947	12	3,959	170	4,129
Enterprise, Parking & Local Economy	(1,490)	85	(1,405)	46	(1,359)
Finance and Resources	4,120	137	4,257	(2,094)	2,163
Housing	2,880	211	3,091	7,580	10,671
Leisure, Culture & Commercial Strategy	5,363	-	5,363	2,190	7,553
Planning	2,164	(457)	1,707	1,768	3,475
Policy and Transformation	4,682	104	4,786	(1,795)	2,991
<b>Net Cost of Services</b>	<b>26,597</b>	<b>127</b>	<b>26,724</b>	<b>7,882</b>	<b>34,606</b>
Other income and expenditure	(30,932)	(127)	(31,059)	(833)	(31,892)
<b>(Surplus) or Deficit</b>	<b>(4,335)</b>	<b>-</b>	<b>(4,335)</b>	<b>7,049</b>	<b>2,714</b>
Opening General Fund Balance			48,320		
Surplus/(Deficit) on General Fund Balance in Year			4,335		
<b>Closing General Fund Balance at 31 March 2024</b>			<b>52,655</b>		

2024/25					
	As reported for Resource Management	Adjustments to arrive at the net amount chargeable to the General Fund	Net Expenditure Chargeable to the General Fund	Adjustments between the Funding and Accounting Basis (Note 7)	Net Expenditure in the Comprehensive Income and Expenditure Statement
	£'000	£'000	£'000	£'000	£'000
Climate Change, Environmental Services and Sustainability	5,792	35	5,827	25	5,852
Community Care	4,465	53	4,518	226	4,744
Enterprise, Parking & Local Economy	(2,213)	60	(2,153)	27	(2,126)
Finance and Resources	2,395	836	3,231	(1,783)	1,448
Housing	3,498	105	3,603	2,426	6,029
Leisure, Culture & Commercial Strategy	6,389	-	6,389	845	7,234
Planning	4,190	(602)	3,588	(3,105)	483
Policy and Transformation	3,109	(87)	3,022	131	3,153
<b>Net Cost of Services</b>	<b>27,625</b>	<b>400</b>	<b>28,025</b>	<b>(1,208)</b>	<b>26,817</b>
Other income and expenditure	(32,126)	(400)	(32,526)	(2,215)	(34,741)
<b>(Surplus) or Deficit</b>	<b>(4,501)</b>	<b>-</b>	<b>(4,501)</b>	<b>(3,423)</b>	<b>(7,924)</b>
Opening General Fund Balance			52,655		
Surplus/(Deficit) on General Fund Balance in Year			4,501		
<b>Closing General Fund Balance at 31 March 2025</b>			<b>57,156</b>		

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from resources (Government Grants, rents, Council Tax and Business Rates) by local authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the council's Portfolios. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the CIES. The note

to the Expenditure and Funding Analysis breaks down the adjustments into adjustments for capital purposes, pensions adjustments and other differences.

2023/24 (restated)				
	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Adjustments between Accounting and Funding Basis
	£'000	£'000	£'000	£'000
Climate Change, Environmental Services and Sustainability	4	(21)	-	(17)
Community Care	(2)	(168)	-	(170)
Enterprise, Parking & Local Economy	(15)	(31)	-	(46)
Finance and Resources	80	2,014	-	2,094
Housing	(7,437)	(143)	-	(7,580)
Leisure, Culture & Commercial Strategy	(2,077)	(95)	(18)	(2,190)
Planning	(1,554)	(214)	-	(1,768)
Policy and Transformation	1,810	(15)	-	1,795
<b>Net Cost of Services</b>	<b>(9,191)</b>	<b>1,327</b>	<b>(18)</b>	<b>(7,882)</b>
Other income and expenditure	1,583	(741)	(9)	833
<b>Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services</b>	<b>(7,608)</b>	<b>586</b>	<b>(27)</b>	<b>(7,049)</b>

2024/25				
	Adjustments for Capital Purposes	Net Change for the Pensions Adjustments	Other Differences	Adjustments between Accounting and Funding Basis
	£'000	£'000	£'000	£'000
Climate Change, Environmental Services and Sustainability	(11)	(14)	-	(25)
Community Care	(123)	(103)	-	(226)
Enterprise, Parking & Local Economy	(11)	(16)	-	(27)
Finance and Resources	(35)	1,818	-	1,783
Housing	(2,320)	(106)	-	(2,426)
Leisure, Culture & Commercial Strategy	(782)	(63)	-	(845)
Planning	3,263	(158)	-	3,105
Policy and Transformation	(123)	(8)	-	(131)
<b>Net Cost of Services</b>	<b>(142)</b>	<b>1,350</b>	<b>-</b>	<b>1,208</b>
Other income and expenditure	2,699	-	(484)	2,215
<b>Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement Surplus or Deficit on the Provision of Services</b>	<b>2,557</b>	<b>1,350</b>	<b>(484)</b>	<b>3,423</b>

## Expenditure and Income Analysed by Nature

The Council's expenditure and income is analysed by type

2023/24 £'000		2024/25 £'000
20,174	Employees and Associated Costs	20,997
16,888	Depreciation and Impairment of Fixed Assets	8,314
9,310	Interest and Investment Expenses	9,281
29,632	Housing Benefit Payments	28,125
24,858	Business Rates Tariff	26,148
25,321	Other Service Expenses	27,506
<b>126,183</b>	<b>Total Expenditure</b>	<b>120,371</b>
(14,994)	Fees, Charges and Other Income	(16,584)
(29,444)	Reimbursement from Government for Housing Benefits	(27,568)
(2,721)	Community Infrastructure Levy	(5,399)
(14,215)	Other Grants and Contributions	(12,676)
(16,431)	Interest and Investment Income	(16,951)
(582)	Gains in Investment Property Fair Values	(2,195)
(45,082)	Income from Council Tax and Non-Domestic Rates	(46,922)
<b>(123,469)</b>	<b>Total Income</b>	<b>(128,295)</b>
<b>2,714</b>	<b>Deficit/(Surplus) on Provision of Services</b>	<b>(7,924)</b>

### 29. Agency Services

The Council did not provide any agency services in 2024/25.

### 30. Members' Allowances

Each Member of the Council receives a fixed (basic) allowance; in addition, a special responsibility allowance is paid to the Leader of the Council, Members of the Cabinet, the Chairmen and Vice Chairmen of committees, and to the leaders of political groups.

Payments to all Members of the Council in 2024/25 amounted to £378,466 of which £485 were made relating to expenses. (2023/24 - £369,560, of which £566 related to expenses).

The allowances were increased by 3.5% in April 2024 after the Council consideration of the recommendations of an Independent Remuneration Panel appointed to consider Members' allowances for 2024/25.

### 31. Officers' Emoluments

The Accounts and Audit Regulations 1996 introduced a specific requirement for the disclosure of officers' emoluments. This information must be in a form, which shows the number of employees whose total remuneration for the year fell in each band of a scale in multiples of £5,000, starting at £50,000 as detailed below. This sum includes benefits in respect of items relating to the provision of cars and other allowances but does not include employer's pension contributions and electoral fees.

2023/24	Band	2024/25
19	£50,000 - £54,999	29
18	£55,000 - £59,999	19
10	£60,000 - £64,999	11
6	£65,000 - £69,999	8
1	£70,000 - £74,999	4
3	£75,000 - £79,999	4
-	£80,000 - £84,999	-
-	£85,000 - £89,999	2
3	£90,000 - £94,999	1
-	£95,000 - £99,999	2
4	£100,000 - £104,999	1
1	£105,000 - £109,999	2
-	£110,000 - £114,999	1
-	£115,000 - £119,999	1
-	£120,000 - £124,999	-
-	£125,000 - £129,999	-
-	£130,000 - £134,999	-
1	£135,000 - £139,999	-
1	£140,000 - £144,999	-
-	£145,000 - £149,999	-
-	£150,000 - £154,999	1

The cost of employee remuneration and benefit expenses (excluding employer's superannuation and National insurance costs) for 2024/25 was £15.7 million (£14.6 million in 2023/24).

