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Strategic Finance

# Statement of Accounts 2024-2025



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**Gloucestershire**  
COUNTY COUNCIL

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## Foreword to Narrative Report

Gloucestershire County Council remains a financially stable organisation, delivering for the residents of Gloucestershire.

2025/26 will see us invest over £665 million into services and projects across Gloucestershire. This includes a net increase in investment of £48 million compared to last year. This does not mean we are immune to the challenges faced by other local authorities across the country, but it puts our council in a stronger starting position than many others.

Our investment across the county in 2024/25 allowed us to make improvements to our services. As part of the £100 million investment into Gloucestershire's roads, we have been able to improve roads across the county. This included resurfacing 176 roads and filling tens of thousands of potholes last year alone. Working hard and investing to make further improvements to Gloucestershire's roads is a key priority for our new Administration following May 2025's elections.

The new state-of-the-art Arle Court Transport Hub was opened in Cheltenham last summer and will allow more people to choose sustainable transport methods. The facility offers reliable bus links to Gloucester and Cheltenham, making public transport a more convenient option. In turn, this will reduce congestion, lower CO2 emissions and improve air quality in the region. Arle Court Transport Hub is also supporting electric vehicles, with 100 7kW EV charge points on site. Our ambition to tackle the climate emergency and to reduce Gloucestershire's carbon emissions continued last year, with more trees planted and more EV charging points installed. We remain committed and focussed on leading by example during 2025/26 and beyond.

Over the past 12 months we have seen the Robin, the bookable bus service extended into five rural areas, improving connectivity for these communities. In the last year, we also invested an additional £23.3 million into protecting the most vulnerable children in our communities and throughout 2025/26, we will be doubling down on our efforts to support our most vulnerable young people, making sure more of them can get the support and care they need closer to home.

The council continues to challenge itself on how we can work more effectively and as a result has identified £24.5 million in savings, additional income and efficiencies for 2025/26.

There is much to do, and we are ready to roll up our sleeves and get to work Improving Customer Experience with passion, determination, and an unwavering commitment for an ever-stronger Gloucestershire.



Cllr Lisa Spivey  
Leader



Jo Walker  
Chief Executive

# Deputy Chief Executive and Executive Director of Corporate Resources Narrative Report

## Introduction

Welcome to Gloucestershire County Council's Statement of Accounts for 2024/25. The Statement of Accounts reports the income and expenditure on service provision for the financial year and the value of the Council's assets and liabilities at the end of the financial year. This is done in accordance with proper accounting practices, as defined in the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Local Authority Accounting in the United Kingdom (the Code), and in accordance with the Accounts and Audit Regulations 2015, as amended by the Accounts and Audit (Amendment) Regulations 2022.

Our 2024/25 audited Statement of Accounts needs to be submitted to the Council's Audit & Governance Committee (our appropriate body) for approval on 26<sup>th</sup> September 2025, following a thirty working day public inspection period which will commence on 8<sup>th</sup> July 2025.

In line with these timescales our 2024/25 Statement of Accounts are prepared to adhere to the statutory deadlines, with the Statement of Accounts being available to our auditors, KPMG, on 16<sup>th</sup> June 2025. Continuing to produce a quality set of accounts has only been possible due to the hard work and dedication of staff in Strategic Finance and across the whole Council.

As in previous years, the financial statements demonstrate that the financial standing of the Council continues to be robust. We have employed good financial management disciplines, processes, and procedures during the year, and we continue to strive for on-going improvement and excellence.

This Narrative Report provides information about Gloucestershire, including the key issues affecting the Council and its accounts. It provides a summary of the financial position as at 31<sup>st</sup> March 2025 followed by an explanation of the financial statements, including information on significant transactions during 2024/25.

To comply with the Code, the information contained in the accounts is, by necessity, technical and very complex, hence the length of the accounts. The aim of this narrative report is not only to provide readers with a wider overview of the Council's financial position for the year ending 31<sup>st</sup> March 2025 but also to enable an understanding of the key issues. It does this by presenting an analysis of the budgeted and actual net expenditure for 2024/25 based on the management accounts and then provides a summary of the key financial statements included within the statutory final accounts.

## Our Context

Gloucestershire is a great place to live, work and do business. Most local people enjoy a high standard of living; and our levels of health and wellbeing are comfortably above the average for the country. Local people are generally well-educated, unemployment is low, and Gloucestershire's economy is strong and resilient.

Our natural environment is incredibly varied with 38 landscape character types, around 120 Sites of Special Scientific Interest and 3 Natural Landscapes (Areas of Outstanding Natural Beauty) which covers 51% of the county's area, as well as nature reserves and other natural assets.

However, there are areas of the County where residents' outcomes fall well below national averages and where, as a result, local people are more likely to depend on the services we provide to meet their needs. 21,054 people (3.2% of the county's population) live in areas amongst the most deprived 10% in England.

The majority of the county (87.5% of the total area) is classified as rural. However, in 2022 only 29.2% of the county's population resided in rural areas. Gloucestershire's urban areas accommodate the majority (70.8%) of the county's total population. The rural nature of the County makes it difficult for some people to access the services they need, and three out of every twenty Gloucestershire households have no access to a car or van.

The population of Gloucestershire increased by 47,495 people (7.8%) between 2014 and 2023. The rate of growth was higher than nationally, with the population of England and Wales increasing by 5.9% between 2014 and 2023. The population is also changing. The number of older people is predicted to continue to rise sharply over the coming years, and the biggest increases will be seen in the number of over-85s. As this is the age group most likely to need support from the Council, this means that health and care services need to be ready to respond.

Meanwhile, the child population is increasing at a slower rate. For the five years 2025-2030 we expect to see a steady decrease in overall demand for primary places. However, there are likely to be some local increases, predominantly in more urban areas where there is new housing development. Whilst secondary numbers have been increasing over the last few years, secondary school forecasts now show a slight decrease in pupil numbers between the forecast years Sept 2025 and Sept 2030 for the county as a whole. It should again be noted that the impact of new housing is not taken into account in those forecasts. There will be pressure on places resulting from rising numbers in specific localities across the county and in some areas current supply levels will not be sufficient. Demand for services for children with SEND is increasing in line with national trends. After a number of years of higher-than-national rates, the referrals to Children's Social Care and the rates of children receiving a statutory social care service are dropping to become more in-line with national figures.

The number of working-age adults in the County is expected to increase but at a slower rate than older people and children, meaning that, as a proportion of the population as a whole, the number of people who are more likely to rely on the Council for support is increasing. For every 100 people of working age, there were around 65 dependents in 2018, this is projected to increase to 80 in 2043.



Gloucestershire's economy recovered well from the pandemic, however there are signs that the job market is stalling, with the number of payrolled employees in March 2025 falling by 0.2% on the same month in the previous year. This was the first time there has been a negative change since the COVID-19 pandemic. The number of people claiming unemployment related benefits stood at 2.8% of 16-64 year olds in March 2025, up from 2.6% in March 2024 and 2.2% in March 2023, it is also higher than pre-pandemic levels. However, the claimant rate has consistently been lower than the national average, which stood at 4.3% in March 2025. In addition, there are concerns about the level of economic inactivity and people claiming Universal Credit with no work requirements (Not expected to work at present, this includes people whose health or caring responsibility prevents claimant from working or preparing for work, those in full time education, and those with child under 1), with 5.8% of 16-64 year olds falling into this group in March 2025, up from 4.5% in March 2024.

While these issues are not unique to Gloucestershire, they do pose significant challenges. We need to be imaginative about how we deliver services, help people to stay healthier longer, build communities that are resilient and provide the help and support needed.

## Council Strategy

The Council's vision, ambition and priorities for Gloucestershire are brought together in a Council Strategy – Building Back Better in Gloucestershire (2022 – 2026).

### Vision and Ambitions

The Council's vision is:

*To make the most of all that Gloucestershire has to offer, help improve the quality of life for every community, support businesses to be successful and make sure the county is a place where people want to live, work and visit.*

This is underpinned by nine ambitions for Gloucestershire. These are to be:

- **A Magnet County** - A growing working age population, with more 18-40 year olds with high level qualifications choosing to live and work in the county.
- **An Innovative County** - More businesses starting up, growing, and investing in research and innovation.
- **A Skilled County** - More people with high-level skills and jobs in skilled occupations.
- **A Prosperous County** - Rising productivity and household incomes offering higher living standards.
- **An Inclusive County** - The economic and social benefits of growth to be felt by all communities, including rural, urban and our areas of highest deprivation. Opportunities to be available for all and good relations between those who have protected characteristics and those who do not.
- **A Healthy County** - People to have a good work/life balance and improved health and wellbeing.
- **A Connected County** - Improved transport and internet connections so that people and businesses can connect with each other more easily.
- **A Sustainable County** - More efficient use of resources, more use of sustainable energy and net zero emissions by 2045.
- **A Resilient County** - Active, resilient local communities that keep people safe, provide them with support and help them to make a positive contribution.

The Council's Priorities for 2022 to 2026 are as follows:

### Tackling Climate Change

- Deliver a Climate Change Strategy and Action Plan that reduces council emissions to net zero by 2030 and helps to reduce Gloucestershire's emissions to net zero by 2045.
- Support communities and businesses to do their bit, investing in 1000 electric vehicle charge points & to increase Gloucestershire's woodlands and biodiversity.
- Lead by example, putting climate change at the heart of our decisions and working in partnership across Gloucestershire's public sector to make the greatest impact.

## **Improving Our Roads**

- Invest a further £100 million in road resurfacing over 4 years:
- Reduce the number of roads which require significant repair or replacement.
- Improve network resilience to adverse conditions.
- Improve customer satisfaction with road condition.
- Do more proactive planned works and fewer reactive repairs.
- Refresh our road safety policy and review speed limits where there is an evidenced safety concern.

## **Sustainable Growth**

- Encourage the development of a single plan for Gloucestershire's future growth, through partnership working between all local authorities and other stakeholders.
- Secure the funding for the infrastructure needed to deliver this growth.
- Make sure that the skills, training, and education are directly linked to the future jobs being created.
- Support delivery of the Gloucestershire Climate Change Strategy by ensuring growth is sustainable and supports development of green skills and jobs.

## **Levelling up our Communities**

- Work with local partners to attract national Levelling Up Funding to regenerate our high streets, market towns and neighbourhoods.
- Listen to local communities about what they want to achieve and how.
- Work alongside neighbourhoods to develop plans that build on their strengths and attract local and national investment to help deliver them.
- Support local residents to develop new skills, careers, and job opportunities.
- Link local people to jobs by providing sustainable transport solutions and reducing barriers to employment.
- Shape local community services to make sure they can adapt to the needs and aspirations of local residents.
- Work with local schools and academies to improve the quality of local education provision.

## **Securing Investment for Gloucestershire**

- Support the delivery of major transport investment.
- Progress the delivery of the Gloucestershire Sustainable Travel Corridor.
- Bid for funding to improve M5 Junction 9 and re-route the A46 to help deliver the Garden Town proposals.
- Work with the Western Gateway Partnership to secure improved rail connections that support business and leisure needs.
- Secure nationally important investment programmes to create improved job opportunities, including Cyber Central as part of the Golden Valley development.



### **Transforming Children's Services**

- Continue to develop a comprehensive range of good quality education, early years and care provision that meets the needs of all young people, including those with additional needs.
- Improve our early intervention/early help offer delivered through a multi-agency Family Hub model.
- Support local schools to develop a high performing local education system that meets the needs of all pupils, particularly the most vulnerable.
- Continuously improve services through effective intervention and development of local provision. Build on our investments in local provision such as Trevone House and our £150 million investment in schools.
- Invest in social workers and other frontline staff by developing our comprehensive training and development offer, supported by the Children's Services Academy.

### **Transforming Adult Social Care**

- Make early intervention and prevention, together with strength-based working, into all aspects of our work across the Adult Social Care System, and in our engagement with the developing Integrated Care System in the county.
- Build a world class 'model' of short-term care (the 'Enhanced Independence Offer') together with the NHS and other partners.
- Deliver a Technology Strategy: exploring the potential of technology to support carers and improve the quality of care that people receive.
- Work with independent care providers to address capacity gaps and over provision, including use of central government funding to improve the terms and conditions of care sector staff.
- Respond to Government legislation which will begin a once in a generation transformation of adult social care.

### **Transforming Gloucestershire Fire and Rescue Service**

- Deliver our Service Improvement Plan supported by additional investment and resources.
- Improve the culture of our service.
- Embed the Fire Professional Standards to make sure our staff and the communities we serve are safe and well.
- Deliver our Community Risk Management Plan (CRMP) to reduce the risk of fire and other emergencies in the county.

### **Improving Customer Experience**

- Make it easier and quicker for customers to find the advice or support they need.
- Wherever possible resolve issues/questions the first time a customer contacts us.
- Look to find the best possible solutions for our customers, even if that means looking beyond our own role or services.
- Develop a Customer Improvement Strategy, to make sure our staff and customers know what we expect from them.
- Regularly ask customers how we are doing and respond to what they tell us.
- Train and support staff to deliver a consistently positive/fair experience for all customers.
- Maintaining ways for customers to get help and information by phone and in person, including those that lack digital skills and online access.

### During 2024/25, we have:

- Achieved £26.4 million of savings.
- Continued to modernise the workforce to respond to changing needs and challenges.
- Continued to make improvements to support our vision to become a council that empowers and enables its staff to work flexibly, whilst continuing to meet business needs and promoting a healthy work / life balance. These new ways of working were supported in 2024/25 through investment in video conferencing technology, refurbishment of office accommodation to better meet the requirements for how our buildings are used, and further training and support to help managers and teams to adopt new ways of working.

### Funding for Adult Social Care

Adult Social Care budgets continued to be under significant pressure in 2024/25 both locally and nationally as last year, this pressure continues to be impacted by the response to the numbers of discharges from hospital during the fiscal year. Adult Social Care has worked jointly with the Integrated Care Board and NHS providers within the Integrated Care System (ICS) to manage the numbers and flows out of hospital into the most appropriate setting and ultimately home, and the Discharge Fund has supported this financially.

There continues to be a growing rise in demand for support from people with increasing complex needs. This is managed through the Adult Transformation Programme (ATP) and involves a range of partnerships, including other public bodies, provider organisations and the voluntary and community sector and supported through the Working as One Programme. The Adult Transformation Programme reflects the scale and pace of change required to ensure we can promote and support people to live independently within the County. Communicating our intentions and listening to the voice of those we support is central to enabling us to effectively do this. Part of Adults operating model includes the 'Make the Difference' model based on the previous three tier conversation approach (Tier One – Help to help yourself, Tier Two – Help when you need it and Tier Three – Ongoing support for those that need it) which gives structure to the focus on helping people to help themselves. The ATP has been updated to reflect the ongoing assurance and reform agenda now and in the future. We continue to work even more closely with partners, under the ICS, District Councils, Provider organisations and the voluntary and community sectors.

### Gloucestershire Fire and Rescue Service

His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) published their final report in May 2024 setting out the findings from the full inspection carried out in late 2023. Following a revisit in January 2025, the HMICFRS acknowledged the substantial progress made by GFRS in establishing a positive workplace culture and values, as well as recognising substantial improvements within our business fire safety (protection) services. As a result, two of the three Causes of Concern have been removed by the HMICFRS, these are 'values and culture', and 'protection'.

A report setting out the findings of an independent review to explore claims of bullying and racism that took place between 1991 to 2018 was published in November 2024. The review was commissioned by the Chief Fire Officer and was carried out by West Midlands Employers (WME). Whilst it does confirm that GFRS is not currently institutionally racist it recognises that the Service continues to struggle with the legacy of its past. There is much still to do to continue to change and embed the work which is already starting to transform GFRS culture, and recommendations from the report are being planned out and delivered.

During 2024-25 the Service began a process which included extensive consultations based on external, objective modelling proposing potential changes in shift start and end times. This seeks to maximise the efficiency and effectiveness of firefighters' time in maintaining safer communities and keeping firefighters safer.

## People

The way in which the Council delivers its services continues to change, including adopting different ways of working to enable a more agile workforce, whilst at the same time contributing to our climate change agenda. We continue to evolve our approach to the way our employees deliver and commission services and to the way we work, making the best use of technology.

### Workforce Headcount

Gloucestershire County Council employed 4,635 individuals as of 1<sup>st</sup> April 2025, this includes 440 Gloucestershire Fire & Rescue service staff, however, excludes all schools staff and casual staff. If a member of staff has two contracts with the Council, they are only counted once in the above figure. GCC Workforce Headcount statistics are published on its [website](#).

We have developed a new Workforce Strategy for 2024-27 which recognises that the Council is a major stakeholder and influencer on behalf of the people of Gloucestershire and we play a leading role amongst a wide range of partners in delivering public services. We have an ambition to transform and strengthen community services, and this strongly influences our view of what comprises 'the workforce'.

The County Council's services are overwhelmingly delivered through people, directly or indirectly, and so the effectiveness of those services will be chiefly influenced by how well our workforce is enabled, with the appropriate workplace culture, capacity and capability to carry out their roles. It is our aim to innovate and adapt to achieve the delivery of our statutory responsibilities and to continually improve the quality of services delivered. Therefore, we will develop our workforce to be motivated and skilled to work creatively, flexibly, and efficiently, with our Council core values; accountability, integrity, empowerment, respect and excellence, at the centre of what we do.

### Consideration of the Equality Duty and Decision Making

Our Due Regard Process ensures that we consider the three aims of the public sector equality duty when we plan and deliver our work and when making decisions.

The general duty requires the Council to have due regard to the need to:

- Eliminate discrimination, harassment, and victimisation.
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it.
- Foster good relations between people who share a protected characteristic and people who do not share it.

Our process ensures that decision makers consider these aims as part of their day-to-day working practices and our policies reflect that approach.

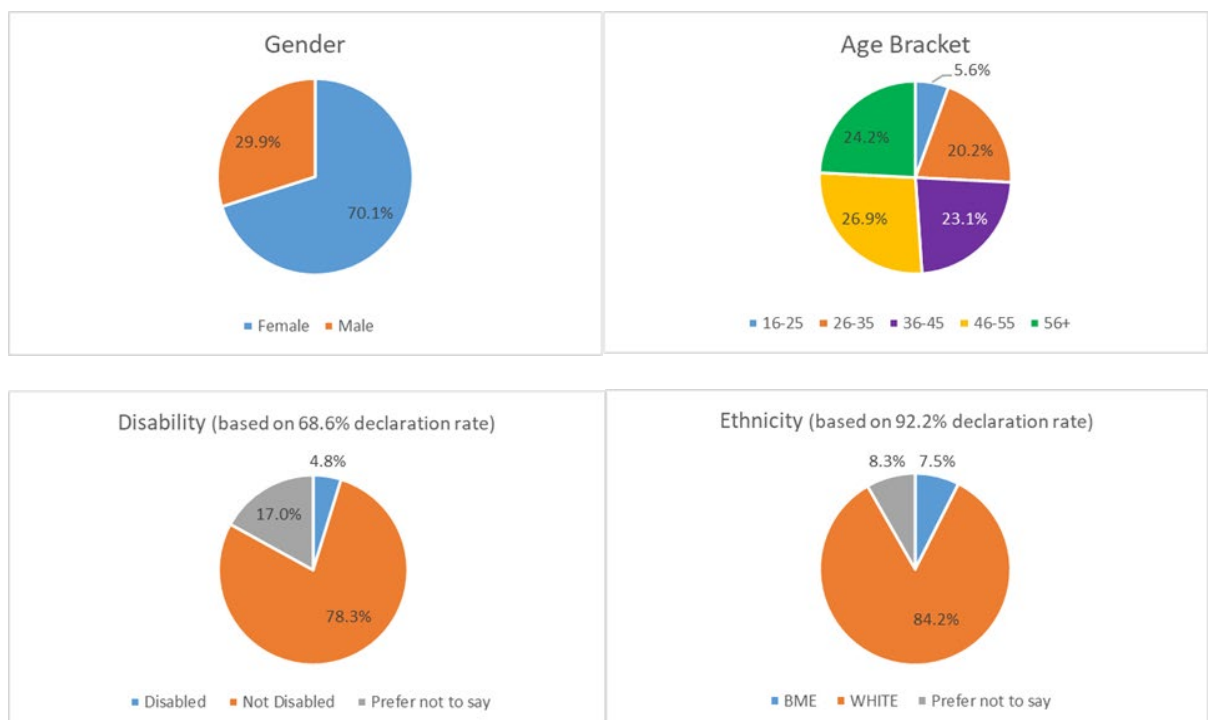
The Council's most recent annual Workforce Equalities, Diversity and Inclusion Report (2024) is a snapshot based on the 4,369 employees as at 1<sup>st</sup> July 2024.

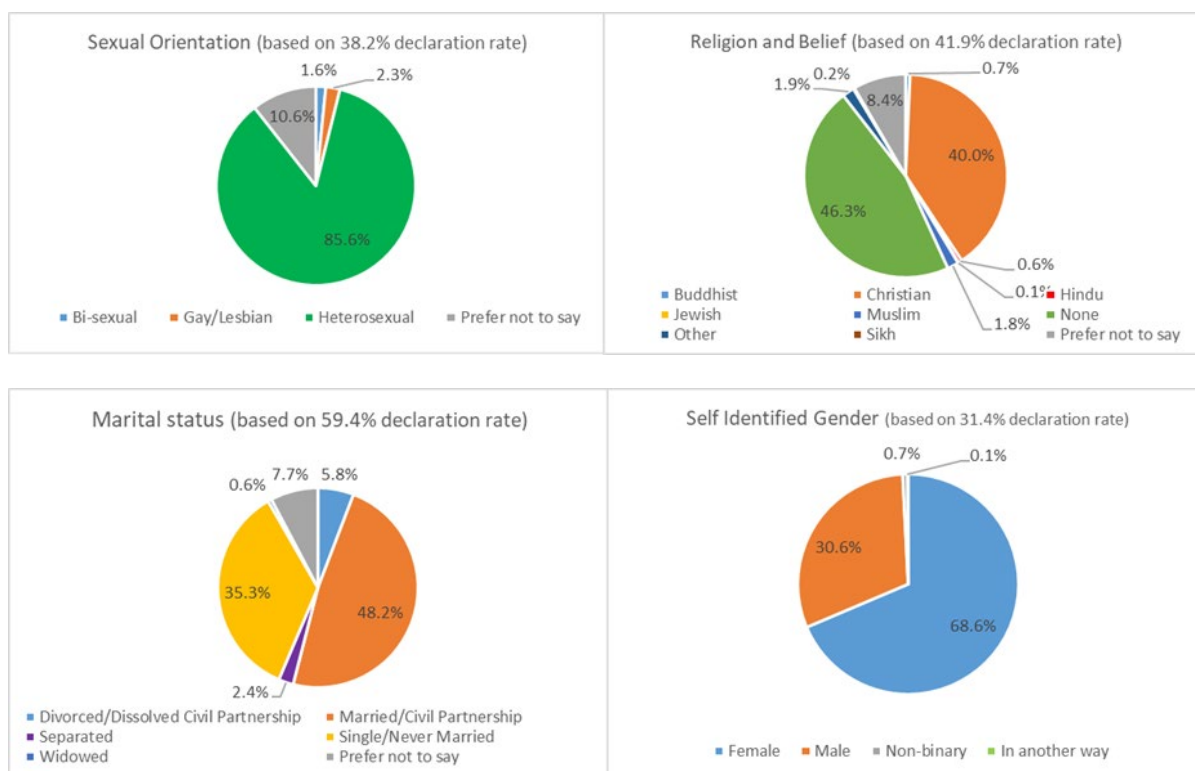
The 2024 Workforce Equality Report has been created using data held with our HR/Payroll software with a reporting date of 1st July 2024. Like most similar employers, Gloucestershire County Council's equality data is optional for staff to complete, and therefore the data contains gaps. Work is underway to make data captured at the point of recruitment more complete and to make it easier for staff to update their information whilst they are working for us.

The EDI report will be run every year to establish any trends. Completion rates vary between the different protected characteristics which does impact the quality of the conclusions drawn in the report. Any recommendations made using the data in the report are intended to be proportional, and therefore the disclosure rates are taken into consideration. In 2024, we compared data across three years, and we will continue to do so. This is to support further trend analysis and may be used as a key performance indicator for ED&I initiatives. The 2024 data is also compared to the published data from the 2021 census by the Office for National Statistics (ONS).

We have employees who have declared themselves transgender and non-binary. 31.4% of staff chose to declare a self-identified gender, this includes a response which are the same or different to the individual's sex at birth. As with last year, this figure is low and disclosing the data in this report could lead to the identification of individuals, which would not be legal. Gloucestershire County Council is committed to providing an inclusive, productive, comfortable, supportive and, most importantly, safe environment for transgender employees, before, during and after transition.

The Council's workforce profile (as at 1<sup>st</sup> July 2024) is illustrated in the following graphs and is based on the data that is submitted by our workforce. We continue to encourage people to report openly so that our policies are as fully informed by staff feedback as they can be.





Further information from the Council's Workforce Equality and Diversity and Inclusion Report can be found on the Council's website at:  
<https://www.gloucestershire.gov.uk/council-and-democracy/equalities-and-our-duties-under-the-equality-act-2010/equality-information-and-analysis/>

## Performance

Despite a continued challenging context, in terms of increasing costs, demand for our services and recruitment of some key staff, we are achieving the goals we have set ourselves, and delivering the priorities set out in our Council Strategy.

### Adult Social Care

Inspectors from the Care Quality Commission carried out a full assessment of Gloucestershire's Adult Social Care service in September 2024. Gloucestershire was rated '*requires improvement*' under the new CQC assessment process which looks at nine areas spread across four themes. This outcome matches with the council's own published self-assessment, demonstrating that it knows its services well.

Inspectors noted that the county's Adult Social Care Services is in the middle of a large-scale five-year transformation programme which they could see is already having a positive impact on services. They said there was a clear strategy to improve quality, enhance commissioning and develop the use of data. The council is investing an additional £5.6m in its Adults Transformation plans over the next two years. This is included within the £224.921m already committed to adult social care in the 2025 budget, which was approved by Full Council in February 2025.

Inspectors highlighted a strong leadership with good strategic oversight and a passionate and committed workforce. They highlighted the strong partnership and joint working between the council and its health partners to make sure people were discharged from hospital quickly. They found that a creative approach to providing people with mental health care and support was reducing the demand for inpatient hospital treatment. They were pleased to see the number of initiatives to support people to stay healthy and independent, with specialist resources for those with a learning disability or autism. However, the report noted some inconsistencies in functions delegated to health partners, such as mental health and occupational therapy.

The CQC found that waiting times for assessments, care planning and reviews had improved significantly, but said there were still some inconsistencies. Inspectors said people wait too long for a deprivation of liberty assessment and recognised the council is undertaking work to address this.

Whilst access to home care differs across the county, a new hyper localised approach to commissioning care is helping to overcome these challenges. Work is also already underway to improve support for young people transitioning to adulthood by starting this earlier. Inspectors found unpaid carers had a timely assessment of their needs, and the community support available through Gloucestershire Carers Hub was viewed positively by both carers and partners. However, some carers were not always informed of their right to support, and assessments for unpaid carers and the person they care for could be better aligned.

Steps are already being taken to make progress in the areas that inspectors found needed improvement. The council has invested £600k from the government's Accelerated Reform Funding to further boost its plans to transform the information, advice, guidance and support available to carers. It has also undertaken an end-to-end review of its financial assessment and payments process, and recently extended its Online Financial Assessment tool to make it easier for individuals, their families and carers to complete a financial assessment at a time which suits them.



## Public Health and Communities

During 2024/25, Gloucestershire welcomed a new community drug and alcohol treatment and recovery provider to the county. This was an opportunity to replace the previously reported successful completion and treatment effectiveness outcome measures with a new measure that covers the range of progress that individuals are making during treatment and combines: the proportion of those in treatment who completed successfully (excluding those who have acute housing problems), are drug/alcohol-free in treatment, or have sustained reduction in their drug and/or alcohol use. This is measured across a rolling twelve-month period and is also a key metric in measuring achievement against the 2021 National Drug Strategy (HM Government). We recognised that the change in provider could impact performance in relation to this measure and have therefore been monitoring performance during 2024/25 to establish a baseline for this new measure before setting a target in 2025/26.

The proportion of people taking part in the Healthy Lifestyles programme who achieved a significant risk factor improvement dipped below target during 2024/25 as we moved to a new Healthy Lifestyles Service provider, which impacted on activity and performance levels during the transition period. Between April and December 2024, a total of 324 (29%) people taking part in the programme experienced a significant improvement (against a target of 65%). Indications are that performance has continued to improve into quarter four (January to April 2025).

The proportions of all smokers, and of pregnant women who smoke, achieving a four week 'quit', have also dipped below target in 2024/25 during transition to the new Healthy Lifestyles Service provider. Overall between April and December 2024, 361 (41%) of people taking part in the stop smoking programme had quit smoking at four weeks and 23 (38%) of pregnant smokers had quit. The target for both indicators is 60%. Again indications are that performance has improved during quarter four (January to April 2025).

Our latest annual data on childhood obesity is for academic year 2023/24. In 2023/24, the proportion of children in Reception year with obesity (including severe obesity) sees no significant change from 2022/23 (9.0% vs 8.6%, respectively), and continues to be similar to the South West and England average.

National Child Measurement Programme (NCMP) data consistently shows that across the UK, the prevalence of obesity doubles between Reception Year and Year 6. In children in Year 6 in Gloucestershire, data continues to show a marginal (non-significant) reduction over the last two years from 20.4% to 19.9%. This remains higher than pre-pandemic levels (19.3% in 2019/20) and is 10.7% higher than children in Reception year.

In Gloucestershire, there is a difference in the likelihood of being very overweight in childhood depending on your sex, level of deprivation, ethnicity, and rurality. The gap in inequality of health relating to weight widens between Reception and Year 6, with rates becoming markedly higher for those children living in more deprived areas. This echoes what we see nationally, with children living in the most deprived areas more than twice as likely to live with obesity than those living in the least.

## **Children and Young People**

The Focused Visit undertaken by Ofsted in January 2025 to consider arrangements for older children in care and care leavers made two recommendations and found that “Strong corporate and political support has led to an impressive level of dedication and ambition for care leavers in Gloucestershire, which has significantly improved the experiences of many care leavers.”

There have been two monitoring visits following the SEND inspection of December 2023 and a performance dashboard has been developed to support leaders, managers and practitioners in tracking progress and taking appropriate remedial action where necessary. The challenging operating context and continued demand for education health and care plans (EHCP) has resulted in slower progress in improving the timeliness of EHCPs despite significant additional investment. Further measures to secure additional educational psychology capacity, should see improvement by July 2025.

Additionally, Hartwood House, our short break home for disabled children was inspected in February 2025 and judged to be Good overall.

In the forthcoming year we anticipate the Ofsted registration and inspection of at least three of our four new children’s homes, a monitoring inspection at Hartwood House, a full inspection under the Inspection of Local Authority Children’s Services framework and an HMI Probation led Youth Justice Inspection. We may also have a thematic SEND inspection and will continue with six monthly DfE/NHSE monitoring of actions in response to the recommendations of the 2023 SEND Local Area inspection.

## **Economy, Environment, and Infrastructure**

Good performance is being reported overall, with 94% of indicators on track at the end of 2024/25 reporting year.

After a period of full data being unavailable, we are now in a position to be able to report on Council Carbon emissions, tonnes of CO<sub>2</sub>e. Targets will be reviewed in time for 2025/26. Performance for Quarter 3 was 4,061.74 tonnes of CO<sub>2</sub>e (reported a quarter in arrears). Renewable Energy Generation (financial year to date 2024/25, a quarter in arrears) to the end of Quarter 3, 44 million KiloWatt hours of energy were generated.

Additional funding was granted in-year for proactive planned structural maintenance, resulting in over and above the original maintenance programme being delivered. While the planned programme was fully delivered, the number of defect repairs continues to grow year on year (with the exception of 2022/23), up 73% over the last 5 years (just under 60,500 defect repairs compared with almost 35,000 in 2019/20). Just over 30,500 non-safety defect repairs were also carried out in 2024/25, up 10% compared with the previous year.

Incidents resulting in death or serious injuries on our roads increased following the pandemic, peaking in 2022 at 409 people. Gloucestershire was an outlier compared to other counties. However, serious incidents have reduced over the last two years and were down 24% at the end of 2024 to 311 people. This is now similar to the level seen in 2019. Work is taking place to reduce speed limits and install average speed cameras at strategic accident spots across the county which aim to further reduce serious incidents and fatalities.

We aimed to install 500 public EV charge points in 2024/25. Delivery began positively, with charge points rising from 46 to 224 in Quarter 1, however, delivery was then static and has only increased slightly in Quarter 4 to 232. Plans are in place to increase delivery in 2025/26.

## **Community Safety**

His Majesty's Inspectorate of Constabulary & Fire and Rescue Services (HMICFRS) visited the Gloucestershire Fire and Rescue Service between 7 to 9 January to review the progress against the Service's ambitious action plan. During this visit, HMICFRS removed two of the three causes for concern.

Notably, the values and culture cause for concern was removed. The Service was recognised for having significantly improved and embedded its target values and culture among its workforce. The Service's extensive efforts to embed the workplace charter has ensured that the values and behaviours are embraced by the workforce. Embedding its target values and culture has been further supported by senior managers being more visible and approachable and displaying the Service's values.