Election expenses are not included in the table above.

In addition, the regulations require a full breakdown of the remuneration of senior officers of the Council (these officers are included in table above).

**Disclosure of remuneration for senior employees  
2024/25 Elmbridge Borough Council**

Post Holder Information	Salary	Elections *	Bonuses	Expenses Allowances	Compensation for loss of office	Other Benefits	Total remuneration excluding Pension Contributions	Pension Contributions	Total remuneration including Pension Contributions 2024/25
	£	£	£	£	£	£	£	£	£
Chief Executive (Head of Paid Service)	148,088.07	7,800.00	-	1,835.49	-	218.71	157,942.27	25,323.06	183,265.33
Strategic Director – Services (to May 2024)	14,168.51	-	-	665.03	-	-	14,833.54	1,828.13	16,661.67
Strategic Director – Services (from May 2024)	109,934.93	-	-	1,597.26	-	549.36	112,081.55	18,842.96	130,924.51
Strategic Director – Place & Community	114,336.07	-	-	1,835.49	-	218.71	116,390.27	19,721.10	136,111.37
Head of Finance and Section 151 Officer	104,348.07	-	-	1,597.26	-	513.39	106,458.72	17,843.55	124,302.27
Head of Legal Services (Monitoring Officer)	104,348.07	2,050	-	1,597.26	-	252.96	108,248.29	17,843.55	126,091.84
	<b>595,223.72</b>	<b>9,850</b>	<b>-</b>	<b>9,127.79</b>	<b>-</b>	<b>1,753.13</b>	<b>615,954.64</b>	<b>101,402.35</b>	<b>717,356.99</b>

## 2023/24 Elmbridge Borough Council

Post Holder Information	Salary	Elections *	Bonuses	Expenses Allowances	Compensation for loss of office	Other Benefits	Total remuneration excluding Pension Contributions	Pension Contributions	Total remuneration including Pension Contributions 2023/24
	£	£	£	£	£	£	£	£	£
Chief Executive (Head of Paid Service)	136,803.96	6,126.00	-	7,341.96	-	-	150,271.92	23,393.52	173,665.44
Strategic Director & Deputy Chief Executive (S151 Officer) (to Aug 23)	55,332.39	1,500.00	-	3,059.15	-	150.00	60,041.54	9,126.50	69,168.04
Strategic Director - Services	116,027.04	1,500.00	-	7,341.96	13,099.83	100.00	138,068.83	19,840.68	157,909.51
Strategic Director – Place & Community (from Sep 23)	59,213.50	-	-	4,282.81	-	-	63,496.31	10,453.99	73,950.30
Head of Finance and Section 151 Officer (from Sep 23)	55,576.50	-	-	3,726.94	-	350.00	59,653.44	9,503.55	69,156.99
Head of Legal Services (Monitoring Officer)	95,274.00	1,250.00	-	6,389.04	-	-	102,913.04	16,291.80	119,204.84
	<b>518,227.39</b>	<b>10,376.00</b>	<b>-</b>	<b>32,141.86</b>	<b>13,099.83</b>	<b>600.00</b>	<b>574,445.08</b>	<b>88,610.04</b>	<b>663,055.12</b>

### 32. External Audit Costs

In 2024/25 Elmbridge Borough Council, incurred a total of £208,095 in fees relating to external audit and inspection of this £165,095 was the statutory fee and an estimated non-statutory fee of £43,000 (Statutory £157,786 and non-statutory £43,000– 2023/24).

### 33. Grant Income

The Council credited the following grants and contributions to the CIES in 2024/25.

2023/24 £'000	2024/25 £'000
<b>Credited to Taxation and Non Specific Grant Income</b>	
(7,458) Capital Grants	(4,149)
(28,885) EBC Proportion of total business rate collectable for the year	(29,432)
(62) Collection Fund (Surplus)/Deficit Account	(148)
(16,106) Precept Collection Fund	(16,728)
(115) New Homes Bonus	(131)
(1,320) Funding Guarantee	(1,936)
(228) Other Grants	(174)
<b>(54,174) Totals</b>	<b>(52,698)</b>
<b>Credited to Services</b>	
(29,444) Housing Benefit Subsidy	(27,568)
(774) Flexible Homelessness Grant	(869)
(179) NDR Cost of Collection	(185)
(2,452) Refugees	(1,440)
(380) Other Grants	(869)
<b>(33,229) Total</b>	<b>(30,931)</b>

More details on the Council Tax and Non-Domestic Rates can be found in the Collection Fund Income and Expenditure Account.

### 34. Related Party Transactions

The Code of Practice for Local Authority Accounting requires the disclosure of any material transactions with related parties which are not disclosed elsewhere. Examples of related parties to an authority such as Elmbridge Borough Council would include central government, other local authorities and precepting bodies, joint ventures and joint venture partners, together with the Council's Members and Chief Officers. Comparatives are shown where there was a payment in 2024/25, to aid the reader, a full list of transactions can be found in the 2023/24 accounts for the related transaction payments for that year.

Several Members are connected with local organisations, with whom the Council has dealings. Material transactions are either material to the Council or of materiality to the third party concerned. In addition, they need to be able to exercise control or a significant influence on either party.



2023/24		2024/25
£		£
(61,934)	EBC Homes Ltd	189,784
16,379	Chatterbus CIO	153,621
90,525	Cobham BID t/a One Cobham	111,337
103,499	Elmbridge Building Control Services Ltd	103,915
97,970	Citizen's Advice Esher and District	98,570
158,020	Citizen's Advice Elmbridge (West)	97,220
4,552	Walton-on-Thames Charity	75,930
26,390	CHEER	39,789
33,230	Claygate Recreation Ground Trust	32,372
11,311	Local Government Association	11,539
10,170	Relate West Surrey	8,970
15,027	South East Employers	8,011
4,990	PATROL	3,961
3,090	Home Support Elmbridge	3,090
0	Esher Chamber of Commerce	1,829
2,159	Vine Hall Community Group	558
100	Surrey County Playing Fields Association	100
(8,354)	Esher Bowling Club	(3,649)

Under the Council's corporate governance arrangements, Members are required to declare any interests, personal or prejudicial (or both) on agenda items before meetings of the Council including the Cabinet, committees and sub-committees commence, and any such declarations appear in the minutes.

The Council maintains a register of Members' and officers' interests, which is updated annually.

The appropriate analysis has been undertaken with regard to related party transactions, for the year ended 31 March 2025, and the conclusion was reached that there were no other material transactions with related parties in that year, which are not disclosed elsewhere in this Statement of Accounts.

For further information on Cobham BID net payments please refer to section 1.11. Details of EBC Homes transactions can be found overleaf.

### Building Control Mutual

On 1 August 2015, the Council established a Building Control mutual in which it owns 20%. The mutual is a going concern and the council will receive a share of profit in accordance with the transfer agreement.

At the time of issuing the 2024/25 accounts no accounts have been filed at Companies House by the mutual, in 2023/24 it made a profit of £2,449.

At 31 March 2024, the mutual had a net current liability of £397,065 represented by negative shareholder funds of £397,065.

The figures will be updated when a set of accounts have been completed.

### **Housing Company**

During 2018/19 the Council established a wholly owned company 'EBC Investments', and a subsidiary, 'EBC Homes'. EBC Homes started trading on 7 January 2019, a loan for working capital purposes of £150,000 was made from the Council to EBC Homes, at a rate of 5%.

During 2022/23 an additional loan of £100,000 was advanced on the same terms.

At the 31 March 2025 the company is in the process of being wound up with the assets and liabilities of the company transferring back to Elmbridge. The funds held by EBC Homes were transferred to Elmbridge during April 2025, which redeemed the outstanding loan from Elmbridge to EBC Homes and any current liabilities which have been transferred as part of the winding up of the company.

### **Trust Funds**

The Council administers two Trust Funds', the total value at 31 March 2025 is £45,369 (£47,497 – 31 March 2024).