The protection cause for concern was also removed following the revisit to the Service. HMICFRS commended the improvements in the GFRS protection services, observing that effective resources are now in place to support all aspects of the protection function. The Service is on track to meet its risk-based inspection targets and has introduced robust enforcement procedures, including increased inspection visits and 24 hour a day, seven day a week duty fire safety support.

Additionally, the Service has made good progress in its third cause for concern in promoting equality, diversity, and inclusion (EDI). Although not all staff fully understand the importance of EDI; ongoing training and engagement in this area was recognised to have led to improvements including an increase in staff declarations of diversity data.

## **Financial Performance**

### **Economic climate**

Both the UK and US elected new governments during the period, whose policy decisions impacted the economic outlook. The Chancellor of the Exchequer delivered her Spring Statement in March 2025, following her Budget in October 2024. Based on the plans announced, the Office for Budget Responsibility downgraded its predictions for UK growth in 2025 to 1% from 2%. However, it upgraded its predictions for the four subsequent years. Inflation predictions for 2025 were pushed up to 3.2% from 2.6%, before seen as falling back to target in 2027. The market reaction to the Spring Statement was more muted compared to the Budget, with very recent market turbulence being driven more by US trade policy decisions and President Trump.

UK annual Consumer Price Index (CPI) inflation continued to stay above the 2% Bank of England (BoE) target in the later part of the period. The Office for National Statistics (ONS) reported headline consumer prices at 2.8% in February 2025, down from 3.0% in the previous month and below expectations. Core CPI also remained elevated, falling slightly in February to 3.5% from 3.7% in January, just below expectations for 3.6% but higher than the last three months of the calendar year.

The UK economy Gross Domestic Product (GDP) grew by 0.1% between October and December 2024, unrevised from the initial estimate. This was an improvement on the zero growth in the previous quarter, but down from the 0.4% growth between April and June 2024. Of the monthly GDP figures, the economy was estimated to have contracted by 0.1% in January, worse than expectations for a 0.1% gain.

The BoE's Monetary Policy Committee (MPC) held Bank Rate at 4.5% at its March 2025 meeting, having reduced it in February. This follows earlier 0.25% cuts in November and August 2024 from the 5.25% peak.

Financial market sentiment was reasonably positive over most of the period, but economic, financial and geopolitical issues meant the trend of market volatility remained. In the latter part of the period, volatility increased and bond yields started to fall following a January peak, as the economic uncertainty around likely US trade policy impacted financial markets. Yields in the UK and US started to diverge in the last month of the period, with the former rising around concerns over the fiscal implications on the UK government from weaker growth, business sentiment and higher rates, while the latter started falling on potential recession fears due to the unpredictable nature of policy announcements by the US President and their potential impact.

The below list details 2024/25 budget setting principles, together with an update on the current situation for these key financial decisions:

- Council Tax referendum principle of 3% for 2024/25, with the Council setting a rate of 2.99% for 2024/25 and 2025/26.
- An additional 2% flexibility for Council Tax to fund social care for both 2024/25 and 2025/26.
- The Adult Social Care Workforce Fund rolled into the larger ASC Market Sustainability and Improvement Fund (MSIF) grant for 2024/25, and the Social Care grant was once again uplifted to fund the increasing costs of social care.
- The Improved Better Care Fund continued at a cash flat level of £20 million, although this has been increased to £25 million from 2025/26 and renamed the Better Care grant.
- The Services Grant introduced from 2022/23 was cut to just £0.5 million for 2024/25 and has been removed from 2025/26.
- Continuing one-year roll over settlements for 2024/25 and 2025/26, however there is now a commitment to implement multiyear funding settlements from 2026/27, and with the Fair Funding Review expected to be implemented from 2026/27, there is a tight timescale of consultations expected during 2025/26.
- A Business Rates reset is expected from 2026/27 and a consultation has been released which considers the mechanics of the reset and the elements of the retained rates system after the reset.

## Revenue Budget and Outturn Position

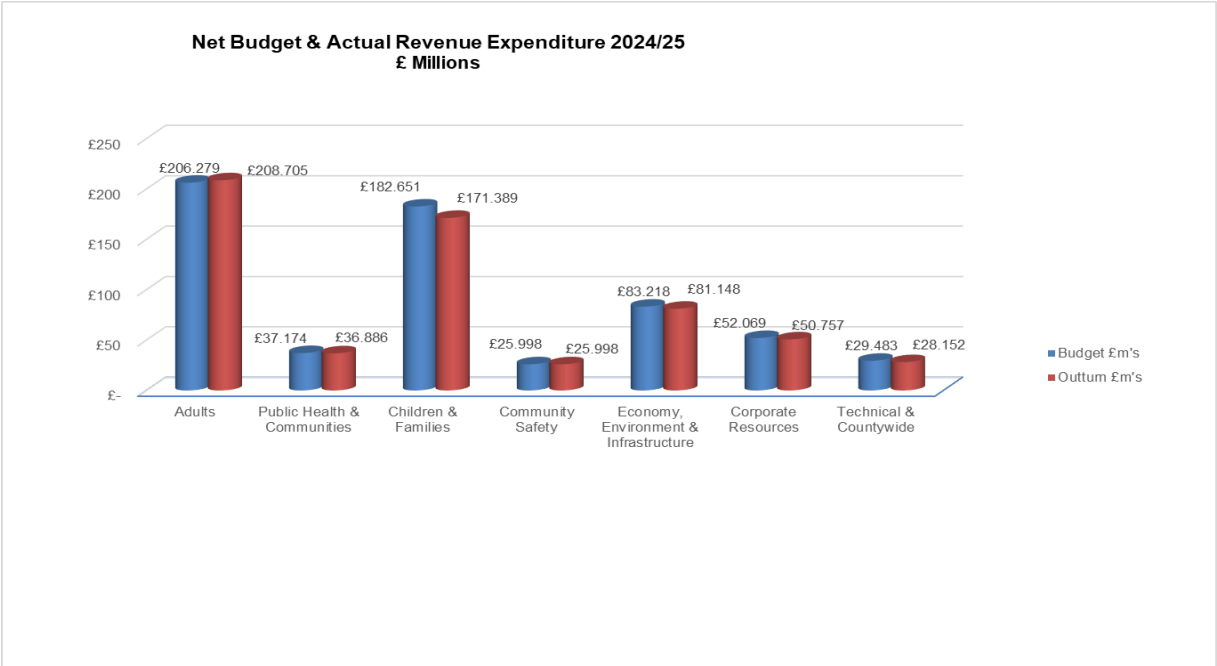
The approved budget for 2024/25 was £616.871 million which represented an increase in cash terms of £49.738 million, compared with the 2023/24 budget (£567.133 million). Under this Budget, Council Tax increased by 2.99% and an additional 2.00% Social Care Precept was applied, taking the overall increase to 4.99%.

During the year, the Council delivered £26.445 million of savings to address year on year funding reductions and fund unavoidable inflationary cost increases.

The revenue budget strategy for 2024/25 was to continue to maximise the delivery of efficiencies whilst protecting front line services. The Council is committed to robustly controlling budgets, repaying external maturing debt, and continuing to streamline back-office services all of which contribute to protecting front line services.

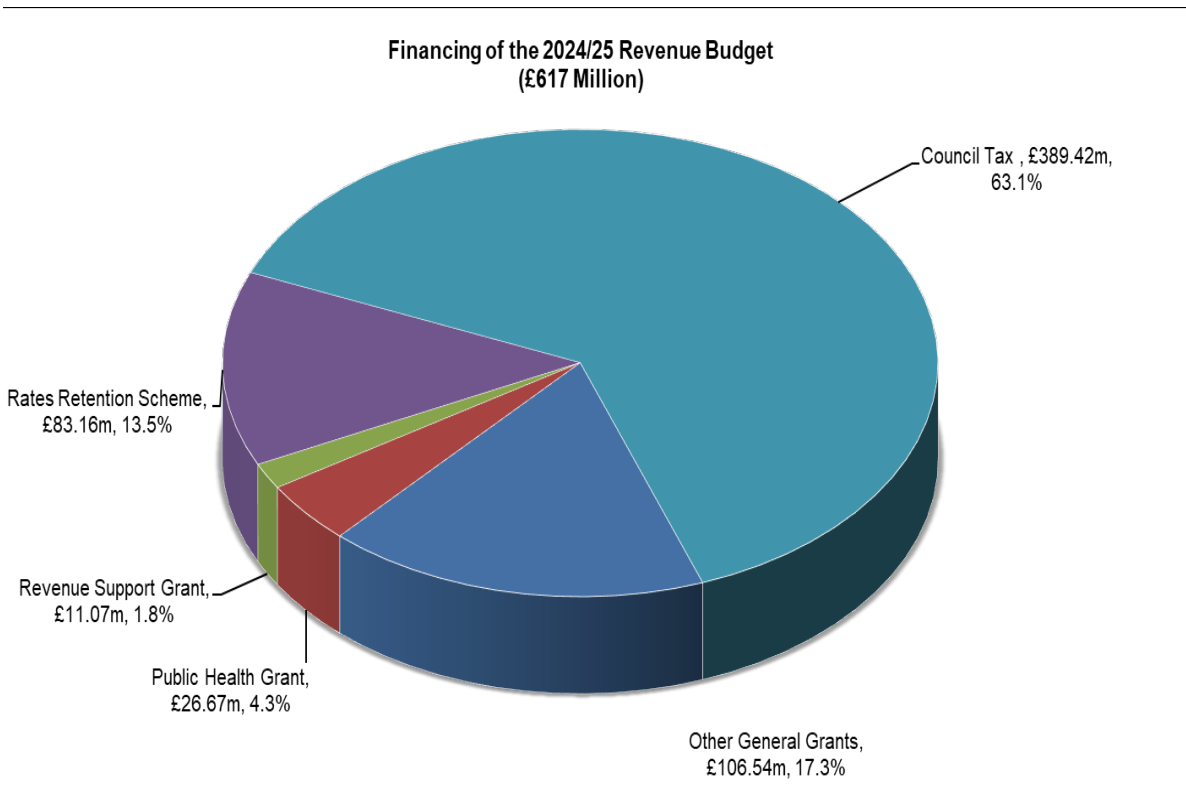
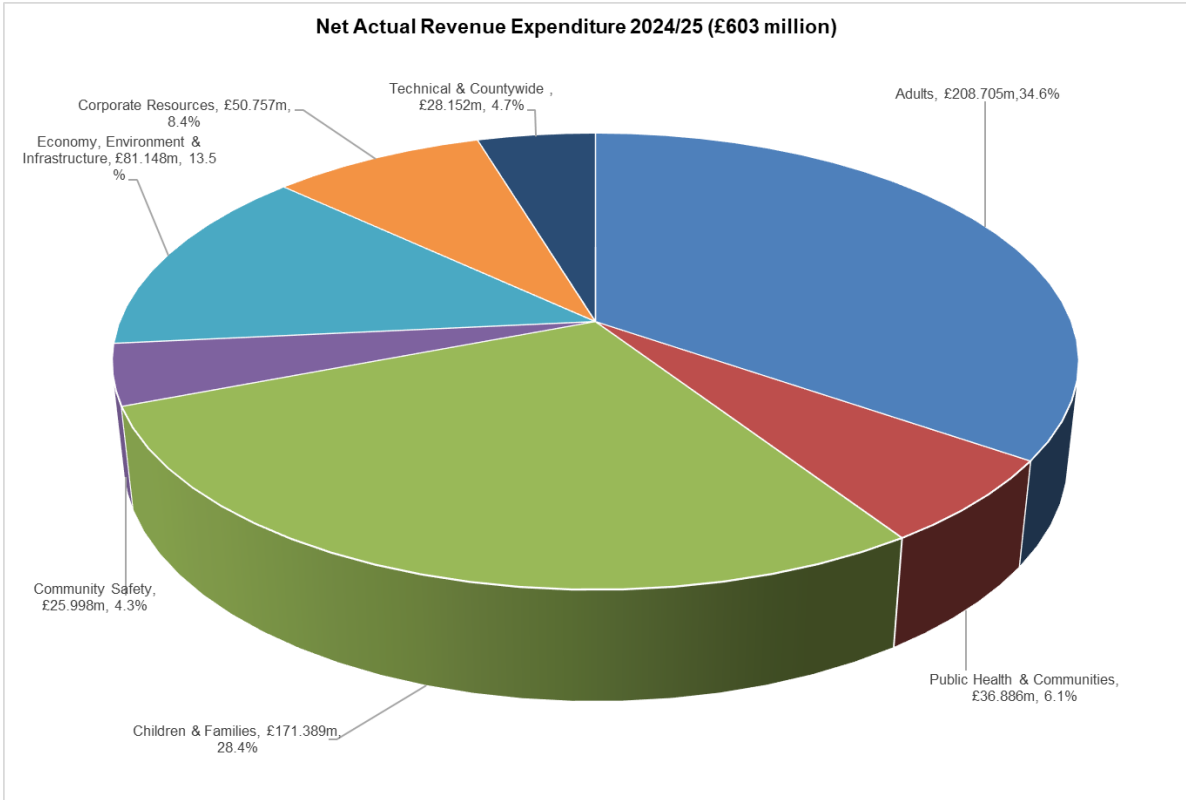
Following approved transfers to and from reserves, as set out in detail in Note 2 to the accounts, the 2024/25 outturn position was an underspend of £13.836 million. All of which has been transferred into reserves. The balance of the General Fund reserve is £36.831 million, which exceeds the minimum 5% balance as per the Council’s Reserve Strategy.

Net budget and expenditure by service area is shown in the chart below.



Full details and explanations of the outturn position can be found in the detailed outturn report submitted to Cabinet in June 2025, which is available on the Council’s website.

The outturn position for 2024/25 again provides a clear indication of the Council's strong financial stewardship during the year. Net actual expenditure by service area is shown in the chart below, which is followed by a chart showing the funding of this net expenditure.





## Usable Revenue Reserves

Usable reserves represent money set aside to fund future expenditure plans or reduce taxation. Full details of all usable reserve movements in 2024/25 are shown in note 2 of the accounts, with the summary position outlined below:

Type of Revenue Reserves	Balance at 1st April 2024 £'000	Balance at 31st March 2025 £'000
Earmarked Reserves – Non-schools	124,303	141,456
Earmarked Reserves – Schools Excluding Dedicated Schools Grant Deficit Account	25,708	23,921
General Fund Balances	32,384	36,831
<b>TOTAL USABLE REVENUE RESERVES</b>	<b>182,395</b>	<b>202,208</b>

Overall total usable revenue reserves increased by £19.813 million during the year.

### Earmarked Revenue Reserves - Non-Schools

Non-schools earmarked usable revenue reserves have increased by £17.154 million from £124.303 million at the start of the year to £141.456 million at the end of the year. Earmarked reserves include grant reserves which have been recognised as income due to the lack of technical grant conditions. However, such grants are ring-fenced for a specific purpose and will only be available to use in line with purpose set for each specific grant.

### Earmarked Reserves – Schools (excluding DSG deficit)

School Balances (excluding DSG deficit) have decreased by £1.787 million during the year.

### Dedicated School Grant

These accounts have been produced in accordance with the Schools and Early Years Finance (England) Regulations 2020, which required local authorities to carry forward overspends of Dedicated School Grant (DSG)\*. Further regulations which came into force on 29 November 2020 and mandated that any deficit must not be charged to the local authorities' revenue account but instead must be recorded in a separate account solely for the purposes of recording deficits relating to its schools' budget.

These regulations also mean that the use of funding from the revenue account to make good any deficit can only be made upon approval from the Secretary of State. This reflects the statutory requirement that a deficit must be carried forward to be funded from future DSG income.

As at 31 March 2025, the cumulative DSG deficit stood at £78.537 million—an increase of £32.786 million compared to the previous year's deficit of £45.751 million. Subsequent to the year end, the statutory instrument preventing the deficit from being offset against usable reserves was extended to 31 March 2028.

\*Such DSG deficits have accumulated over a number of years and are now common amongst upper tier councils responsible for SEND provision and have come about as a result of national policy decisions about the SEND system for which the grant is “far from sufficient to meet this demand” (Reference: Select Committee Report into Local Authorities in Financial Distress).

### General Fund Reserve

General Reserves have increased by £4.446 million to £36.831 million. This equates to 5.5% of the 2025/26 net revenue budget and therefore exceeds the 5% minimum threshold as required by the Council's Reserve Strategy (MTFS document). Exceeding this threshold—not merely meeting it—is the aim, as it provides a stronger financial buffer and enhances the Council's resilience to unexpected costs or economic uncertainties.

### Capital Reserves

In addition, usable capital reserves used to support the approved capital programme are as follows:

<b>Type of Capital Reserves</b>	<b>Balance at 31<sup>st</sup> March 2024 £ Millions</b>	<b>Balance at 31<sup>st</sup> March 2025 £ Millions</b>
Capital Grants & Contributions		
Unapplied Reserves	95.811	88.133
Useable Capital Receipts Reserve	0.001	0.261
<b>TOTAL CAPITAL RESERVES</b>	<b>95.812</b>	<b>88.394</b>

Total capital reserves have decreased by £7.418 million during the year. This decrease is due to an increased use of Capital Grants & Contributions to fund the Council's approved capital programme during the year.

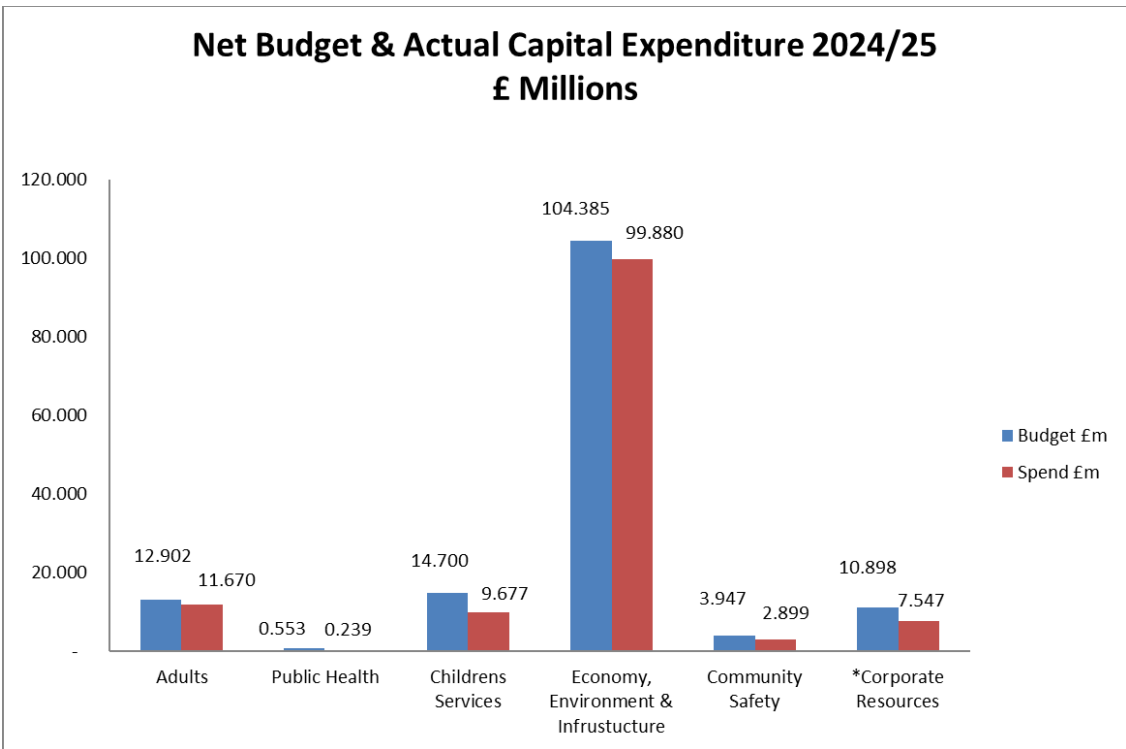
Full details and explanations of all reserve movements can be found in the detailed outturn report submitted to Cabinet in June 2025, which is available on the Council's website.

# Capital Budget and Outturn Position

The capital budget strategy reflected the Council's priority of reducing long term debt by utilising capital receipts, external contributions, capital fund, capital grants and revenue contributions to fund the capital programme for 2024/25, thereby minimising the need for internal borrowing to £24.5 million, further offset by a capital receipt of £5 million used to reduce the brought forward debt balance.

The revised capital budget for 2024/25 totalled £147.385 million. Actual expenditure during the year was £131.912 million, giving an in-year under-spend of £15.473 million. This is purely in-year slippage which will be spent in the remaining capital programme years. This has not changed the overall value of the capital programme.

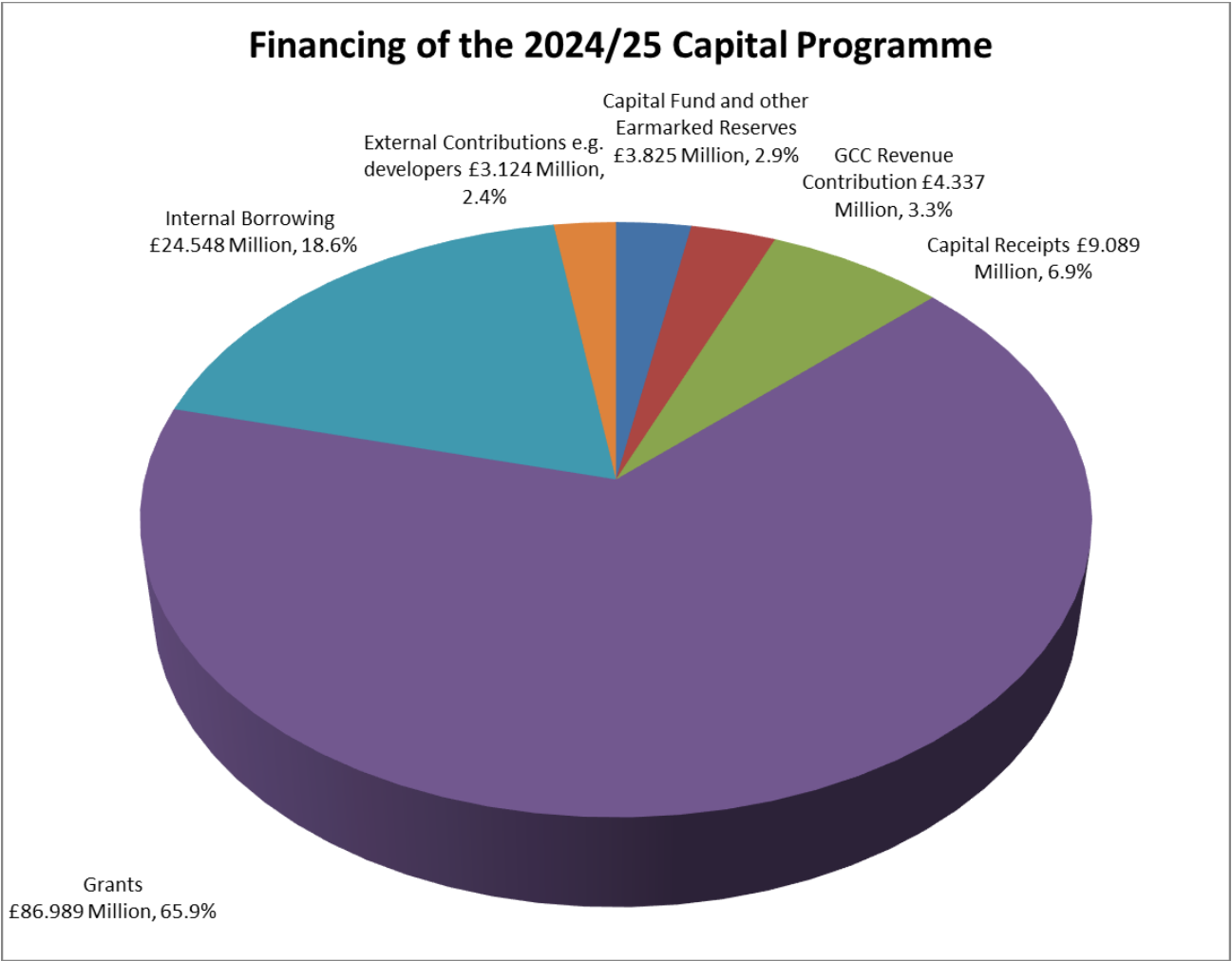
Net actual expenditure by service area is shown in the following chart:



\* Corporate Resources also includes costs incurred prior to the sale of assets.

Full details and explanations of the capital outturn position can be found in the detailed outturn report submitted to Cabinet in June 2025, which is available on the Council's website.

The Council's 2024/25 capital expenditure was funded as follows:



The Government financial regulations require local authorities to charge a Minimum Revenue Provision (MRP) each year as a proxy for capital repayments. For 2024/25 the loans MRP for the Council was £11.618 million, this includes our PFI schemes and lease liabilities.

Managing debt effectively remains a priority of the Council. The Capital Financing Requirement which represents unfinanced debt outstanding, including other liabilities, totalled £484.516 million at the end of 2024/25, an increase of £6.277 million compared with the position at the end of 2023/24.

### Financial Statements

The objectives of financial statements are to provide information about the Council's financial position, financial performance, and cash flows, and to demonstrate accountability for the Council's resources.

The Council produces single entity financial statements, which also include the income, expenditure, assets, liabilities, reserves, and cash flows of the schools deemed to be under the control of the Council.

A complete set of Financial Statements for the period comprise:

- Comprehensive Income & Expenditure Statement.
- Movement in Reserves Statement.
- Balance Sheet position setting out the Council's financial position as at 31<sup>st</sup> March 2025.
- Cash Flow Statement summarising the inflows and outflows of cash.
- Notes to the accounts, which summarise and provide further information on the financial activities of the Council including Accounting Policies.
- Gloucestershire Pension Fund Accounts, and although included in this publication, are separate from the accounts of the Council and are subject to a separate audit opinion.
- The accounts of the Fire Pension Fund.

The Deputy Chief Executive and Executive Director of Corporate Resources, as the statutory Chief Financial Officer, is required to certify that the accounts present a true and fair view.

## Primary Financial Statements

The primary financial statements are:

- Comprehensive Income & Expenditure Statement.
- Movement in Reserves Statement.
- Balance Sheet.
- Cash Flow Statement.

In terms of these four primary statements the key points to highlight are:

**Comprehensive Income & Expenditure Statement (CIES)** - shows the true economic accounting cost in year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. The deficit on the provision of services for 2024/25 was £51.958 million, which is shown in the Movement in Reserves Statement, compared to a deficit of £15.371 million in 2023/24.

The £51.958 million deficit on the provision of services for 2024/25 shown in the CIES represents the financial position in accordance with International Financial Reporting Standards (IFRS). However, the reported outturn budget position was an under spend of £13.836 million. This may be more relevant for the Council's stakeholders than the CIES, which takes a wider financial perspective on the Council's performance. The outturn position only records those expenses which statute allows to be charged against the Council's annual budget. The amounts included in the CIES for items such as depreciation, impairments, capital grants and pension charges are not charged in the General Fund expenditure analysis. The Movement in Reserves Statement, and supporting note 1, together with the expenditure and funding analysis, note 4, provides reconciliation between the two positions.

***Movement in Reserves Statement*** - shows the movement during the 2024/25 financial year on the different reserves held by the Council, analysed into useable reserves and other unusable reserves:

- Usable reserves represent money set aside to fund future expenditure plans or reduce taxation.
- Unusable reserves reflect the difference between the surplus or deficit made on the true economic cost of providing the Council's services and the statutory amounts required to be charged to the general fund balance for council tax setting purposes (i.e. adjustments between accounting basis and funding basis under regulations).

The overall decrease in the Council's reserves during 2024/25 is £1.938 million, made up of an increase of £12.396 million in usable reserves, and a decrease of £14.328 million in unusable reserves. Further information is detailed within Note 2. The decrease in unusable reserves is mainly due to a remeasurement of the net defined benefit liability within the defined benefit pension reserve, further information is detailed within Note 12. This is a liability that does not need to be met within the next year, but over the lifetime of scheme members.

***Balance Sheet*** - shows the value of the assets and liabilities recognised by the Council as at 31<sup>st</sup> March 2025. The balance sheet of the Council shows net assets of £1,145.153 million, which is matched by reserves (as set out in the Movement in Reserves Statement). This represents a decrease of £1.932 million from the 31<sup>st</sup> March 2024 position.

The decrease of £1.932 million in net assets is as a result of an adverse movement in the total assets of £72.834 million and a favourable movement in the total liabilities of £70.901 million. This is largely due to a reduction in the value of the pension liability of £48.852 million and a reduction in the value of short-term investments of £67.398 million.

***Cash Flow Statement*** – shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities:

- Operating 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, grant income or from recipients of services provided by the Council. (Note 13).
- Investing activities - represent the extent to which cash outflows have been made for resources which are intended to contribute to the future service delivery (Note 14).
- 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 (Note 15). During the year the cash and cash equivalent increased from £53.292 million at the beginning of the year to £76.300 million at the end of the year. The increase of £23.008 million in cash balances is due to more money being held in our MMF's as interest rates on these have been more favourable than fixing into longer durations. Details of balances are provided in Note 9



## Principal Risks and Uncertainties

At the end of 2024/25, the Council is facing the following risks and challenges:

- Failure in corporate governance which leads to service, financial, legal, or reputational damage or failure.
- Material deterioration of council's in-year financial position and any additional unplanned overspend from previous financial year, with the potential to impact Statutory Services.
- Reductions and changes to funding for future financial years, potentially impacting, in particular, Statutory Services.
- The cumulative impact of service pressures, particularly the financial impact of the continuing high rate of inflation, increased demand in Children and Adults social care and Educational High Needs, potential grant reductions and the under delivery of planned savings will result in major overspend positions in current financial year.
- Failure to ensure technology managed by ICT (including communications abilities) remains fit for purpose.
- Failure to protect the council's key information and data from Cyber Attack.
- Provider failures result in the council being unable to achieve its strategic objectives.
- Failure to maintain effective relationships with key partners and organisations and shared funding arrangements, impacting on our ability to meet statutory and local requirements.
- Failure to protect vulnerable adults in Gloucestershire from abuse and neglect in situations that potentially could have been predicted and prevented.
- Ineffective social care practice, management oversight and review processes resulting in drift and delay for children and young people in situations of harm.
- Failure to close the gaps in educational outcomes for vulnerable learners and their peers resulting in adverse impacts for children and families, increased cost/pressures on specialist provision and damage to reputation.
- Insufficient workforce capacity and/or instability adversely impacting on pace and sustainability of improvement and contributing to discontinuity in social engagement with children and families.
- Unable to support all those who can, to live independently at home, because demand for home care services outstrips available capacity. Resulting in the reliance on temporary respite/alternative bed-based care in lieu of home care.
- Failure to develop sufficient placement capacity to meet the needs of children looked after.
- Risk of legal action being taken against the Local Authority due to failure to complete a Deprivation of Liberty assessment within the stated timelines. Since a significant and sudden change in the law due to a Supreme Court Judgement in March 2014 there is an excessively high demand for best interest assessments to be carried out for Deprivation of Liberty (DoLS) authorisations.

- Difficulties in recruiting and retaining experienced workers in hard to fill roles leading to vacancies and/or high numbers of agency staff in some areas. This is particularly prevalent for social workers but is also increasingly a factor for other professional roles.
- Failure of the Council or a key partner to effectively respond to a major incident such as flooding that results in community disruption and failure to return to normal, within required timescales.
- Due to insufficient business continuity management arrangements failure of the Council or a key partner to effectively deliver their statutory services, resulting in community disruption and failure of corporate objectives.
- Insufficient workforce capacity and/or instability adversely impacting on pace and sustainability of improvement and contributing to increased risk to firefighter safety or capability to deliver emergency services to the community.
- Failure to comply with data protection and to protect the confidentiality, integrity, and availability of information.
- Failure to deliver the county council's climate change strategy, impacting our ability to deliver our organisation, partnership, and community activities, and to mitigate the impacts of a changing climate on Gloucestershire's natural environment, communities, business, and visitors.
- That the Council is unable to secure sufficient income from developer contributions to be able to deliver the county's infrastructure needs.
- Failure to ensure that expenditure on the High Needs block of the DSG is contained within available funding by the time the Statutory Override comes to an end (scheduled to end at the end of March 2028).

Each of these risks and challenges are recognised in the Council's risk register and a series of mitigation processes have been put in place to reduce these risks.

## Pension Liabilities

The liability shown in connection with the defined benefit pension schemes is calculated in accordance with the requirements of International Accounting Standard (IAS) 19 and has decreased by £48.852 million from £391.428 million at the start of the year to £342.576 million at the year end. This is due to changed financial assumptions, primarily increases to the discount rate of 0.95% compared with the previous year.

The above assumption resulted in decreases in liabilities following an increase in the discount rate used to calculate estimated present value of pension liabilities by 0.95%, which is determined by the yield on corporate bonds. The higher the discount rate used, the lower the estimated present value of pension liabilities. The use of an 'Asset Ceiling' adjustment has served to reduce the benefit of a net defined benefit asset available to be recognised. Information on the current pension liabilities can be found in Note 30.

## Investment Activity & Borrowing

During 2024/25 treasury management has been conducted according to the Strategy Statement approved by the Council in February 2024. In accordance with this strategy 31 fixed term investments were made during the year, at a value of £170.60 million. Total interest earned on all investments, including funds and overnight balances was £12.2 million.