### 35. 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 below:

2023/24		2024/25
£'000		£'000
63,839	Opening Capital Financing Requirement	62,206
-	1st April IFRS 16 Leases Initial Recognition	192
	<b>Capital investment</b>	
9,466	Property, Plant and Equipment	8,581
25	Heritage Assets	17
-	Investment Properties	154
213	Intangible Assets	63
2,651	Revenue Expenditure Funded from Capital under Statute	2,416
	<b>Sources of finance</b>	
(442)	Capital Receipts	(1,484)
(11,490)	Government Grants and Other Contributions	(8,493)
	<b>Sums set aside from revenue:</b>	
(423)	Direct revenue contributions	(747)
(1,633)	MRP/loans fund principal	(1,681)
<b>62,206</b>	<b>Closing Capital Financing Requirement</b>	<b>61,224</b>
	<b>Explanation of movements in year</b>	
(1,633)	Increase/(decrease) in underlying need to borrow (unsupported by government financial assistance)	(1,174)
-	1st April IFRS 16 Leases Initial Recognition	192
<b>(1,633)</b>	<b>Increase/(decrease) in Capital Financing Requirement</b>	<b>(982)</b>

### 36. Leases

#### The Council as Lessee

The Council has no material finance or operating leases.

#### The Council as Lessor

##### Operating Leases

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

- for the provision of community services such as sporting facilities; and
- for economic development purposes to provide suitable affordable accommodation for local businesses.

The lease receivables are due to be collected over the following time bands (measured at the undiscounted amounts of expected cash receipts. 31 March 2024 has been restated to include both operational and investment properties. 31 March 2024 had previously only included operational properties.

31 March 2024	31 March 2024		31 March 2025
Original £'000	Restated £'000		£'000
665	4,269	Less than one year	4,766
2,233	3,765	One to two years*	4,254
	3,352	Two to Three years	3,767
	3,034	Three to four years	2,614
	1,930	Four to five years	1,548
2,650	7,902	More than five years	7,080
<b>5,548</b>	<b>24,252</b>	<b>Total undiscounted receivables</b>	<b>24,029</b>

\* The 31 March 2024 original analysis was for One to five years

### 37. Impairment Losses

At 31 March 2025 Dorney Gardens Sailing Club, Pavilion Building was impaired by £169,687. An impairment loss of £35,891 was written off to CIES and the remaining balance of £133,796 was adjusted through revaluation reserve balances. The Council had no impairment losses in 2023/24.

Under regulation impairment losses have no effect on the Council Taxpayer.

### 38. Termination Benefits

The Council terminated 3 officer contracts in 2024/25, incurring £31,639 of liabilities (£13,100 in 2023/24 for 1 officer). There were no savings as a result of these terminations (no savings for the 2023/24 exit).

The termination benefits to individual employees can be analysed in bandings of £20,000 as follows:

Number of Employees 2023/24	Termination Benefit	Number of Employees 2024/25
1	£0 - £20,000	3
-	£20,001 - £40,000	-
-	£40,001 - £60,000	-
-	£60,001 - £80,000	-
-	£80,001 - £100,000	-
-	£100,001 - £120,000	-
-	£120,001 - £140,000	-
-	£140,001 - £160,000	-

### 39. Provisions

	MMI £'000	Business Rate Appeals £'000	Total £'000
Balance at 1 April 2024	52	2,216	2,268
Additional provisions made	-	938	938
Amounts used	-	(772)	(772)
Unused amounts reversed	-	-	-
Balance at 31 March 2025	52	2,382	2,434

#### MMI

In 1991 the Council's Insurer Municipal Mutual Insurance (MMI) went into administration. Since this time the administrator has been handling any outstanding/new claims made against Elmbridge. In April 2012 the Council was notified that MMI had lost a court case regarding the possible future payments in settling outstanding court cases. The Council were informed that it was unlikely that MMI would achieve a solvent run off. At the 31 March 2012 the Council's maximum liability, should there be an insolvent run off, was £389,000. A full provision was made during 2011/12 to cover the maximum liability until an actuarial review of the company is completed. The Council received an actuarial review in 2013 and based on the advice at this time only £150,000 was required to meet the Council's liability. During 2013/14, £59,000 was paid to MMI in respect of this provision; an additional £39,000 was paid in 2016/17. At this time the final settlement remains uncertain.

#### Business Rate Appeals

The provision represents the potential reduction in the amount of business rates as a result of alterations of Rateable Value from appeals and future appeals. If the Valuation Office re-assess the rateable value as a result of an appeal, the Council will reimburse the property owner for any overpayment, backdated to the date of the original assessment.

There remains uncertainty over the level of appeals, especially with some appeals against the 2017 list only having been concluded in 2024/25.

## **40. Defined Benefit Pension Scheme**

### **40.1 Participation in Pension Schemes**

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

The Council participates in the Local Government Pension Scheme for civilian employees, administered by Surrey County Council. This is a funded defined benefit final salary scheme (from 2014 this was based on career average), meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pensions liabilities with investment assets. Arrangements for the award of discretionary post-retirement benefits upon early retirement is an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made.

The disclosures below reflect changes implemented by IAS19 'Employee Benefits' (revised) concerning the treatment of interest and administration costs in relation to current service costs and administration costs directly related to the management of plan assets.

### **40.2 Transactions Relating to Post-Employment Benefits**

The Council recognises the cost of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge we are required to make against Council Tax is based on the cash payable in the year; so, the real cost of retirement benefits is reversed out of the General Fund via the Movement in Reserves Statement.

The following transactions have been made in the CIES and the General Fund Balance via the Movement in Reserves Statement during the year:

2023/24 £'000		2024/25 £'000	2024/25 £'000
	<b><u>Comprehensive Income and Expenditure Statement</u></b>		
	<b>Cost of Services</b>		
2,887	Current service cost	2,843	
28	Past service costs	-	
-	(Gain)/loss from settlements	-	
2,915			2,843
	<b>Financing and Investment Income and Expenditure</b>		
741	Net interest expense		181
<b>3,656</b>	<b>Total Post Employment Benefit Charged to the Surplus or Deficit on the Provision of Services</b>		<b>3,024</b>
	<b>Other Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement</b>		
	Actuarial gains and losses		
	Remeasurement of the net defined benefit liability comprising:		
(8,755)	• Return on plan assets (excluding the amount included in the net interest expense)		12
(802)	• Actuarial (gains) and losses arising on changes in demographic assumptions		(242)
(6,103)	• Actuarial (gains) and losses arising on changes in financial assumptions		(20,705)
4,510	• Other		(1,535)
-	• Change in effect of the asset ceiling		36,959
(11,150)			14,489
<b>(7,494)</b>	<b>Total Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement</b>		<b>17,513</b>
	<b>Movement In Reserves Statement</b>		
11,736	Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the code		(13,140)
<b>4,242</b>	<b>Actual amount charged against the General Fund Balance for pensions in the year: Employers' contributions payable to scheme</b>		<b>4,373</b>

## 40.3 Pensions Assets and Liabilities Recognised in the Balance Sheet

2023/24		2024/25
£'000		£'000
(136,861)	Present value of funded liabilities	(118,672)
(2,637)	Present value of unfunded liabilities	(2,266)
-	Effect of Credit Ceiling on net net Assets	(36,959)
(139,498)	Present value funded and unfunded liabilities	(157,897)
134,976	Fair value of plan assets	140,235
<b>(4,522)</b>	<b>Net liability arising from the defined benefit obligation</b>	<b>(17,662)</b>

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

2023/24		2024/25
£'000		£'000
<b>122,587</b>	<b>Opening fair value of scheme assets</b>	<b>134,976</b>
5,773	Interest income	6,446
	Remeasurement gains / (loss):	
8,755	• Return on plan assets, excluding the amount included in the net interest expense	(12)
-	• Other	-
3,966	Contributions from employer (see note below)	4,100
903	Contributions from employees into the scheme	974
(7,008)	Benefits paid	(6,249)
<b>134,976</b>	<b>Closing balance at 31 March</b>	<b>140,235</b>