As indicated earlier, the capital budget strategy aims to minimise the need for new borrowing, through the use of capital grants, capital receipts and contributions to fund capital expenditure. Debt redemption remains a priority of the Council with all maturing debt repaid. In January 2025 £11 million LOBO loans with 6 monthly calls with Dexia Bank were called under the terms of the loan. As a result the opportunity was taken to repay these loans in full at no additional cost to the Council.

At 31<sup>st</sup> March 2025 the Council's underlying need to borrow for capital purposes as measured by the Capital Financing Requirement (CFR) was £484.516 million, an increase of £6.277 million compared with the position at the end of 2023/24. This increase is as a result of new borrowing in year held internally of £29.5 million offset by application of a capital receipt against debt of £5 million, the minimum revenue provision for the year and adjustments for deferred liabilities and IFRS 16 transition.

## The Future

- We await the consultations on the changes to the system by which the Council is funded (Business Rates Retention and the Fair Funding Review). Following the Spring Statement a commitment was made to have a new funding regime in place for 2026/27. To date one consultation has been received on the Business Rates Reset, with the rest expected over the next few months. Unfortunately, there is unlikely to be additional resources for the council with government commitment to redirecting resources away from county areas.
- As a partner with the Health service, the Council seeks to work collaboratively to ensure the Gloucestershire Pound is spent efficiently and effectively on health and social care services for our community.

In the future the Council will continue to realign its ongoing Medium Term Financial Strategy and future spending plans with the Council Strategy. Considerable uncertainties remain about the level of future funding, the long-term impact of the continuing high rate of inflation, the cost-of-living crisis and future demand for social care. The Council will continue to work to address this uncertainty and ongoing challenges in formulating its Medium-Term Financial Strategy.

## Conclusion

The financial statements continue to reflect the Council's careful management of resources with a reasonable level of reserves being maintained, leaving the Council in a sound financial position to cope with future challenges and able to meet our liabilities as they fall due.

### ***Additional Information***

Further information on the financial statements presented in this document can be obtained from Jayne Fuller, Corporate Finance Manager (01452 328926). [jayne.fuller@gloucestershire.gov.uk](mailto:jayne.fuller@gloucestershire.gov.uk)).



**Nina Philippidis**  
**Deputy Chief Executive and Executive Director of Corporate Resources & Section 151 Officer.**

## Statement of 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 Deputy Chief Executive and Executive Director of Corporate Resources (S151 Officer).
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- Approve the Statement of Accounts.

## The Deputy Chief Executive and Executive Director of Corporate Resources Responsibilities

The Deputy Chief Executive and Executive Director of Corporate Resources is responsible for the preparation of the Council's Statement of Accounts in accordance with proper practices as set out in CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom (the Code).

In preparing this Statement of Accounts, the Deputy Chief Executive and Executive Director of Corporate Resources has:

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

In preparing the Statement of accounts, the Deputy Chief Executive and Executive and Director of Corporate Resources has also:

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

## Certification

I certify that the Statement of Accounts 2024/25 gives a true and fair view of the financial position and Income and Expenditure account of Gloucestershire County Council for the year ended 31<sup>st</sup> March 2025.



**Nina Philippidis,**  
**Deputy Chief Executive and Executive Director of Corporate Resources**  
**(Section 151 Officer)**  
**21<sup>st</sup> November 2025**

The Audit & Governance Committee of the County Council approved the Statement of Accounts on 26<sup>th</sup> September 2025.



**Councillor Chloe Turner, County Councillor for Minchinhampton division (incl. Chalford, Brinscombe & Thrupp), Gloucestershire County Council**  
**21<sup>st</sup> November 2025**

# **INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF GLOUCESTERSHIRE COUNTY COUNCIL ON THE COUNCIL'S STATEMENT OF ACCOUNTS**

## **REPORT ON THE AUDIT OF THE COUNCIL'S STATEMENT OF ACCOUNTS**

### **Opinion**

We have audited the statement of accounts of Gloucestershire County Council ("the Council") for the year ended 31 March 2025 on pages 39 to 128 which comprise the Comprehensive Income and Expenditure Statement, Balance Sheet, Movement in Reserves Statement, Statement of Cash Flows, and the related notes, including the Expenditure and Funding Analysis and the accounting policies in note 39.

In our opinion the statement of accounts:

- give a true and fair view of the financial position of the Council as at 31 March 2025 and of the Council's income and expenditure for the year then ended; and
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2024/25.

### **Basis for opinion**

We conducted our audit in accordance with International Standards on Auditing (UK) ("ISAs (UK)") and applicable law. Our responsibilities are described below. We have fulfilled our ethical responsibilities under, and are independent of the Council in accordance with, UK ethical requirements including the FRC Ethical Standard. We believe that the audit evidence we have obtained is a sufficient and appropriate basis for our opinion.

### **Going concern**

The Deputy Chief Executive and Executive Director Corporate Resources ("the Section 151 Officer") has prepared the statement of accounts on the going concern basis as they have not been informed by the government of the intention to either cease the Council's services or dissolve the Council without the transfer of its services to another public sector entity. They have also concluded that there are no material uncertainties that could have cast significant doubt over its ability to continue as a going concern for at least a year from the date of approval of the statement of accounts ("the going concern period").

In our evaluation of the Section 151 Officer's conclusions, we considered the inherent risks associated with the continuity of services provided by the Council over the going concern period.

Our conclusions based on this work:

- we consider that the Section 151 Officer's use of the going concern basis of accounting in the preparation of the statement of accounts is appropriate; and
- we have not identified, and concur with the Section 151 Officer's assessment that there is not, a material uncertainty related to events or conditions that, individually or collectively, may cast significant doubt on the Council's ability to continue as a going concern for the going concern period.

However, as we cannot predict all future events or conditions and as subsequent events may result in outcomes that are inconsistent with judgements that were reasonable at the time they were made, the above conclusions are not a guarantee that the Council will continue in operation.

### **Fraud and breaches of laws and regulations – ability to detect**

#### *Identifying and responding to risks of material misstatement due to fraud*

To identify risks of material misstatement due to fraud ("fraud risks") we assessed events or conditions that could indicate an incentive or pressure to commit fraud or provide an opportunity to commit fraud. Our risk assessment procedures included:



- Enquiring of management, the Audit and Governance Committee and internal audit as to the Council's high-level policies and procedures to prevent and detect fraud, including the internal audit function, and the Council's channel for "whistleblowing", as well as whether they have knowledge of any actual, suspected, or alleged fraud.
- Reading Council and Audit and Governance Committee minutes.
- Using analytical procedures to identify any unusual or unexpected relationships.

We communicated identified fraud risks throughout the audit team and remained alert to any indications of fraud throughout the audit.

As required by auditing standards, and taking into account possible financial pressures at the Council and our overall knowledge of the control environment, we performed procedures to address the risk of management override of controls in particular the risk that Council management may be in a position to make inappropriate accounting entries. On this audit we did not identify a fraud risk related to revenue recognition due to our assessment that there was limited opportunity for manipulation of revenue reported given the nature of the funding provided to the Council during the year. We did not identify any additional fraud risks.

We performed procedures including:

- Identifying journal entries to test based on risk criteria and comparing the identified entries to supporting documentation. These included unexpected account combinations for cash, borrowings, revenue and expenditure.
- Assessing whether the judgements made in making accounting estimates are indicative of a potential bias.

#### ***Identifying and responding to risks of material misstatement related to compliance with laws and regulations***

We identified areas of laws and regulations that could reasonably be expected to have a material effect on the statement of accounts from our general sector experience and through discussion with the Section 151 Officer and other management (as required by auditing standards), and discussed with the Section 151 Officer and other management the policies and procedures regarding compliance with laws and regulations.

We communicated identified laws and regulations throughout our team and remained alert to any indications of non-compliance throughout the audit.

The potential effect of these laws and regulations on the statement of accounts varies considerably.

Firstly, the Council is subject to laws and regulations that directly affect the statement of accounts, including the financial reporting aspects of local government legislation. We assessed the extent of compliance with these laws and regulations as part of our procedures on the related financial statement items.

Secondly, the Council is subject to many other laws and regulations where the consequences of non-compliance could have a material effect on amounts or disclosures in the statement of accounts, for instance through the imposition of fines or litigation. We identified the following areas as those most likely to have such an effect: health and safety, data protection laws, anti-bribery, employment law, environmental protection legislation, recognising the nature of the Council's activities. Auditing standards limit the required audit procedures to identify non-compliance with these laws and regulations to enquiry of the Section 151 Officer and other management and inspection of regulatory and legal correspondence, if any. Therefore, if a breach of operational regulations is not disclosed to us or evident from relevant correspondence, an audit will not detect that breach.

#### ***Context of the ability of the audit to detect fraud or breaches of law or regulation***

Owing to the inherent limitations of an audit, there is an unavoidable risk that we may not have detected some material misstatements in the statement of accounts, even though we have properly planned and performed our audit in accordance with auditing standards. For example, the further removed non-compliance with laws and regulations is from the events

and transactions reflected in the statement of accounts, the less likely the inherently limited procedures required by auditing standards would identify it.

In addition, as with any audit, there remained a higher risk of non-detection of fraud, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal controls. Our audit procedures are designed to detect material misstatement. We are not responsible for preventing non-compliance or fraud and cannot be expected to detect non-compliance with all laws and regulations.

### **Other information**

The Section 151 Officer is responsible for the other information, which comprises the information included in the Statement of Accounts, other than the statement of accounts and our auditor's report thereon. Our opinion on the statement of accounts does not cover the other information and, accordingly, in this audit report we do not express an audit opinion or, except as explicitly stated below, any form of assurance conclusion thereon.

Our responsibility is to read the other information and, in doing so, consider whether, based on our statement of accounts audit work, the information therein is materially misstated or inconsistent with the statement of accounts or our audit knowledge. Based solely on that work:

- we have not identified material misstatements in the other information; and
- in our opinion the other information included in the Statement of Accounts for the financial year is consistent with the statement of accounts.

### **Section 151 Officer's and Audit and Governance Committee's responsibilities**

As explained more fully in the statement set out on page 29, the Section 151 Officer is responsible for the preparation of statement of accounts that give a true and fair view. They are also responsible for: such internal control as they determine is necessary to enable the preparation of statement of accounts that are free from material misstatement, whether due to fraud or error; assessing the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern; and using the going concern basis of accounting unless they have been informed by the government of the intention to either cease the services provided by the Council or dissolve the Council without the transfer of its services to another public sector entity.

The Audit and Governance Committee of the Council is responsible for overseeing the Council's financial reporting process.

### **Auditor's responsibilities**

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

A fuller description of our responsibilities is provided on the FRC's website at [www.frc.org.uk/auditorsresponsibilities](http://www.frc.org.uk/auditorsresponsibilities).

## **REPORT ON OTHER LEGAL AND REGULATORY MATTERS**

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

Under the Code of Audit Practice published by the National Audit Office in November 2024 on behalf of the Comptroller and Auditor General (the "NAO Code of Audit Practice"), we are required to report to you if we identify any significant weaknesses in the arrangements that

have been made by the Council to secure economy, efficiency and effectiveness in its use of resources.

Except for the matter detailed below, we have nothing to report in this respect.

#### **Identified significant weakness – Financial sustainability**

The Council is operating with a growing deficit against its Dedicated Schools Grant. The Dedicated Schools Grant deficit in the current year has increased by £32.8m in 2024/25 to £78.5m. If the current statutory override was to be removed then the deficit would need to be met through use of General Fund balances, putting pressure on budgets and financial sustainability. We recommend that the Council develops a robust recovery plan that clearly identifies key actions and milestones for implementation.

#### **Respective responsibilities in respect of our review of arrangements for securing economy, efficiency, and effectiveness in the use of resources**

The Council is responsible for putting in place proper arrangements for securing economy, efficiency, and effectiveness in its use of resources. We are required under section 20(1) of the Local Audit and Accountability Act 2014 to be satisfied that the Council has made proper arrangements for securing economy, efficiency, and effectiveness in its use of resources.

We are not required to consider, nor have we considered, whether all aspects of the Council's arrangements for securing economy, efficiency, and effectiveness in its use of resources are operating effectively. We are also not required to satisfy ourselves that the Council has achieved value for money during the year.

We planned our work and undertook our review in accordance with the NAO Code of Audit Practice and related statutory guidance, having regard to whether the Council had proper arrangements in place to ensure financial sustainability, proper governance and to use information about costs and performance to improve the way it manages and delivers its services. Based on our risk assessment, we undertook such work as we considered necessary.

#### **Statutory reporting matters**

We are required by Schedule 2 to the NAO Code of Audit Practice to report to you if:

- we issue a report in the public interest under section 24 and Schedule 7 of the Local Audit and Accountability Act 2014; or
- we make written recommendations to the Council under Section 24 and Schedule 7 of the Local Audit and Accountability Act 2014; or
- we make an application to the court for a declaration that an item of account is contrary to law under Section 28 of the Local Audit and Accountability Act 2014; or
- we issue an advisory notice under Section 29 of the Local Audit and Accountability Act 2014; or
- we make an application for judicial review under Section 31 of the Local Audit and Accountability Act 2014.

We have nothing to report in this respect.

#### **THE PURPOSE OF OUR AUDIT WORK AND TO WHOM WE OWE OUR RESPONSIBILITIES**

This report is made solely to the members of the Council, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014. Our audit work has been undertaken so that we might state to the members of the Council, as a body, those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Council and the members of the Council, as a body, for our audit work, for this report, or for the opinions we have formed.

## **DELAY IN CERTIFICATION OF COMPLETION OF THE AUDIT**

As at the date of this audit report, we are unable to confirm that we have completed our work in respect of the Council's Whole of Government Accounts consolidation pack for the year ended 31 March 2025 because we have not received confirmation from the NAO that the NAO's audit of the Whole of Government Accounts is complete.

Until we have completed this work, we are unable to certify that we have completed the audit of Gloucestershire County Council for the year ended 31 March 2025 in accordance with the requirements of the Local Audit and Accountability Act 2014 and the NAO Code of Audit Practice.



**Sarah Brown**

**for and on behalf of KPMG LLP**

*Chartered Accountants*

1 Snowhill

Snow Hill Queensway

Birmingham

B4 6GH

24 November 2025

# **INDEPENDENT AUDITOR'S REPORT TO THE MEMBERS OF GLOUCESTERSHIRE COUNTY COUNCIL ON THE PENSION FUND'S FINANCIAL STATEMENTS**

## **Opinion**

We have audited the financial statements of Gloucestershire Pension Fund ("the Pension Fund") for the year ended 31 March 2025 on pages 129 to 173 which comprise the Fund Account, the Net Assets Statement and the related notes to the Pension Fund financial statements, including the accounting policies in note N2.

In our opinion the Pension Fund financial statements:

- give a true and fair view of the financial transactions of the Pension Fund during the year ended 31 March 2025 and of the amount and disposition at that date of its assets and liabilities; and
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2024/25.

## **Basis for opinion**

We conducted our audit in accordance with International Standards on Auditing (UK) ("ISAs (UK)") and applicable law. Our responsibilities are described below. We have fulfilled our ethical responsibilities under, and are independent of the Gloucestershire County Council (as administering authority for the Pension Fund, the "Authority") in accordance with, UK ethical requirements including the FRC Ethical Standard. We believe that the audit evidence we have obtained is a sufficient and appropriate basis for our opinion.

## **Going concern**

The Deputy Chief Executive and Executive Director of Corporate Resources ("the Section 151 Officer") has prepared the Pension Fund financial statements on the going concern basis as they have not been informed by the government of the intention to either cease the Authority's services or dissolve the Authority without the transfer of its services to another public sector entity. They have also concluded that there are no material uncertainties that could have cast significant doubt over its ability to continue as a going concern for at least a year from the date of approval of the Pension Fund financial statements ("the going concern period").

In our evaluation of the Section 151 Officer's conclusions, we considered the inherent risks associated with the continuity of services provided by the Authority over the going concern period.

Our conclusions based on this work:

- we consider that the Section 151 Officer's use of the going concern basis of accounting in the preparation of the Pension Fund financial statements is appropriate; and
- we have not identified, and concur with the Section 151 Officer's assessment that there is not, a material uncertainty related to events or conditions that, individually or collectively, may cast significant doubt on the Authority's ability to continue as a going concern for the going concern period.

However, as we cannot predict all future events or conditions and as subsequent events may result in outcomes that are inconsistent with judgements that were reasonable at the time they were made, the above conclusions are not a guarantee that the Authority will continue in operation.

## **Fraud and breaches of laws and regulations – ability to detect**

### *Identifying and responding to risks of material misstatement due to fraud*

To identify risks of material misstatement due to fraud ("fraud risks") we assessed events or conditions that could indicate an incentive or pressure to commit fraud or provide an opportunity to commit fraud. Our risk assessment procedures included:

- Enquiring of management and the Audit and Governance Committee as to the Pension Fund's high-level policies and procedures to prevent and detect fraud, as well as whether they have knowledge of any actual, suspected, or alleged fraud.
- Reading Pension and Audit Governance Committee minutes.