## Reconciliation of Present Value of the Scheme Liabilities

2023/24		2024/25
£'000		£'000
<b>138,845</b>	<b>Opening balance at 1 April</b>	<b>139,498</b>
2,887	Current service cost	2,843
28	Past service cost (including curtailments)	-
6,514	Interest cost	6,627
903	Contributions by scheme participants	974
	Remeasurement gains / losses:	
(6,103)	• Actuarial gains / (losses) arising from changes in demographic assumptions	(242)
(802)	• Actuarial gains / (losses) arising from changes in financial assumptions	(20,705)
4,510	• Other	(1,535)
(7,284)	Benefits paid	(6,522)
-	Change in Asset Ceiling	36,959
<b>139,498</b>	<b>Closing balance at 31 March</b>	<b>157,897</b>



**Local Government Pension Scheme assets comprised:**

Fair value of scheme assets	
2023/24 £'000	2024/25 £'000
2,088	Cash and cash equivalents 2,953
Equity instruments by industry type:	
1,779	• Consumer 1,359
2,153	• Manufacturing 2,489
-	• Energy & utilities -
1,787	• Financial institutions 1,838
1,837	• Health & care 1,712
3,237	• Information technology 2,986
	• Other 118
10,793	Sub-total equity 10,502
Bonds by sector:	
-	• Government -
-	Sub-total bonds -
Property by type:	
4,266	• UK property 7,799
2,363	• Overseas property 20,504
6,629	Sub-total property 28,303
20,659	Private equity * -
Other investment funds:	
75,213	• Equities 77,354
19,671	• Bonds 20,600
94,884	Sub-total other investment funds 97,954
Derivatives:	
(77)	• Foreign exchange 523
(77)	Sub-total derivatives 523
134,976	<b>Total assets 140,235</b>

\* The private equity investments do not have quoted prices in active markets.

**40.4 Basis for Estimating Assets and Liabilities**

Liabilities have been assessed on an actuarial basis using the projected unit credit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. Both the Local Government Pension Scheme and Discretionary Benefits liabilities have been assessed by Hymans Robertson LLP, an independent firm of actuaries, estimates for the County Council Fund being based on the latest full valuation of the scheme as at 31 March 2022.

The significant assumptions used by the actuary have been:

2023/24		2024/25
	<b>Long-term expected rate of return on assets in the scheme:</b>	
4.8%	Equity investments	5.8%
4.8%	Bonds	5.8%
4.8%	Property	5.8%
4.8%	Cash	5.8%
	<b>Mortality assumptions:</b>	
	Longevity at 65 for current pensioners (years):	
21.9	• Men	21.8
24.4	• Women	24.3
	Longevity at 65 for future pensioners (years):	
23.0	• Men	22.9
26.0	• Women	26.0
2.8%	<b>Pension Increase Rate (CPI)</b>	2.8%
3.8%	<b>Rate of increase in salaries</b>	3.8%
2.8%	<b>Rate of increase in pensions</b>	2.8%
4.8%	<b>Rate for discounting scheme liabilities</b>	5.8%

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions occurring at the end of the reporting period and assumes for each change that the assumption analysed changes while all the other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice, this is unlikely to occur, and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below is consistent with that adopted in the previous year.

Impact on the Defined Benefit Obligation in the Scheme	Increase in Assumption	
	%	£'000
Longevity (increase of 1 year)	4	4,838
Rate of inflation (CPI increase by 0.1%)	2	1,923
Rate of increase in salaries (increase by 0.1%)	-	74
Rate of increase in pensions (increase by 0.1%)	2	1,902
Rate for discounting scheme liabilities (decrease by 0.1%)	2	1,923

The Council's share of the Surrey Pension Fund before the application of an asset ceiling is an asset of £19.3 million. After the application of the Asset Ceiling, £37.0 million, this results in a Liability for £17.7 million. Elmbridge's Balance Sheet shows, then shows an increase in the Pensions liability of £13.2 million from 1 April 2024. The main change in the accounting valuation of the fund compared to 31 March 2024 relates to the application of an Asset Ceiling £37 million, and a change in the actuarial assumptions of £20.7 million. The current actuarial valuation, based on forecast yields rather than corporate bond yields as required by the accounting standards, and future anticipated funding shows that the fund is approaching fully funded status over the next 14 years. The Asset Ceiling is a reflects the additional contributions being made to the fund to pay for past deficits in the fund, adjusted for the current cost of those contributions. An Asset Ceiling mainly applies when the fund position moves into a surplus (asset), before the application of an Asset Ceiling and reflect that the position would have reflected the assumption the future contributions to fund the deficit would have been included in calculating the position of the fund. On an accounting basis there is no right to withdraw from the fund the pre adjusted surplus, and as a result the discounted impact of the future contributions for the payment of the deficit reduce the overall value of the fund.

#### **40.5 Impact on the Authority's Cash Flows**

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. Surrey County Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 20 years. Funding levels are monitored on an annual basis. A valuation was carried out at 31 March 2022, the next triennial valuation is due to be completed as at 31 March 2025.

The actuary anticipates the authority's expected contributions to the scheme in 2025/26 will be £4,074,000 based on the triennial actuarial review at 31 March 2022, (2023/24 - £3,915,000)

The weighted average duration of the defined benefit obligation for scheme members is 14 years in 2024/25 (15 years in 2023/24).

Further information can be found within the Surrey County Council Superannuation Fund Annual Report, which is available upon request from Surrey County Council, 11 Cockshot Hill, Woodhatch, Reigate, Surrey, RH2 8EF.

#### **41. Contingent Liabilities**

As part of the large-scale voluntary transfer agreement between the Council and the Elmbridge Housing Trust (now Paragon Asra) the Council provided an environmental warranty with an aggregate cap of £10 million for a period of 30 years. There was no local knowledge of serious problems in this regard, and after taking professional advice from the Council's specialist insurance consultant and considering the likely costs of a full survey and insurance cover, the Council decided not to effect insurance cover in respect of this risk. The warranty was subsequent to a full disclosure being made by the Council of all known environmental issues concerning the housing stock and related assets. No claims against the warranty have been made at the date of the issue of the accounts.

On 1 August 2015 the Council established a Building Control Mutual. As part of the agreement establishing the mutual the Council provided a guarantee in relation to the pension deficit at the date of the transfer. The liability will only materialise if the Mutual ceases to trade. The cost of the guarantee is approximately £0.7million.

## **42. Contingent Assets**

There are no contingent assets.

## **43. Nature and Extent of Risks Arising from Financial Instruments**

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

- credit risk – the possibility that other parties might fail to pay amounts due to the Council;
- liquidity risk – the possibility that the Council might not have funds available to meet its commitments to make payments; and
- market risk – the possibility that financial loss might arise for the Council as a result of changes in such measures as interest rates and stock market movements.

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

### **43.1 Credit Risk**

Credit risk arises from deposits with banks and other financial institutions, and in addition credit exposures to the Council's own customers. The Council's risk is minimised through the Annual Investment Strategy, which requires that deposits are not made with financial institutions unless they meet identified minimum credit criteria, such as ratings received from Fitch, Moody's and Standard & Poors, applying the lowest available rating for any institution. The Annual Investment Strategy also imposes maximum limits on the time period and amount that can be placed by investment category and institution. For further information please refer to Appendix B of the 2025/26 Treasury Management Strategy papers presented to 5 February 2025 Cabinet.

A summary of the credit quality of the Council's investments at 31 March 2025 is shown below:

2023/24 £'000	Fitch Rating	2024/25 £'000
-	AAA	-
-	AA+	-
-	AA	-
8,000	AA-	33,000
19,841	A+	14,670
20,000	A	20,000
10,000	A-	5,000
10,000	BBB+	5,000
	BBB	
30,000	n/a	27,000
<b>97,841</b>		<b>104,670</b>

The Council's loans receivable are all fixed term investments and hence classified at 'Amortised cost'. An expected credit loss model, applied to determine the estimated loss allowance that might be required from holdings of investments, has shown the amount to be immaterial.

**Customer Debt** - Credit exposures to customer debt are assessed, taking into account their financial position, past experience and other factors, with individual credit limits being set in accordance with internal ratings in accordance with parameters set by the Council.

The Council does not expect any losses from non-performance by any of its counterparties in relation to deposits. In relation to its customers, the Council has a prudent provision for bad debts to cover cases of default. There are no debts posing a credit risk to the Council at the balance sheet date, which are not covered by the provision for bad debts.

No credit limits were exceeded during the reporting period and the Council does not expect any losses from non-performance by any of its counterparties in relation to deposits and bonds.

The Council does not generally allow credit for customers. £4.1 million of the £4.7 million balance is past its due date for payment. The past due amount can be analysed by age at 31 March as follows:

2023/24 £'000		2024/25 £'000	%
308	Less than three months	351	8%
1,114	Three to six months	961	23%
1,047	Six months to one year	1,262	31%
1,747	More than one year	1,556	38%
<b>4,216</b>		<b>4,130</b>	<b>100%</b>

## 43.2 Liquidity Risk

The Council undertakes daily cash flow management to ensure that it has adequate but not excessive cash resources, borrowing arrangements, overdraft or standby facilities to enable it to have sufficient funds to meet its liabilities as they become due.

The maturity analysis of financial liabilities (loans) is as follows:

2023/24 £'000		2024/25 £'000
	<b>Short term loans</b>	
1,159	Less than one year	1,211
<b>1,159</b>		<b>1,211</b>
	<b>Long term loans</b>	
1,171	Between one and two years	1,226
2,944	Between two and five years	2,617
7,691	Between five and fifteen years	7,491
36,818	More than fifteen years	36,232
<b>48,624</b>		<b>47,566</b>
<b>49,783</b>		<b>48,777</b>

The fair value of Public Works Loan Board (PWLB) loans of £28.6 million measures the economic effect of the terms agreed with the PWLB compared with estimates of the terms that would be offered for market transactions undertaken at the Balance Sheet date, based on the authority's ability to borrow from PWLB at concessionary rates. The difference between the carrying amount and the fair value measures the higher interest (based on economic conditions at 31 March 2025) that the authority will pay over the remaining terms of the loans under the agreements with the PWLB, against that which would be paid if the loans were at prevailing market rates.

The exit price for the PWLB loans, including the net discount, would be £32.5 million.

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

### 43.3 Market Risk

#### Interest Rate Risk

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

- borrowing at fixed rates – the fair value of the liabilities borrowings will fall;
- investments at variable rates – the interest income credited to the Surplus or Deficit on the Provision of Services will rise; and
- investments at fixed rates – the fair value of the assets will fall.

Borrowings are not carried at fair value, so nominal gains and losses on fixed rate borrowings would not impact on the Surplus or Deficit on the Provision of Services, or Other Comprehensive Income and Expenditure.

However, changes in interest receivable on variable rate investments would be posted to Surplus or Deficit on the Provision of Services and affect the General Fund Balance. Movements in the fair value of fixed rate investments that have a quoted market price would be reflected in Other Comprehensive Income and Expenditure.

The Council has a number of strategies for managing interest rate risk. The Treasury Management Team has an active strategy for assessing interest rate exposure that feeds into the setting of the annual budget and which is used to update the budget quarterly during the year. This allows any adverse changes to be accommodated. The Council established an Interest Equalisation Reserve a number of years ago to protect the Council against changes in the interest income generated on its surplus funds due to changes in market conditions; at the 31 March 2025 the balance on this reserve was £3.3 million.

According to this assessment strategy, at 31 March 2025, if interest rates had been 1% higher with all other variables held constant, the financial effect would have been an additional £1,200,000 being credited to the Surplus or Deficit on the Provision of Services.

#### **43.4 Price Risk**

The Council does not hold any investments in equity shares and therefore is not exposed to potential losses arising from movements in share prices.

#### **43.5 Foreign Exchange Risk**

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

#### **Collection Fund Income and Expenditure Account**

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

## Collection Fund Income and Expenditure Account

2023/24			Note	2024/25		
Business Rates £'000	Council Tax £'000	Total £'000		Business Rates £'000	Council Tax £'000	Total £'000
-	148,472	148,472			-	157,646
55,692	-	55,692	2	60,688	-	60,688
3,222	-	3,222	3	442	-	442
58,914	148,472	207,386		61,130	157,646	218,776
(496)	-	(496)		767	-	767
(397)	123	(274)		614	65	679
(99)	847	748		153	447	600
-	154	154		-	83	83
(992)	1,124	132		1,534	595	2,129
29,329	-	29,329		30,357	-	30,357
23,463	16,106	39,569		24,285	16,728	41,013
5,866	110,522	116,388		6,071	116,977	123,048
-	20,491	20,491		-	21,523	21,523
58,658	147,119	205,777		60,713	155,228	215,941
-	177	177		-	305	305
1,161	620	1,781		(301)	740	439
(1,527)	-	(1,527)		(1,931)	-	(1,931)
1,305	-	1,305		2,345	-	2,345
179	-	179		177	-	177
1,118	797	1,915		290	1,045	1,335
58,784	149,040	207,824		62,537	156,868	219,405
(130)	568	438		1,407	(778)	629
(1,407)	(781)	(2,188)		(1,537)	(213)	(1,750)
(1,537)	(213)	(1,750)		(130)	(991)	(1,121)

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## Income

Council tax receivable

2

Business rates receivable

3

Transitional protection receivable

## Expenditure

Apportionment of previous year's surplus/(deficit)

Central Government

Elmbridge Borough Council

Surrey County Council

Surrey Police &amp; Crime Commissioner

Precepts, demands &amp; shares

Central Government

Elmbridge Borough Council

Surrey County Council

Surrey Police &amp; Crime Commissioner

Charges to the Collection Fund:

Write-off of uncollectable amounts

Increase / (decrease) in bad debt provision

Amount Charged to Appeals Provision

Increase / (decrease) in appeals provision

Cost of Collection

(Surplus) / deficit arising in year

Balance at 1 April

Balance at 31 March



## Notes to the Collection Fund Income and Expenditure Account

### 1. Business Rates Retention Scheme

The Council collects business rates in its area based on local rateable values multiplied by a uniform rate prescribed by Central Government. The Business Rates Retention Scheme allows local authorities to benefit from supporting local business growth by retaining a proportion of increases in business rates retained income above a baseline funding level, to invest in local services, subject to a Central Government growth levy. Safety net arrangements have also been established to compensate those authorities where retained income falls below a certain threshold.

Revenue growth under the scheme is shared between Central Government, Elmbridge and Surrey County in the ratio 50:40:10. The 40% share of growth accruing to Elmbridge is then subject to a Central Government levy applied at a rate of 50%, so that in practice Elmbridge is permitted to retain 20% of any business rates growth of its share of retained income above its 2024/25 baseline funding level of £2.5 million (2023/24 £2.4 million). The baseline funding level rises each year in line with the change in the business rates multiplier.

### 2. Council Tax Receivable

For Council Tax purposes all domestic properties are placed in one of eight valuation bands at 1991 prices, the bands ranging from A to H. The Council set a 2024/25 Council Tax charge for Band D properties of £2,348.65 within the Claygate Parish Area and £2,332.80 for the area excluding Claygate. Persons on lower incomes are entitled to assistance with Council Tax costs under the local Council Tax Reduction scheme administered by Elmbridge Borough Council and substantially financed by central government.

The Council Tax base for the year for the Elmbridge Borough Council area, i.e. the estimated number of chargeable dwellings in each band (adjusted for dwellings where discounts and reliefs apply), converted to an equivalent number of Band D dwellings, was as follows:

Band	Estimated No. of Taxable Properties After Effect of Discounts & Reliefs	Ratio	Band D Equivalent Dwellings
A	330	6/9	220
B	971	7/9	755
C	5,636	8/9	5,009
D	11,551	1	11,551
E	9,932	11/9	12,139
F	7,465	13/9	10,782
G	10,821	15/9	18,036
H	4,348	18/9	8,697
<b>TOTAL</b>	<b><u>51,054</u></b>		<u>67,189</u>
		Less: Adjustments *	(672)
		<b>Council Tax Base</b>	<b><u>66,517</u></b>

\* An adjustment is made to reflect the estimated rate of collection of Council Tax for the year.