We communicated identified fraud risks throughout the audit team and remained alert to any indications of fraud throughout the audit.

As required by auditing standards, we performed procedures to address the risk of management override of controls in particular the risk that Pension Fund management may be in a position to make inappropriate accounting entries and the risk of bias in accounting estimates and judgements such as the valuation of investments. On this audit we did not identify a fraud risk related to revenue recognition because revenue in a pension scheme relates to contributions receivable as paid under an agreed schedule.

We did not identify any additional fraud risks.

We performed procedures including:

- Identifying journal entries and other adjustments to test based on risk criteria and comparing the identified entries to supporting documentation. These included unusual debits or credits to cash, post closing journals and journals posted by senior finance personnel.
- Assessing whether the judgements made in making accounting estimates are indicative of a potential bias.

#### ***Identifying and responding to risks of material misstatement related to compliance with laws and regulations***

We identified areas of laws and regulations that could reasonably be expected to have a material effect on the Pension Fund financial statements from our general sector experience and through discussion with the Section 151 Officer (as required by auditing standards), the policies and procedures regarding compliance with laws and regulations.

We communicated identified laws and regulations throughout our team and remained alert to any indications of non-compliance throughout the audit.

The potential effect of these laws and regulations on the Pension Fund financial statements varies considerably.

The Pension Fund is subject to laws and regulations that directly affect the Pension Fund financial statements, including the financial reporting aspects of local government legislation. We assessed the extent of compliance with these laws and regulations as part of our procedures on the related financial statement items.

Whilst the Pension Fund is subject to many other laws and regulations, we did not identify any others where the consequences of non-compliance alone could have a material effect on amounts or disclosures in the Pension Fund financial statements

#### ***Context of the ability of the audit to detect fraud or breaches of law or regulation***

Owing to the inherent limitations of an audit, there is an unavoidable risk that we may not have detected some material misstatements in the Pension Fund financial statements, even though we have properly planned and performed our audit in accordance with auditing standards. For example, the further removed non-compliance with laws and regulations is from the events and transactions reflected in the Pension Fund financial statements, the less likely the inherently limited procedures required by auditing standards would identify it.

In addition, as with any audit, there remained a higher risk of non-detection of fraud, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal controls. Our audit procedures are designed to detect material misstatement. We are not responsible for preventing non-compliance or fraud and cannot be expected to detect non-compliance with all laws and regulations.

## **Other information**

The Section 151 Officer is responsible for the other information, which comprises the information included in the Statement of Accounts, other than the Pension Fund financial statements and our auditor's report thereon. Our opinion on the Pension Fund financial statements does not cover the other information and, accordingly, in this audit report we do not express an audit opinion or, except as explicitly stated below, any form of assurance conclusion thereon.

Our responsibility is to read the other information and, in doing so, consider whether, based on our Pension Fund financial statements audit work, the information therein is materially misstated or inconsistent with the Pension Fund financial statements or our audit knowledge. Based solely on that work we have not identified material misstatements in the other information.

## **Section 151 Officer's and Audit and Governance Committee's responsibilities**

As explained more fully in the statement set out on page 29, the Section 151 Officer is responsible for the preparation of Pension Fund financial statements, that give a true and fair view. They are also responsible for: such internal control as they determine is necessary to enable the preparation of Pension Fund financial statements that are free from material misstatement, whether due to fraud or error; assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern; and using the going concern basis of accounting unless they have been informed by the government of the intention to either cease the services provided by the Authority or dissolve the Authority without the transfer of its services to another public sector entity.

The Audit and Risk Governance Committee of the Authority is responsible for overseeing the Pension Fund's financial reporting process.

## **Auditor's responsibilities**

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

A fuller description of our responsibilities is provided on the FRC's website at [www.frc.org.uk/auditorsresponsibilities](http://www.frc.org.uk/auditorsresponsibilities).

## **THE PURPOSE OF OUR AUDIT WORK AND TO WHOM WE OWE OUR RESPONSIBILITIES**

This report is made solely to the members of Gloucestershire County Council, as a body, in accordance with Part 5 of the Local Audit and Accountability Act 2014. Our audit work has been undertaken so that we might state to the members of Gloucestershire County Council, as a body, those matters we are required to state to them in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than Gloucestershire County Council and the members of Gloucestershire County Council, as a body, for our audit work, for this report, or for the opinions we have formed.



**Sarah Brown**

**for and on behalf of KPMG LLP**

*Chartered Accountants*

1 Snow Hill  
Queensway,  
Birmingham  
B4 6GH

24 November 2025



## 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. Councils 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.

31 <sup>st</sup> March 2024				31 <sup>st</sup> March 2025			
Expenditure	Income	Net		Expenditure	Income	Net	
£'000	£'000	£'000		£'000	£'000	£'000	
307,824	-115,389	192,435	Adults	372,179	-157,517	214,662	
46,085	-6,642	39,443	Prevention & Wellbeing	46,648	-20,696	25,952	
603,473	-394,842	208,631	Children & Families	656,401	-423,192	233,209	
158,328	-56,181	102,147	Economy, Environment & Infrastructure	174,666	-65,167	109,499	
30,583	-5,652	24,931	Community Safety	32,183	-5,297	26,886	
74,751	-11,769	62,982	Corporate Resources	77,476	-13,607	63,869	
5,898	-2,769	3,129	Technical & Countywide	6,484	-3,019	3,465	
<b>1,226,942</b>	<b>-593,244</b>	<b>633,698</b>	<b>Cost Of Services</b>	<b>1,366,037</b>	<b>-688,495</b>	<b>677,542</b>	
345	-	345	Levies Payable	351		351	
49,191	-	49,191	Gain(-)/Loss on Disposal of Non Current Assets (Note 37)	47,296		47,296	
<b>49,536</b>	<b>-</b>	<b>49,536</b>	<b>Other Operating Expenditure</b>	<b>47,647</b>	<b>-</b>	<b>47,647</b>	
26,886	-	26,886	Interest Payable on Debt	25,055		25,055	
8,250	-	8,250	Net interest on the Net Defined Benefit Liability (Asset)	18,328		18,328	
-	-1,916	-1,916	Gain (-)or Loss on Pooled Investment Revaluation		-1,205	-1,205	
-	-11,895	-11,895	Investment Interest income		-12,041	-12,041	
<b>35,136</b>	<b>-13,811</b>	<b>21,325</b>	<b>Financing and Investment Income and Expenditure</b>	<b>43,383</b>	<b>-13,246</b>	<b>30,137</b>	
-	-110,916	-110,916	Recognised Capital Grants and Contributions		-82,482	-82,482	
-	-367,861	-367,861	Council Tax		-388,908	-388,908	
-	-83,675	-83,675	National Non Domestic Rates		-82,928	-82,928	
-	-122,940	-122,940	Non Service Related Government Grants		-144,284	-144,284	
-	-3,796	-3,796	Fire Pensions Top Up Grant		-4,766	-4,766	
<b>-</b>	<b>-689,188</b>	<b>-689,188</b>	<b>Taxation and Non-Specific Grant Income</b>	<b>-</b>	<b>-703,368</b>	<b>-703,368</b>	
<b>1,311,614</b>	<b>-1,296,243</b>	<b>15,371</b>	<b>Surplus (-) or Deficit on Provision of Services</b>	<b>1,457,067</b>	<b>-1,405,109</b>	<b>51,958</b>	
-	-48,445	-48,445	Revaluation Gains (-) / Losses (Note 12)		-11,161	-11,161	
-	-64	-64	Surplus or Deficit on Revaluation of Financial Instruments (Note 12)	1,314		1,314	
219,459	-	219,459	Remeasurement of the Net Defined Benefit Liability (Asset)		-40,173	-40,173	
<b>219,459</b>	<b>-48,509</b>	<b>170,950</b>	<b>Other Comprehensive Income and Expenditure</b>	<b>1,314</b>	<b>-51,334</b>	<b>-50,020</b>	
<b>1,531,073</b>	<b>-1,344,752</b>	<b>186,321</b>	<b>Total Comprehensive Income and Expenditure</b>	<b>1,458,381</b>	<b>-1,456,443</b>	<b>1,938</b>	

**Movement in Reserves Statement**

This statement shows the movement in the year on the different reserves held by the Council, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and unusable reserves. The 'Surplus or Deficit (-) on the provision of services' line shows the true economic cost of providing the Council's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. These are different from the statutory amounts required to be charged to the General Fund Balance. 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.

<b>Movement in Reserves 2024/25</b>	<b>General Fund Balance  £'000</b>	<b>Earmarked General Fund Reserves  £'000</b>	<b>Total General Fund  £'000</b>	<b>Capital Receipts Reserve  £'000</b>	<b>Capital Grants Unapplied Reserve  £'000</b>	<b>Total Usable Reserves  £'000</b>	<b>Unusable Reserves  £'000</b>	<b>Total Reserves  £'000</b>
<b>Balance at 31st March 2024 carried forward</b>	<b>32,384</b>	<b>150,011</b>	<b>182,395</b>	<b>1</b>	<b>95,811</b>	<b>278,207</b>	<b>868,878</b>	<b>1,147,085</b>
<b><u>Movement in reserves during 2024/25</u></b>								
Surplus or Deficit (-) on Provision of Services	-51,958	-	-51,958	-	-	-51,958	-	<b>-51,958</b>
Other Comprehensive Expenditure and Income	-	-	-	-	-		50,020	<b>50,020</b>
<b>Total Comprehensive Expenditure and Income</b>	<b>-51,958</b>	<b>-</b>	<b>-51,958</b>	<b>-</b>	<b>-</b>	<b>-51,958</b>	<b>50,020</b>	<b>-1,938</b>
Adjustments between accounting basis & funding basis under regulations (Note 1)	71,772	-	71,772	260	-7,678	64,354	-64,348	<b>6</b>
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>19,814</b>	<b>-</b>	<b>19,814</b>	<b>260</b>	<b>-7,678</b>	<b>12,396</b>	<b>-14,328</b>	<b>-1,932</b>
Transfers to/from Earmarked Reserves	-15,362	15,362	-	-	-			
<b>Increase/Decrease in 2024/25</b>	<b>4,452</b>	<b>15,362</b>	<b>19,814</b>	<b>260</b>	<b>-7,678</b>	<b>12,396</b>	<b>-14,328</b>	<b>-1,932</b>
<b>Balance at 31st March 2025</b>	<b>36,836</b>	<b>165,373</b>	<b>202,209</b>	<b>261</b>	<b>88,133</b>	<b>290,603</b>	<b>854,550</b>	<b>1,145,153</b>

## Balance Sheet

The Balance Sheet shows the value, as at the Balance Sheet date, of the assets and liabilities recognised by the Council. The net assets of the Council (assets less liabilities) are matched by the reserves held by the Council. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt). The second category of reserves are 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 within the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

As at 31st March 2024 £'000		Notes	As at 31 <sup>st</sup> March 2025 £'000
1,792,542	Property Plant and Equipment	3	1,772,777
934	Heritage Assets		1,079
64	Intangible Assets		0
95,004	Long Term Investments	5	89,894
5,113	Long Term Debtors	5	5,113
<b>1,893,657</b>	<b>Long Term Assets</b>		<b>1,868,863</b>
104,196	Short Term Investments	5	36,798
779	Inventories	6	948
107,234	Short Term Debtors	8	103,415
53,292	Cash and Cash Equivalents	9	76,300
<b>265,501</b>	<b>Current Assets</b>		<b>217,461</b>
-53,385	Short Term Borrowing	5	-44,130
	Other short-term liabilities		-1,634
-155,002	Short Term Creditors & Revenue Receipts in Advance	11	-150,798
-3,577	Short Term Provisions	10	-3,193
-70,097	Capital Grants and Contributions Receipts in Advance	22	-66,692
-5,779	Provision for Accumulated Absences	10	-9,581
<b>-287,840</b>	<b>Current Liabilities</b>		<b>-276,028</b>
-53,409	Deferred Liability	35	-50,589
-3,599	Long Term Provisions	10	-2,583
-275,797	Long Term Borrowing	5	-184,228
	Other long-term liabilities		-85,167
-391,428	Liability Related to Defined Benefit Pension Scheme	30	-342,576
<b>-724,233</b>	<b>Long Term Liabilities</b>		<b>-665,143</b>
<b>1,147,085</b>	<b>Net Assets</b>		<b>1,145,153</b>
1	Useable Capital Receipts Reserve	2	261
32,384	General Fund Balance	2	36,836
245,822	Earmarked Reserves	2	253,506
<b>278,207</b>	<b>Usable Reserves</b>	2	<b>290,603</b>
<b>868,878</b>	<b>Unusable Reserves</b>	12, 30, 36	<b>854,550</b>
<b>1,147,085</b>	<b>Total Reserves</b>		<b>1,145,153</b>

The unaudited accounts were issued on 06/06/2025 and were authorised for issue on 21/11/2025.

*N. Philippidis*

Nina Philippidis, Deputy Chief Executive & Executive Director of Corporate Resources (Section 151 Officer)

21/11/2025 2025.

## Cash Flow Statement

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

<b>2023/24</b>		<b>2024/25</b>
<b>£'000</b>		<b>£'000</b>
-15,371	Net Surplus or Deficit (-) on the Provision of Services	-51,958
111,124	Adjustments to Net Surplus or Deficit on the Provision of Services for Non-Cash Movements (note 13)	138,816
-112,415	Adjustments for items included in the Net Surplus or Deficit on the Provision of Services that are Investing and Financing Activities (note 13)	-91,791
<b>-16,662</b>	<b>Net Cash Flows from Operating Activities</b>	<b>-4,933</b>
4,877	Investing Activities (Note 14)	38,313
-9,484	Financing Activities (Note 15)	-10,372
<b>-21,269</b>	<b>Net Increase or Decrease (-) in Cash and Cash Equivalents</b>	<b>23,008</b>
74,564	Cash and Cash Equivalents at the beginning of the reporting period	53,292
<b>53,295</b>	<b>Cash and Cash Equivalents at the end of the reporting period (Note 9)</b>	<b>76,300</b>

## **Contents of the Notes to the Statement of Accounts**

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

This note details the adjustments that are made to the total Comprehensive Income and Expenditure statement 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			
	General Fund Balance	Capital Receipts Reserve	Capital Grants Un-applied Reserve	Movement in Unusable Reserves
	£'000	£'000	£'000	£'000
<b>Adjustments primarily involving the Capital Adjustment Account:</b>				
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Depreciation and revaluation losses (charged to Surplus or Deficit on the Provision of Services) of non-current assets	-85,226	-	-	85,226
Lifecycle Costs- PFI	1,441	-	-	-1,441
Write Back of Deferred Income Liabilities	2,485	-	-	-2,485
Revenue expenditure funded from capital under statute	-14,216	-	-	14,216
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	-50,690	-	-	50,690
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Statutory Provision for the financing of Capital Investment	9,781	-	-	-9,781
Capital expenditure charged against the General Fund Balance	3,584	-	-	-3,584
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>				
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	1,499	-1,499	-	-
Use of the Capital Receipts Reserve to finance new capital expenditure	-	1,599	-	-1,599
Transfer from Deferred capital receipts reserve following receipt of cash	-	-	-	-
<b>Adjustments primarily involving the Capital Grants Unapplied Reserve:</b>				
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	110,914	-	-110,914	-
Application of grants and contributions to capital financing transferred to capital adjustment account	-	-	106,376	-106,376
Donated assets fair value less consideration	-	-	-	-
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>				
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	-89	-	-	89
Gain/loss on the revaluation of Financial instruments	1,916	-	-	-1,916
<b>Adjustments primarily involving the Pensions Reserve:</b>				
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	11,553	-	-	-11,553
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>				
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	3,978	-	-	-3,978
<b>Adjustment primarily involving the Accumulated Absences Account:</b>				
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	2,948	-	-	-2,948
<b>Adjustments primarily involving the Dedicated Schools Grant Deficit Reserve:</b>				
Amount of which the accumulated deficit charged to the Comprehensive Income and Expenditure Statement is different from that chargeable in the year in accordance with statutory requirements	-17,167	-	-	17,167
<b>Total Adjustments 2023/24</b>	<b>-17,289</b>	<b>100</b>	<b>-4,538</b>	<b>21,727</b>