### 3. Business Rates Receivable

The total Non-Domestic Rateable Value for the Elmbridge area at 31 March 2025 was £160 million (£159 million in 2023/24), and the National Non-Domestic Rates multiplier 54.6p for 2024/25.

## **Glossary of Terms**

This glossary helps to define some of the terms and phrases found in these accounts.

### **Accounting Period**

The length of time covered by the accounts, in the case of these accounts the year from 1 April 2024 to 31 March 2025.

### **Accrual**

A sum included in the accounts to cover income or expenditure attributable to the accounting period for goods or services, but for which payment has not been received/made, by the end of that accounting period.

### **Actuarial Gains and Losses**

Changes in the estimated value of the pension fund because events have not coincided with the actuarial assumptions made or the assumptions themselves have changed.

### **Appropriations**

The transfer of resources between various revenue reserves.

### **Balances**

These represent the accumulated surplus of revenue income over expenditure.

### **Budget**

An expression, mainly in financial terms, of the Council's intended income and expenditure to carry out its objectives.

### **Budget Requirement**

The amount each local authority estimates as its planned spending, after deducting funding from reserves and any income expected to be collected (excluding Council Tax and Government Grants). This requirement is then offset by Government Grant, retained business rate with the balance being the amount needed to be raised in Council Tax.

### **Capital Charge**

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

### **Capital Expenditure**

Expenditure on the acquisition of fixed assets that will be of use or benefit to the Council in providing its services for more than one year.

**Capital Financing Account**

An account that is credited with the amounts set aside for the repayment of external debt and with capital expenditure paid for from revenue and capital receipts. The balance cannot be used to fund revenue or capital expenditure.

**Capital Receipts**

Income received from the sale of capital assets.

**Cash Equivalents**

Generally short term, highly liquid investments readily convertible into cash.

**Chartered Institute of Public Finance and Accountancy (CIPFA)**

CIPFA is the main professional body for accountants working in the public service. It draws up the Accounting Codes of Practice and issues professional guidance that is used to compile these accounts.

**Collection Fund**

A fund administered by the Council as a “billing authority”. The Council Tax and National Non-Domestic Rates are paid into this fund and payments are made to Central Government, Surrey County Council, Elmbridge Borough Council, Surrey Police and Claygate Parish as required by statute.

**Collection Fund Adjustment Account**

An account that is credited/debited with the difference between the Collection Fund surplus that is required by government regulations to be charged to the General Fund in the year and the amount required under accounting requirements to be shown in the Comprehensive Income and Expenditure Account. The balance on the account at the year-end represents the Borough Council's element of the Collection Fund balance at the year end.

**Creditors**

The amounts owed by the Council at the Balance Sheet date in respect of goods and services received before the end of the accounting period with the actual payment being made in the next financial year.

**Current Service Cost**

The increase of the present value of a defined benefit schemes liabilities expected to arise from employee service in the accounting period.

**Debtors**

Amounts owed to the Council but unpaid at the Balance Sheet date.

**Depreciation**

The measure of the cost of the benefit of the fixed asset that have been consumed during the period.

### **Expected Rate of Return on Pensions Assets**

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

### **Fees and Charges**

The income raised by charging for goods, services or the use of facilities.

### **Fixed Asset**

A tangible item that yields benefit to the Council for a period of more than one year.

### **Formula Grant**

Central government financial support towards the general expenditure of local authorities.

### **General Fund**

The main revenue fund of the Council which is used to meet the cost of services paid for from Council Tax, Retained Business Rates, Government Grant and fees and charges.

### **Intangible Assets**

Expenditure on assets, such as software, which are amortised over their expected life but there is no physical asset.

### **Interest Cost – Pension Scheme**

The expected increase over the period in the present value of the pension scheme liabilities because the benefits are one period closer to settlement.

### **LABGI – Local Authority Business Growth Incentive Grant**

A grant payable from the National Non-Domestic Rate National Pool to Councils for the growth, over a year, in the value of Non-Domestic Rateable values in their area.

Leasing  
A method of acquiring the use of capital assets for a specified period for which a rental charge is paid.

### **Minimum Revenue Provision**

The minimum amount, prescribed by law, to be set aside each year from revenue to repay the principal amounts of external loans outstanding. The Council can set aside amounts in addition to the minimum requirement, known as a voluntary provision for debt redemption.

### **Non-Domestic Rates**

Rates from Non-Domestic properties, collected locally, are distributed as part of the Business Rate Retention System.

### **Precept**

The amount that Surrey County Council, Surrey Police Authority, Elmbridge Borough Council and Claygate Parish Council require the Collection Fund to pay to meet the costs of their services after government grant.

### **Provisions**

Amounts set aside to meet costs which are likely or certain to be incurred but are uncertain in value or timing.

### **Public Works Loans Board**

A government body that provides loans to local authorities.

### **Reserves**

The accumulated surplus income in excess of expenditure, which can be used to finance future spending and is available to meet unforeseen financial problems. Earmarked Reserves are amounts set aside for a specific purpose in one financial year and carried forward to meet expenditure in future years.

### **Revenue Expenditure**

The day-to-day spending on employment costs, other operating costs (accommodation, supplies and services etc.) net of income for fees and charges etc.

### **Revenue Expenditure funded from Capital Resources Under Statute**

Expenditure that can be classified as capital expenditure, but which does not result in the acquisition of an asset.

### **Specific Government Grants**

Central Government financial support towards particular services which is “ring fenced”, i.e. can only be spent on a specific service area or items.

## Abbreviations

<b>BSc</b>	Bachelor of Science
<b>CAA</b>	Capital Adjustment Account
<b>CA</b>	Citizens Advice
<b>CCTV</b>	Closed Circuit Television
<b>CIL</b>	Community Infrastructure Levy
<b>CFR</b>	Capital Financing Requirement
<b>CIES</b>	Comprehensive Income and Expenditure Statement
<b>CIPFA</b>	Chartered Institute of Public Finance and Accountancy
<b>CPI</b>	Consumer Price Index
<b>DRC</b>	Depreciated Replacement Cost
<b>ECIF</b>	Elmbridge Civic Improvement Fund
<b>EIP</b>	Equal Instalments of Principal
<b>EUV</b>	Existing Use Value
<b>FRS</b>	Financial Reporting Standard
<b>HMRC</b>	Her Majesty's Revenue and Customs
<b>IFRS</b>	International Financial Reporting Standard
<b>LABGI</b>	Local Authority Business Growth Incentive
<b>LASAAC</b>	Local Authority (Scotland) Accounts Advisory Committee

<b>LPSA</b>	Local Public Service Agreement
<b>MMI</b>	Municipal Mutual Insurance
<b>MRP</b>	Minimum Revenue Provision
<b>MTFS</b>	Medium Term Financial Strategy
<b>NDR</b>	Non-Domestic Rates
<b>PFI</b>	Private Finance Initiative
<b>PDG</b>	Planning Delivery Grant
<b>PPP</b>	Public Private Partnership
<b>PWLB</b>	Public Works Loan Board
<b>RICS</b>	Royal Institution of Chartered Surveyors
<b>RPI</b>	Retail Price Index
<b>SAC</b>	Special Areas of Conservation
<b>SANGS</b>	Suitable Alternative Natural Green Space
<b>SeRCOP</b>	Service Reporting Code of Practice
<b>SCC</b>	Surrey County Council
<b>VAT</b>	Value Added Tax
<b>VFM</b>	Value for Money
<b>VOA</b>	Valuation Office Agency



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# Annual Governance Statement 2024/2025

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## Introduction

This is the Annual Governance Statement for Elmbridge Borough Council for the year 2024/2025. This is a statutory document, which explains the processes and procedures in place to enable the council to carry out its functions effectively and provides a key record of the overall effectiveness of the governance arrangements within the authority.

The statement reflects the latest guidance from the Chartered Institute of Public Finance (CIPFA)/Society of Local Authority Chief Executives and Senior Managers (SOLACE) on a strategic approach to governance and demonstrates how key governance requirements have been met.

## Executive Summary

The Council has a sound system of governance, risk management and control exist, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited.

Looking to 2025/2026, there is always more that can be done. There is a considerable amount of change facing Elmbridge Borough Council with Local Government Reorganisation and strong governance will be a key part of the success of steering the authority through that process.

The Council will focus on further embedding a strengthened risk management system, proactive contract management practices, and updating the local code of corporate governance.

## Scope of responsibility

Elmbridge Borough Council is responsible for ensuring that:

- Its business is conducted in accordance with the law and proper standards;
- Public money is safeguarded and properly accounted for; and
- Resources are used economically, efficiently, and effectively.

The Council also has a duty to:

- Make arrangements to secure continuous improvement in the way in which its functions are exercised;
- Put in place proper arrangements for the governance of its affairs; and
- Implement and maintain effective processes of internal control, including appropriate arrangements to manage risks.

## Governance Framework

### The purpose of the Governance Framework

The governance framework comprises the systems, processes, cultures and values which underpin how the Council is controlled and managed internally, and how it engages with taxpayers, service users and the wider community. It enables the Council to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate services and value for money.

The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness.

### The governance system at Elmbridge

The Council operates a Leader and Cabinet system of governance. The Cabinet takes the executive decisions and must ensure that the Council's Plan (Vision) and the Budget and Policy Framework as approved by the Council are delivered. The Council has an Overview & Scrutiny Committee in place to scrutinise the work of the Cabinet. The Council also has in place an Audit and Standards Committee which is tasked with reviewing and considering improvements to corporate governance in general and to consider specified cases of allegations of misconduct.

The Council has appointed statutory officers which includes the Head of Paid Service (Chief Executive), the Section 151 Officer (Head of Finance and S151 Officer) and the Monitoring Officer (Head of Legal & Governance). These three officers have had regular meetings to discuss governance, risk and reputational issues. Where appropriate, the Head of Internal Audit should also attend that statutory officers' meeting. These statutory officers have reviewed the Code of Good Practice on Governance for Local Authority Statutory Officers June 2024 which further demonstrates the commitment to ensuring effective corporate governance arrangements are in place.

### Arrangements for Governance

The Council's governance arrangements are designed to secure compliance with the principles set out in the CIPFA/SOLACE Framework for "*Delivering Good Governance in Local Authorities*" 2016. Although not a requirement until 2025/2026, this AGS takes into consideration of the principles as set out in the May 2025 "*Delivering Good Governance in Local Authorities – Addendum, covering the annual review of governance and the annual governance statement*"

Elmbridge is responsible for ensuring that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded, properly accounted for, and used

economically, efficiently, and effectively. The Council also has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency, and effectiveness.

The Local Code of Corporate Governance for the 2024/2025 year formed part of the Council's Constitution. This sets out the description of the different aspects of the Council's Governance arrangements.

The Local Code of Corporate Governance is due for review and once the review has taken place, this will form a separate document which will be available in a governance section of the Council's website which will also provide an easy way to locate this Annual Governance Statement.

The Local Code of Corporate Governance accords with the seven core principles of "*Delivering Good Governance in Local Authorities*".

These are illustrated as:



Highlighted below is how the Council has met the standards of the framework:

## **A - Behaving with integrity**

The Council's Constitution defines the roles/responsibilities of the Cabinet (Executive), regulatory committees, the Overview & Scrutiny Committee and statutory officers and sets out how these roles are discharged, and the delegations extended to officers and Councillors.

Codes of Conduct are in place for Councillors and officers and are set out in the Council's Constitution. The member/office protocol sets out relationship expectations. All new Councillors and officers receiving training on the expected behaviour.

The Council's Section 151 Officer and Monitoring Officer have specific statutory responsibilities to ensure that decisions taken by the Council are lawful and in line with constitutional requirements.

## **B - Ensuring openness**

The Council consults regularly with stakeholders, taxpayers, and service users. The "My Elmbridge" programme is in place to consult, engage and inform residents about local services. The Council proactively engages with residents, businesses, and partners to maintain the Council's reputation, gain understanding and support for the organisation's vision and objectives and keep users informed about priorities, services and campaigns and consultations via digital, in person and social media channels.

The Council's website provides a key means of communication between the Council and the public in an open and transparent form. The Council provides considerable transparency information on the website. The Council's website has had a complete refresh to enhance usability.

The Council is a proactive user of social media and other online tools to ensure engagement. Responsiveness to freedom of information requests is monitored by the Monitoring Officer and the Council's Management Board.

## **C - Defining sustainable outcomes**

The Council has launched the Elmbridge Vision with a 2025/2026 refresh to take into consideration Local Government Reorganisation. Every year the Council sets out the Annual Delivery Plan with the objectives and priorities for the year.

The vision of the Council is:



**Vision statement** A sustainable, thriving Elmbridge driven by the power of our community.

**To deliver this Vision,**

Elmbridge Borough Council will be a high performing, environmentally and financially sustainable organisation.

In order to reach the Council's goals, it is acknowledged that a period of transformation is necessary, and this has been re-considered in light of Local Government Reorganisation. A plan has been set to show what can be expected in the coming year and until reorganisation is completed.

### **D – Achieving intended outcomes**

The Council has a robust Performance Management Framework in place which flows from the Vision, into the Annual Delivery Plan and into individual service plans.

The Performance Management Framework contains key performance indicators to measure the performance of the services. There is also an organisational development framework in place including continuous performance reviews, one-to-ones, and clear job descriptions.

The Cabinet is responsible for ensuring that actions approved as part of the Budget and Policy Framework are delivered in each service area. The Overview and Scrutiny Committee scrutinise portfolio holders, examine Council performance and future plans. The Overview & Scrutiny Annual Report is then approved by the Council.

Feedback from residents and businesses is obtained through the biannual resident's survey to ensure that a high level of customer service is delivered and that they are happy with the Council's priorities and services.

### **E – Developing Capacity**

Asset capacity is considered in the newly refreshed Asset Management Plan. The Vision and the performance monitoring framework considers capacity (including assets) as to the best services that can be delivered with the available resources.

There is a robust learning and development programme for officers including mandatory e-learning on a wide variety of subjects and management training. Councillors also have a training and development programme in place, which consists of a comprehensive induction

programme, specific committee training e.g. planning, licensing and governance issues such as the code of conduct.

## **F – Managing Risks**

A Risk Management Strategy and strategic and operational risk registers are in place, which are regularly reviewed by officers and Councillors. The Strategic Risk Register is reviewed annually and links to the Council's top priorities and strategic objectives. To improve the risk management approach the Council is implementing a revised format of the strategic risk register for greater accessibility.

Financial Procedure Rules together with the Contract Procedure Rules and Officer Employment Procedure Rules, set the framework of internal controls. Internal audit has a programme of work designed to assess how this framework operates in practice and reports to the Audit and Standards Committee.

Partnership working is governed by agreements, memoranda of understanding or protocols relevant to the type of work or relationship involved. The Council's legal services ensure all are fit for purpose and the Council's interests are protected.

The Council has strong IT security requirements which reflect hybrid and virtual ways of working. The Information Governance Group meets quarterly to discuss and monitor compliance with corporate systems of internal control, data security, data protection and governance issues. Any issues are reported to the Council's Senior Information Risk Owner (SIRO).

The Council's Emergency Planning and Resilience specialist oversees and monitors the Council's range of business continuity plans including the Corporate Business Continuity Plan. Business Continuity desktop exercises are regularly held with the Emergency Planning and Resilience specialist.

## **G – Transparency and accountability**

All Council meetings are held in public, and minutes and webcasts are available on the Council's website.

There is an effective Audit and Standards Committee with defined roles and responsibilities and undertakes core functions in accordance with relevant CIPFA guidance. The external Annual Audit Report is submitted to that committee.

The Annual Report of the Audit & Standards Committee was approved by the Council in April 2025.

Annual financial statements include a narrative summary on the Council's performance during the year as well as reporting the financial position.



The Council's governance arrangements for budgeting, the accounts, financial decision making and compliance with codes of practice and legislation are in accordance with the financial management standards set out in the Financial Management code. No significant issues or concerns have been raised by internal or external audit.