\* this figure is shown net and includes a prepayment clearing of £3.3m

2024/25

	Usable Reserves			
	General Fund Balance £'000	Capital Receipts Reserve £'000	Capital Grants Un-applied Reserve £'000	Movement in Unusable Reserves £'000
<b>Adjustments primarily involving the Capital Adjustment Account:</b>				
<b>Reversal of items debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Depreciation and revaluation losses (charged to Surplus or Deficit on the Provision of Services) of non-current assets	-86,117	-	-	86,117
Lifecycle Costs- PFI	1,379	-	-	-1,379
Write Back of Deferred Income Liabilities	2,485	-	-	-2,485
Revenue expenditure funded from capital under statute	-17,245	-	-	17,245
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	-56,645	-	-	56,645
<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b>				
Statutory Provision for the financing of Capital Investment	11,618	-	-	-11,618
Capital expenditure charged against the General Fund Balance	8,247	-	-	-8,247
<b>Adjustments primarily involving the Capital Receipts Reserve:</b>				
Transfer of cash sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	9,349	-9,349	-	-
Use of the Capital Receipts Reserve to finance new capital expenditure		9,089	-	-9,089
Transfer from Deferred capital receipts reserve following receipt of cash		-	-	-
<b>Adjustments primarily involving the Capital Grants Unapplied Reserve:</b>				
Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	82,442	-	-82,442	-
Application of grants and contributions to capital financing transferred to capital adjustment account	-6	-	90,120	-90,120
Donated assets fair value less consideration		-	-	-
<b>Adjustment primarily involving the Financial Instruments Adjustment Account:</b>				
Amount by which finance costs charged to the Comprehensive Income and Expenditure Statement are different from finance costs chargeable in the year in accordance with statutory requirements	176	-	-	-176
Gain/loss on the revaluation of Financial instruments	1,205	-	-	-1,205
<b>Adjustments primarily involving the Pensions Reserve:</b>				
Reversal of items relating to retirement benefits debited or credited to the Comprehensive Income and Expenditure Statement	8,678	-	-	-8,678
<b>Adjustments primarily involving the Collection Fund Adjustment Account:</b>				
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	-751	-	-	751
<b>Adjustment primarily involving the Accumulated Absences Account:</b>				
Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	-3,801	-	-	3,801
<b>Adjustments primarily involving the Dedicated Schools Grant Deficit Reserve:</b>				
Amount of which the accumulated deficit charged to the Comprehensive Income and Expenditure Statement is different from that chargeable in the year in accordance with statutory requirements	-32,786	-	-	32,786
<b>Total Adjustments 2024/25</b>	<b>-71,772</b>	<b>-260</b>	<b>7,678</b>	<b>64,348</b>

## 2. Usable Reserves

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

<b>Earmarked Revenue Reserves</b>	<b>Balance at 31st March 2023</b>	<b>Transfers Out 2023/24</b>	<b>Transfers In 2023/24</b>	<b>Balance at 31st March 2024</b>	<b>Transfers Out 2024/25</b>	<b>Transfers In 2024/25</b>	<b>Balance at 31st March 2025</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Strategic Waste Reserve	2,752	-150	-	2,602	-15	1,225	3,812
Fire Joint Training Centre	849	-126	-	723	-112	-	611
Fire PFI Reserve - GRFS	4,093	-314	48	3,827	-696	349	3,480
Insurance Fund	10,900	-2,893	2,990	10,997	-3,104	2,658	10,551
Capital Fund	6,831	-1,640	449	5,640	-758	734	5,616
Transformation Reserve	10,862	-5,503	644	6,003	-4,994	3,414	4,423
County Elections	209	-	169	378	-	888	1,266
Invest to Save	1,017	-	69	1,086	-1,000	-	86
Education Funding Risk Reserve	145	-48	-	97	-40	20	77
Economic Stimulus Reserve	335	-	2,852	3,187	-3,479	6,175	5,883
Public Health	3,428	-3,503	3,882	3,807	-	687	4,494
Vulnerable Children Reserve	7	-6,200	6,256	63	-113	225	175
Adult Care Reserve	11,835	-289	-	11,546	-	-	11,546
Growing our Communities Reserve	89	-89	-	-	-	1,100	1,100
People Services Reserve	40	-40	-	-	-	-	-
A417 Missing Link Reserve	67	-67	-	-	-	-	-
Home to School Transport Reserve	-	-	414	414	-414	-	-
Business Rates Reserve	8,418	-929	16,164	23,653	-6,779	6,249	23,123
Revenue Grant Reserves* See below	16,990	-14,871	11,676	13,795	-13,173	22,073	22,695
Economy, Environment & Infrastructure Reserve	7,030	-1,149	754	6,635	-4,960	5,433	7,108
Services to Families with Young Children	-	-	70	70	-139	137	68
Traded Services Reserve	288	-224	140	204	-186	34	52
Shared Audit Services Reserve	198	-78	34	154	0	-	154
LED Renewables Reserve	361	-	-	361	-	-	361
Pay & Prices Reserve	16,358	-25,247	8,889	-	-	-	-
S256 Funding	-	-	26,421	26,421	-7,765	5,003	23,659
Risk & Investment Reserve	-	-	-	-	-	2,500	2,500
Other Reserves	322	-	23	345	-	168	513
LGR & Devolution Reserve	-	-	-	-	-	5,525	5,525
Highways Act Commuted Sums Reserves	2,216	-	79	2,295	-	279	2,574
<b>Total Non School Earmarked Reserves</b>	<b>105,640</b>	<b>-63,360</b>	<b>82,023</b>	<b>124,303</b>	<b>-47,727</b>	<b>64,876</b>	<b>141,452</b>
<b>Schools Related</b>							
School Balances	26,427	-1,259	-	25,168	-25,237	23,967	23,898
Other Schools Related	59	-59	540	540	-586	69	23
<b>Total School Related</b>	<b>26,486</b>	<b>-1,318</b>	<b>540</b>	<b>25,708</b>	<b>-25,823</b>	<b>24,036</b>	<b>23,921</b>
<b>Total Earmarked Revenue Reserves</b>	<b>132,126</b>	<b>-64,678</b>	<b>82,563</b>	<b>150,011</b>	<b>-73,550</b>	<b>88,912</b>	<b>165,373</b>
<b>General Fund Reserve</b>	<b>17,749</b>	<b>-6,178</b>	<b>20,813</b>	<b>32,384</b>	<b>-4,734</b>	<b>9,186</b>	<b>36,836</b>
<b>Total Revenue Reserves</b>	<b>149,875</b>	<b>-70,856</b>	<b>103,376</b>	<b>182,395</b>	<b>-78,284</b>	<b>98,098</b>	<b>202,209</b>
<b>Earmarked Capital Reserves</b>							
	<b>Balance at 31st March 2023</b>	<b>Transfers Out 2023/24</b>	<b>Transfers In 2023/24</b>	<b>Balance at 31st March 2024</b>	<b>Transfers Out 2024/25</b>	<b>Transfers In 2024/25</b>	<b>Balance at 31st March 2025</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Capital Grants & Contributions Unapplied Reserve	91,273	-106,380	110,918	95,811	-90,121	82,443	88,133
Useable Capital Receipts Reserve	101	-1,616	1,516	1	-9,348	9,608	261
<b>Total Capital Reserves</b>	<b>91,374</b>	<b>-107,996</b>	<b>112,434</b>	<b>95,812</b>	<b>-99,469</b>	<b>92,051</b>	<b>88,394</b>
<b>Total Useable Reserves</b>	<b>241,249</b>	<b>-178,852</b>	<b>215,810</b>	<b>278,207</b>	<b>-177,753</b>	<b>190,149</b>	<b>290,603</b>



<b>*Summary of Revenue Grants and Contributions Reserves</b>	<b>Balance at 31st March 2023</b>	<b>Transfers Out 2023/24</b>	<b>Transfers In 2023/24</b>	<b>Balance at 31st March 2024</b>	<b>Transfers Out 2024/25</b>	<b>Transfers In 2024/25</b>	<b>Balance at 31st March 2025</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Troubled Families Grant	1,613	-1,613	2,572	2,572	-2,572	2,845	2,845
Syrian Resettlement Grant	3,133	-3,133	-	-	-	-	-
Improved Better Care Fund Grant	1,891	-13	-	1,878	-462	-	1,416
Covid COMF	4,628	-4,628	1,202	1,202	-1,202	-	0
Covid- Track & Trace Grant Funding	339	-339	252	252	-247	-	5
Covid- S31 General Funding	1,748	-1,755	1,376	1,369	-1,376	837	830
Covid NNDR Small Business Relief S31 Grant	283	-	-	283	-	-	283
Domestic Abuse Duty Grant	-	-	-	-	-	2,233	2,233
Home For Ukraine Grant	-	-	-	-	-	9,799	9,799
Various Miscellaneous Specific Service Grants	3,355 -	3,390	6,274	6,239 -	6,852	5,897	5,284
<b>Total Revenue Grants and Contributions Reserve</b>	<b>16,990</b>	<b>-14,871</b>	<b>11,676</b>	<b>13,795</b>	<b>-12,711</b>	<b>21,611</b>	<b>22,695</b>

## **Reserve Description**

### **Strategic Waste**

This is a smoothing reserve relating to the full contract life of the Energy from Waste project.

### **Fire Joint Training Centre**

This is a smoothing reserve relating to the full life contract for the Fire Training Centre.

### **Fire PFI (GRFS)**

This is a smoothing reserve relating to the full life contract for the Fire Stations PFI.

### **Insurance Fund**

Levels are based on external professional actuarial review and advice to mitigate the Council's insurance liability.

### **Capital Fund**

This reserve is used for capital financing and is fully committed to fund schemes approved under the Council's Capital Programme.

### **Transformation**

This reserve funds the transformation required for the Council to make sustainable savings.

### **Council Elections**

This reserve is to smooth the cost of funding the Council elections.

### **Invest to Save**

This reserve is fully committed to invest to save projects e.g.: Salix loan grants initiative for energy saving projects.

### **Education Funding Risk**

This reserve was established to smooth the impact from schools becoming academies.

### **Economic Stimulus**

This reserve is fully committed to fund: Rural Broadband; Apprentices; Grow Gloucestershire.

### **Public Health**

Ring fenced grant reserve was established in accordance with national grant conditions to carry forward any unspent balances from the annual grant received from Government.

### **Vulnerable Children**

The reserve offsets demand-led pressures in Children's Services.

### **Adult Care**

This reserve provides funding to mitigate demand risk in Adult Social Care, given the continuing concern about the volatility in demand and the pressure across the health and social care economy.

### **Growing Our Communities Fund**

This fund will allow each Councillor to allocate £30,000 over a three year period to invest in key community projects.

### **People Services**

The reserve offsets demand-led pressures in People Services.

### **Home to School Transport**

This reserve is to smooth the impact changes in schools days year to year on home to school transport.

### **A417 Missing Link**

This reserve has been established to support pre development work on the A417 project to be undertaken.

**Business Rates**

This reserve was established to cover the Council against a potential funding shortfall in business rate income, given the volatility of the scheme and the potential impact of Business Rate appeals on income. The reserve holds £3.514 million ringfenced for economic development projects within the County. Spending plans for this is via the Gloucestershire Economic Growth Joint Committee (GEGJC). Transfers in related to pooling surplus for both GCC and the GEGJC. Most of the drawdown relates to £6.400 million for the One Programme, with the rest being drawdown for approved GEGJC spend.

**Revenue Grants**

A technical reserve for specific unapplied revenue grants and contributions, where conditions related to the monies have been met but expenditure has not been incurred. The monies remained ring fenced and fully committed. This reserve is prepared in accordance with the Accounting Code of Practice issued annually by the Chartered Institute of Public Finance and Accountancy, which the Council is legally required to follow.

**Economy, Environment & Infrastructure**

Reserve has been established to carry forward specific budget under spends.

**Traded Services**

This reserve was established to mitigate against any loss in traded income and invest in services to generate more traded income.

**Shared Audit Services**

This reserve was established to hold specific reserves held under the Shared Audit Services.

**LED Renewables**

This reserve was established to provide budget support for the LED renewables project.

**S256 Funding**

Balances held through funding agreements with Health/ICB

**Risk & Investment Reserve**

To cover both Cabinet and Officer proposals, new administration priorities and to fund in year pressures

**Local Government Review & Devolution Reserve**

Local Government Reorganisation and Devolution budget support

**Other**

A number of small miscellaneous reserves e.g.: Minerals & Local Waste; disputed capital receipts.

**Highways Act Commuted Sums**

Monies held to support costs of future highways maintenance.

**School Balances and Other School Related**

These reserves represent specific ring fenced balances held by individual schools and central ring fenced balances carried forward to support future years expenditure. The Dedicated School Grant Reserve is currently in a deficit position and therefore excluded from this analysis, but is held as an unusable reserve in accordance with new legislation and accounting standards. (See Note 12)

**Capital Grant & Contributions**

This technical reserve relates to unspent capital grants and contributions, which are fully committed to funding the Council's approved Capital Programme.

**Capital Receipts**

This reserve reflects unapplied capital receipts, which are fully committed to funding the approved capital programme.

### 3. Non-current Assets

2023/24	Land & Buildings	Vehicles, Plant, Furniture & Equipment	Surplus Assets	Assets Under Construction	Total Property, Plant & Equipment	PFI & PPP Assets included in PPE
	£'000	£'000	£'000	£'000	£'000	£'000
<b>Gross book value at 31<sup>st</sup> March 2023</b>	<b>1,035,244</b>	<b>185,616</b>	<b>7,543</b>	<b>8,756</b>	<b>1,237,159</b>	<b>232,336</b>
Additions	17,017	7,186	7	23,869	48,079	1,440
Revaluation inc/dec recognised in Revaluation Reserve	24,018	-6,584	4,642	2,079	24,155	-7,574
Revaluation inc/dec recognised in Surplus on the Provision of Services	-9,963	-	-	-	-9,963	-
Derecognition – Disposals	-51,905	-4,997	-	-	-56,902	-
Asset Reclassification and Transfers	-1,243	36	1,243	-36	-	-
Other movements in cost or valuation	-	-	-	-	-	-
<b>Gross book value at 31<sup>st</sup> March 2024</b>	<b>1,013,168</b>	<b>181,257</b>	<b>13,435</b>	<b>34,668</b>	<b>1,242,528</b>	<b>226,202</b>
<b>Accumulated Depreciation &amp; Impairment as at 31<sup>st</sup> March 2023</b>	<b>-</b>	<b>-25,452</b>	<b>-</b>	<b>-</b>	<b>-25,452</b>	<b>-</b>
Depreciation charge in year	-26,747	-13,565	-	-	-40,312	-11,531
Depreciation written out to Revaluation Reserve	17,641	6,650	-	-	24,291	8,902
Depreciation written out to Surplus/Deficit on the Provision of Services	698	-	-	-	698	-
Derecognition – Disposals	1,219	4,993	-	-	6,212	-
Asset Reclassification and Transfers	109	-	-109	-	-	-
Other movements in depreciation and impairment	-	-	-	-	-	-
<b>At 31<sup>st</sup> March 2024</b>	<b>-7,080</b>	<b>-27,374</b>	<b>-109</b>	<b>-</b>	<b>-34,563</b>	<b>-2,629</b>
<b>Net book value at 31<sup>st</sup> March 2024</b>	<b>1,006,088</b>	<b>153,883</b>	<b>13,326</b>	<b>34,668</b>	<b>1,207,965</b>	<b>223,573</b>

*In accordance with the Temporary Relief offered by the Update to the Code on infrastructure assets this note does not include disclosure of gross cost and accumulated depreciation for infrastructure assets because historical reporting practices and resultant information deficits mean that this would not faithfully represent the asset position to the users of the financial statements.*

Infrastructure Assets	2022/23	2023/24
	£'000	£'000
<b>Opening Net book value</b>	<b>513,706</b>	<b>544,961</b>
Additions	64,921	75,201
Depreciation charge in year	-33,666	-35,585
Asset Reclassification and Transfers	-	-
<b>Closing Net book value</b>	<b>544,961</b>	<b>584,577</b>

Total Property Plant & Equipment reported on Balance Sheet	2022/23	2023/24
	£'000	£'000
<b>Land &amp; Buildings; Vehicle, Plant, Furniture &amp; Equipment; Surplus and Asset Under Construction</b>	<b>1,211,707</b>	<b>1,207,965</b>
<b>Infrastructure Assets</b>	<b>544,961</b>	<b>584,577</b>
<b>Non-current Assets - Net book value</b>	<b>1,756,668</b>	<b>1,792,542</b>