### **Our assessment of effectiveness**

The Council uses several ways to review the effectiveness of governance arrangements. One of the key assurance statements is the Corporate Governance Review 2024/2025 undertaken by Internal Audit and which provided substantial assurance on the arrangements in place. This is an increase in the assurance level from 2023/2024.

Internal Audit reviewed the following areas which have particular relevance to the Annual Governance Statement:

- Corporate governance framework arrangements
- Risk management
- Performance management
- Business continuity and emergency planning
- Information governance

The review of effectiveness is also informed by:

- The work of the Council Management Board and the senior managers who have reasonability for the development and maintenance of the governance environment;
- The Council's risk management framework;
- The Audit and Standards Committee internal audit progress reports;
- Comments made by external auditors and other review agencies and inspectorates;
- The Head of Internal Audit's Annual Report; and
- The completion of Annual Assurance Statements by all Heads of Service as at 31 March 2025.

All Heads of Service returned completed Annual Assurance Statements as at the 31 March 2025. The Annual Assurance statements highlighted the following matters for consideration:

- Embedding of health and safety measures in green spaces
- Operational health and safety in Community Support Services
- Reconciliation of Community Infrastructure (CIL) monies across systems

The Council's Management Board has been made aware of all these issues. The issues which have arisen in relation to the Council's Community Support Service were highlighted in the previous AGS and considerable steps have been taken to improve service delivery including training and management support. A triangulated approach to consideration of this has taken

place which included the Directors report, Internal Audit report and an independent report by the Council's Risk Management Partners. Each of these reports indicated the positive steps that had been taken, and this has been reported to Councillors (Cabinet, Audit & Standards and Full Council). The Council has considered its approach to health and safety and has taken steps to ensure IOSHH training has been put in place for Heads of Service, Statutory Officers and Directors. A number of key staff have also had full IOSHH training. The resources for health and safety have also been addressed.

The reconciliation of the systems for the CIL monies has now taken place.

The Head of Internal Audit's Opinion for the year 2024/2025 is:

### Audit Opinion

**Reasonable Assurance** - There is a generally sound system of governance, risk management and control in place. Some issues, non-compliance or scope for improvement were identified which may put at risk the achievement of objectives in the area audited.

It is confirmed that the Local Code of Corporate Governance was in place for 2024/2025 and is being reviewed for 2025/2026 and accords with the principals of the CIPFA/SOLACE "*Delivering Good Governance in Local Government Framework*" 2016 as updated in May 2025. The Council's financial management and assurance arrangements conform with the governance requirements of the CIPFA statement on the Role of the Chief Finance Officer in Local Government 2016.

CIPFA published the Code of Practice on "*Managing the Risk of Fraud and Corruption*" in 2014. The Council has adopted an approach that is appropriate for its fraud & corruption risks and commits to maintain its vigilance to tackle fraud. We have no knowledge of any actual, suspected, or alleged fraud affecting the Authority which would cause a material misstatement in the financial statement's either through fraudulent financial reporting and/or misstatements resulting from misappropriation of assets for 2024/2025.

### Outcomes, value for money and improvements during the year

The Audit and Standards Committee received the Council's appointed External Auditor's (Grant Thornton) Audit Findings for 2023/2024 in February 2025. This report contains an unqualified opinion on the 2023/2024 financial statements.

The Auditor's Annual Report was also reported to Council in March 2025 under all three areas of 1) financial sustainability, 2) Improving economy, efficiency and effectiveness and 3) Governance that the conclusion was that there are no risks of significant weaknesses identified.

The direction of travel for the Council is reported as stable for financial stability with one improvement recommended. The direction of travel for governance and improving economy, efficiency and effectiveness way on an upwards curve with no improvements needed.

Other governance outcomes are shown below:

Issues Identified	Performance in 2024/2025
Formal reports by Chief Finance Officer or Monitoring Officer to the Council	None
Outcomes from Audit and Standards Committee or Monitoring Officer Investigations	<p>The Monitoring Officer received 6 complaints about member conduct in 2024/2025 some of which were against more than one Councillor in a single complaint. The outcomes of these are: Two complaints about two separate Councillors have been dismissed as appropriate apologies have been given. • Two complaints about two separate Councillors around conduct at planning committee meeting have been closed as after initial response provided complaint not taken further.</p> <ul style="list-style-type: none"> <li>• One complaint against three Councillors dismissed as no merit in investigation.</li> <li>• One complaint proceeded to investigation but has now been resolved with a local resolution.</li> </ul>
Proven frauds carried out by Councillors or officers	None
Objections received from local electors	None
Local Government Ombudsman (LGO) referrals upheld	Of the 23 complaints referred to the LGO 2 were upheld, both of which have been remedied, one with an apology being given and the other with financial recompence.
Information Commissioner referrals upheld	None

The Council continued the monitoring of performance to ensure that continuous improvements are made.

The Council has a People Strategy and a delivery plan which sets out the five key commitments that provide focus for growth as an organisation to deliver our Vision until reorganisation. These are all about supporting and developing high performing teams, valuing diversity of the workforce and engaging people at all levels to ensure we are one council.

### How we have improved our governance arrangements in 2024/2025

The key work to improve the governance arrangements in 2024/2025 was a further review of the Council's constitution, the purpose of the review was to:

- Improve readability using modern language, making it more user friendly and removing duplications;
- Provide greater governance control and accountability;
- Provide greater transparency;
- Streamlining and aligning arrangements and financial thresholds;
- Providing a clear scheme of delegations to officers; and
- Updating to ensure that all legislative provisions are up to date.

This included a complete overhaul of the Contract Standing Orders and Financial Procedure Rules. Training has been provided to officers on decision making processes within the Council. An independent review of the Council's Strategic Risk Register was undertaken by the Council's Risk Management Partners to ensure that best practice is incorporated,

### Where our governance needs to improve

We need to ensure that our Local Code of Corporate Governance is reviewed and that this is accessible to both officers, members and the public. To achieve this, it has been removed from the constitution and will be available once reviewed on a governance section of the Council's website.

The use of AI is becoming more prevalent. The Information Governance Group is aware of the importance of ensuring the correct use. It is acknowledged that an AI use policy needs to be put in place for the Council and this is being developed.

It is acknowledged that the Council could strengthen its contract management processes and procedures and is embarking on a project to develop more robust practices.

Although the independent review confirmed that the Strategic Risk Register is fit for purpose, it is considered that this can be structured to make it clearer as to the steps the Council have taken to mitigate risk and the impact those mitigation measures have had on those risk levels. A new register format is being produced and appropriate officers and all councillors are being provided with training on risk management and insurance.

The changes taking place with Local Government Reorganisation present both opportunities and challenges. The Council must continue to engage in a broad programme of innovation, service review and redesign work so it can provide services for residents which are efficient, effective and deliver value for money, using available resources.

### Forward look on governance

The overall direction of travel by the Council is one of strengthening its governance arrangements, which can be observed through the work that has been undertaken and acknowledged in the external audit opinion. However, we must ensure we are not complacent, and we will set out a programme to address where we have highlighted our governance needs to improve.

Having a dedicated section of the website on governance will ensure accessibility to important documents such as the Local Code of Corporate Governance and this Annual Governance Statement. The transparency will highlight the steps that the Council are taking to ensure that robust governance systems are in place.

### Conclusion and Certification

Good governance is about doing things properly. It is the means by which the Council demonstrates that it is taking decisions for the good of the people of Elmbridge in an open and equitable way. It recognises the standard of behaviour that supports good decision making. It is the foundation for the delivery of good quality services and fundamental to showing that public money is well spent.

### Certification

We have been advised on the results of the annual review of the effectiveness of the Council's governance framework, as set out above. We will continue to monitor best practice and potential improvements as part of our next annual review.

We confirm to the best of our knowledge, that this statement provides an accurate and fair view of the Council's operations and governance framework.

### Signed on behalf of Elmbridge Borough Council by:

..... Mike Rollings, Leader of the Council

..... Adam Chalmers, Chief Executive