### 3. Non-current Assets

2024/25	Land & Buildings	Vehicles, Plant, Furniture & Equipment	Surplus Assets	Assets Under Construction	Right of Use Assets	Total Property, Plant & Equipment	PFI & PPP Assets included in PPE
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Gross book value at 31<sup>st</sup> March 2024</b>	<b>1,013,168</b>	<b>181,257</b>	<b>13,435</b>	<b>34,668</b>	<b>-</b>	<b>1,242,528</b>	<b>226,202</b>
IFRS16 Lease Transition	85	-4,800	0	0	441	-4,274	-4,715
<b>Revised Gross book value at 31<sup>st</sup> March 2024</b>	<b>1,013,253</b>	<b>176,457</b>	<b>13,435</b>	<b>34,668</b>	<b>441</b>	<b>1,238,254</b>	<b>221,487</b>
Additions	15,098	8,725	239	2,392	-	26,454	1,379
Revaluation inc/dec recognised in Revaluation Reserve	-6,016	-6,080	-393	-	-	-12,489	-8,771
Revaluation inc/dec recognised in Surplus on the Provision of Services	-10,091	-	977	-	-	-9,114	-
Derecognition – Disposals	-52,180	-7,934	-5,586	-	-	-65,700	-
Asset Reclassification and Transfers	34,666	-	-	-34,666	-	-	-
Other movements in cost or valuation	-295	-	-	-	-	-295	-
<b>Gross book value at 31<sup>st</sup> March 2025</b>	<b>994,435</b>	<b>171,168</b>	<b>8,672</b>	<b>2,394</b>	<b>441</b>	<b>1,177,110</b>	<b>214,095</b>
<b>Accumulated Depreciation &amp; Impairment as at 31<sup>st</sup> March 2024</b>	<b>-7,080</b>	<b>-27,374</b>	<b>-109</b>	<b>-</b>	<b>-</b>	<b>-34,563</b>	<b>-2,629</b>
Depreciation charge in year	-26,374	-13,572	-	-	-39	-39,985	-11,654
Depreciation written out to Revaluation Reserve	16,807	6,735	109	-	-	23,651	14,283
Depreciation written out to Surplus/Deficit on the Provision of Services	835	-	-	-	-	835	-
Derecognition – Disposals	1,123	7,932	-	-	-	9,055	-
Asset Reclassification and Transfers	-	-	-	-	-	-	-
Other movements in depreciation and impairment	-	-	-	-	-	-	-
<b>Accumulated Depreciation &amp; Impairment at 31<sup>st</sup> March 2025</b>	<b>-14,689</b>	<b>-26,279</b>	<b>0</b>	<b>-</b>	<b>-39</b>	<b>-41,007</b>	<b>0</b>
<b>Net book value at 31<sup>st</sup> March 2025</b>	<b>979,746</b>	<b>144,889</b>	<b>8,672</b>	<b>2,394</b>	<b>402</b>	<b>1,136,103</b>	<b>214,095</b>

*In accordance with the Temporary Relief offered by the Update to the Code on infrastructure assets this note does not include disclosure of gross cost and accumulated depreciation for infrastructure assets because historical reporting practices and resultant information deficits mean that this would not faithfully represent the asset position to the users of the financial statements.*

<b>Infrastructure Assets</b>	<b>2023/24</b>	<b>2024/25</b>
	<b>£'000</b>	<b>£'000</b>
<b>Opening Net book value</b>	<b>544,961</b>	<b>584,577</b>
Additions	75,201	89,561
Depreciation charge in year	-35,585	-37,465
Asset Reclassification and Transfers	-	-
<b>Closing Net book value</b>	<b>584,577</b>	<b>636,673</b>

<b>Total Property Plant &amp; Equipment reported on Balance Sheet</b>	<b>2023/24</b>	<b>2024/25</b>
	<b>£'000</b>	<b>£'000</b>
<b>Land &amp; Buildings; Vehicle, Plant, Furniture &amp; Equipment; Surplus and Asset Under Construction</b>	1,207,965	1,136,104
<b>Infrastructure Assets</b>	584,577	636,673
<b>Non-current Assets - Net book value</b>	<b>1,792,542</b>	<b>1,772,777</b>

## **Non Current Asset Valuations**

### **Right Of Use Assets**

For leases previously classified as operating leases, the lease cost changes from an in-period operating lease expense to recognition of depreciation of the right-of-use asset and an interest expense on the lease liability.

### **Land and Property**

The Code requires all land and property to be formally revalued at least every five years. Revaluations are done on a two year rolling programme, this years valuation covers a full valuation of all Non School assets as at 31<sup>st</sup> December 2024, with a review of any movement between then and 31st March 2025. And a review of all School assets as at 31<sup>st</sup> March 2025.

Operational land and property is included in the Balance Sheet on the basis of existing use value or, where this cannot be assessed because there is no market, depreciated replacement cost. With the exception of schools which are on a Modern Equivalent Asset basis, the valuation approach reflects the demand for space based on the number of children on roll.

### **Fair Value- Surplus Assets**

Non-operational land and property is included on the basis of IFRS 13 Fair Value except assets under construction which are included on the basis of capital expenditure incurred by 31<sup>st</sup> March 2025. The valuations have been undertaken through a combination of the Council's internal valuers and where necessary, external valuers, all of which are RICS qualified, consistent with the current accounting policy. All the Council's surplus assets have been assessed as Level 3 for valuation purposes using the following fair value hierarchy:-

Level 1 - Fair value is only derived from quoted prices in active markets for identical assets or liabilities, e.g. bond prices

Level 2 - Fair value is calculated from inputs other than quoted prices that are observable for the asset or liability, e.g. interest rates or yields for similar instruments

Level 3 - Fair value is determined using unobservable inputs, e.g. non-market data such as cash flow forecasts or estimated creditworthiness and calculated at highest and best use

### **Vehicles, Plant, Furniture and Equipment**

Vehicles, plant, furniture and equipment are included at historical cost, less accumulated depreciation. Furniture and equipment charged to the capital account is included at historical cost and depreciated over the expected life. With the exception of the Energy from Waste Plant which treated the same as Land & Property and revalued each year due to it's materiality.

### **Infrastructure Assets**

These assets, consisting of roads, bridges, street lighting, footpaths and footbridges, are included on the basis of historical costs incurred since 1<sup>st</sup> April 1974, depreciated over periods in accordance with the anticipated life of the various types of infrastructure.

### **Donated Assets**

Donated assets are defined as assets transferred at nil value or acquired at less than fair value.

#### 4. Expenditure and Funding Analysis

The objective of the Expenditure and Funding Analysis is to demonstrate to council tax payers how the funding available to the Council (i.e. government grants, rents, council tax and business rates) for the year has been used in providing services in comparison with those resources consumed or earned in accordance with generally accepted accounting practices. The Expenditure and Funding Analysis also shows how this expenditure is allocated for decision making purposes between the Council's services. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement.

Net Expenditure Chargeable to the General Fund Balance £000	2023/24	Net Expenditure in the Comprehensive Income and Expenditure Statement £000	Expenditure and Funding Analysis	Net Expenditure Chargeable to the General Fund Balance £000	2024/25	Net Expenditure in the Comprehensive Income and Expenditure Statement £000
	Adjustments between Funding and Accounting Basis £000				Adjustments between Funding and Accounting Basis £000	
194,648	-2,213	192,435	Adults	216,965	-2,303	214,662
39,522	-79	39,443	Public Health & Communities	25,952	-	25,952
191,725	16,906	208,631	Children & Families	202,761	30,448	233,209
109,019	-6,872	102,147	Economy, Environment & Infrastructure	124,972	-15,473	109,499
31,187	-6,256	24,931	Community Safety	28,232	-1,346	26,886
63,616	-634	62,982	Corporate Resources	64,014	-145	63,869
-89,177	92,306	3,129	Technical & Countywide	-73,193	76,659	3,465
<b>540,540</b>	<b>93,158</b>	<b>633,698</b>	<b>Net cost of Services</b>	<b>589,703</b>	<b>87,840</b>	<b>677,542</b>
-542,460	-75,867	-618,327	Other income and expenditure	-611,157	-14,427	-625,584
<b>-1,920</b>	<b>17,291</b>	<b>15,371</b>	<b>(Surplus) or Deficit</b>	<b>-21,454</b>	<b>73,413</b>	<b>51,958</b>
	<b>180,474</b>	<b>Opening General Fund Balance 1st April</b>		<b>182,394</b>		
	1,920	Surplus/(deficit) on General Fund		21,454		
	<b>182,394</b>	<b>Closing General Fund Balance 31st March</b>		<b>203,848</b>		



2023/24

Adjustments from the General Fund to arrive at the Comprehensive Income & Expenditure Statement amounts	Adjustments for Capital Purposes (Note i) £'000	Net change for the Pensions Adjustments (Note ii) £'000	Other Differences (Note iii) £'000	Adjustments Between Funding and Accounting Basis £'000
Adults	-588	-1,625	-	-2,213
Public Health & Communities	-	-79	-	-79
Children & Families	-261	-	17,167	16,906
Economy, Environment & Infrastructure	-6,053	-819	-	-6,872
Community Safety	-1,018	-5,238	-	-6,256
Corporate Resources	-634	-	-	-634
Technical & Countywide	90,707	4,458	-2,859	92,306
<b>Net Cost of Services</b>	<b>82,153</b>	<b>-3,303</b>	<b>14,308</b>	<b>93,158</b>
<b>Other income and expenditure from the funding analysis</b>	<b>-61,723</b>	<b>-8,250</b>	<b>-5,894</b>	<b>-75,867</b>
<b>Difference between GF Surplus/Deficit and Comprehensive Income &amp; Expenditure Statement Surplus/Deficit</b>	<b>20,430</b>	<b>-11,553</b>	<b>8,414</b>	<b>17,291</b>

#### Note i Adjustments for Capital Purposes

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

Other operating expenditure – adjusts for capital disposals with a transfer of income on the disposal of assets and the amounts written off for those assets. □

Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.

Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The taxation and non specific grant income and expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

#### Note ii Net Change for the Pensions Adjustments

Benefits pension related expenditure and income:

For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.

For Financing and investment income and expenditure — the net interest on the defined benefit liability is charged to the CIES.

#### Note iii Other Differences

Other differences between amounts debited/credited to the Comprehensive Income and Expenditure Statement and amounts payable/receivable to be recognised under statute:

For financing and investment income and expenditure the other differences column recognises adjustments to the general fund for the timing differences for premiums and discounts. The charge under taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and non domestic rates that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future surpluses or deficits on the collection fund.

Revenues From External Customers	2022/23 £'000	2023/24 £'000
Adults	-37,126	-42,349
Children & Families	-9,304	-10,275
Economy, Environment & Infrastructure	-31,168	-48,670
Community Safety	-677	-465
Public Health & Communities	-169	-36
Corporate Resources	-9,934	-10,966
Technical & Countywide	-25	-126
<b>Total Revenue from External Customers</b>	<b>-88,403</b>	<b>-112,887</b>

2024/25

Adjustments from the General Fund to arrive at the Comprehensive Income & Expenditure Statement amounts	Adjustments for Capital Purposes (Note i) £'000	Net change for the Pensions Adjustments (Note ii) £'000	Other Differences (Note iii) £'000	Adjustments Between Funding and Accounting Basis £'000
Adults	-3	-2,301	-	-2,304
Public Health & Communities	-	-	-	0
Children & Families	-1,222	-1,116	32,786	30,448
Economy, Environment & Infrastructure	-7,900	-7,573	-	-15,473
Community Safety	-1,229	-117	-	-1,346
Corporate Resources	-145	-	-	-145
Technical & Countywide	90,138	-15,900	2,421	76,659
				0
<b>Net Cost of Services</b>	<b>79,639</b>	<b>-27,007</b>	<b>35,207</b>	<b>87,839</b>
<b>Other income and expenditure from the funding analysis</b>	<b>-30,799</b>	<b>18,328</b>	<b>-1,955</b>	<b>-14,426</b>
<b>Difference between GF Surplus/Deficit and Comprehensive Income &amp; Expenditure Statement Surplus/Deficit</b>	<b>48,840</b>	<b>-8,679</b>	<b>33,252</b>	<b>73,413</b>

#### Note i Adjustments for Capital Purposes

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

Other operating expenditure – adjusts for capital disposals with a transfer of income on the disposal of assets and the amounts written off for those assets. □

Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.

Taxation and non-specific grant income and expenditure – capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted from those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The taxation and non specific grant income and expenditure line is credited with capital grants receivable in the year without conditions or for which conditions were satisfied in the year.

#### Note ii Net Change for the Pensions Adjustments

Benefits pension related expenditure and income:

For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.

For Financing and investment income and expenditure — the net interest on the defined benefit liability is charged to the CIES.

#### Note iii Other Differences

Other differences between amounts debited/credited to the Comprehensive Income and Expenditure Statement and amounts payable/receivable to be recognised under statute:

For financing and investment income and expenditure the other differences column recognises adjustments to the general fund for the timing differences for premiums and discounts. The charge under taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and non domestic rates that was projected to be received at the start of the year and the income recognised under generally accepted accounting practices in the Code. This is a timing difference as any difference will be brought forward in future surpluses or deficits on the collection fund.

Revenues From External Customers	2023/24 £'000	2024/25 £'000
Adults	-42,349	-49,904
Children & Families	-10,275	-10,422
Economy, Environment & Infrastructure	-48,670	-54,152
Community Safety	-465	-366
Public Health & Communities	-36	-461
Corporate Resources	-10,966	-12,392
Technical & Countywide	-126	-79
<b>Total Revenue from External Customers</b>	<b>-112,887</b>	<b>-127,776</b>

## 5. Financial Instruments

### Fair Values of Assets and Liabilities

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

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

- Loans borrowed by the Council have been valued by discounting the contractual cash flows over the whole life of the instrument at the appropriate market rate for local authority loans.
- Discount rates for “Lender’s Option Borrower’s Option” (LOBO) loans have been reduced to reflect the value of the embedded options. The size of the reduction has been calculated using proprietary software.
- The fair values of other long-term loans and investments have been discounted at the market rates for similar instruments with similar remaining terms to maturity on 31<sup>st</sup> March.
- No early repayment or impairment is recognised for any financial instrument.
- The fair value of short-term instruments, including trade payables and receivables, is assumed to approximate to the carrying amount given the low interest rate environment.

Fair Values are shown in the tables below, split by the level in the fair value hierarchy:

Level 1 - fair value is only derived from quoted prices in active markets for identical assets or liabilities, e.g. bond prices

Level 2 - fair value is calculated from inputs other than quoted prices that are observable for the asset or liability, e.g. interest rates or yields for similar instruments

Level 3 - fair value is determined using unobservable inputs, e.g. non-market data such as cash flow forecasts or estimated creditworthiness

		31st March 2024		31 <sup>st</sup> March 2025	
	Fair Value Level	Fair Value	Carrying Amount shown on Balance Sheet	Fair Value	Carrying Amount shown on Balance Sheet
<b>Financial liabilities held at amortised cost:</b>					
		£'000	£'000	£'000	£'000
Loans from PWLB	2	183,241	192,237	160,775	185,640
Non PWLB loans	2	50,904	43,788	45,639	42,717
Finance Leases and PFI Liabilities	2	48,721	93,157	0***	0***
<b>Total Financial Liabilities held at amortised cost</b>		<b>282,866</b>	<b>329,182</b>	<b>206,414</b>	<b>228,357</b>
Liabilities for which fair value is not disclosed *			<b>215,587</b>		<b>293,965</b>
<b>Total Financial Liabilities</b>			<b>544,769</b>		<b>522,322</b>
Recorded on the balance sheet as:					
Short term creditors**			155,002		150,798
Short term borrowing			53,385		44,130
Other short term liabilities***			0		1,634
Short term provisions			3,577		3,193
Deferred liabilities			53,409		50,589
Long term borrowing			275,797		184,228
Long term provisions			3,599		2,583
Other long term liabilities***			0		85,167
<b>Total Financial Liabilities</b>			<b>544,769</b>		<b>522,322</b>

\* The fair value of short-term financial liabilities held at amortised cost, including trade payables, is assumed to approximate to the carrying amount.

\*\* The creditors lines on the Balance Sheet include £61.4m creditors (£86.9m in 2023/24) that do not meet the definition of a financial liability as they relate to non-exchange transactions or receipts in advance.

\*\*\*Other liabilities were previously presented within Borrowing, however following the adoption of IFRS 16 are now classified separately. The comparative figure for the prior year within long term borrowing is £91.569m, and for short term borrowing is £1.588 million.

The fair value of financial liabilities held at amortised cost is lower than their balance sheet carrying amount because the authority's portfolio of loans includes a number of loans where the interest rate payable is lower than the current rates available for similar loans as at the Balance Sheet date.

		31 <sup>st</sup> March 2024		31 <sup>st</sup> March 2025	
	Fair Value Level	Fair Value	Balance Sheet	Fair Value	Balance Sheet
		£'000	£'000	£'000	£'000
<b>Financial assets held at amortised cost:</b>					
Bank/other deposits	2	5,207	5,210	0	0
Loans to local authorities	2	106,416	106,466	40,986	40,631
Cash in Hand		29,792	29,792	18,300	18,300
<b>Total Financial Assets held at Amortised Cost</b>		<b>141,415</b>	<b>141,468</b>	<b>59,286</b>	<b>58,931</b>
<b>Financial assets held at fair value</b>					
Money market funds	1		20,046		53,162
Equities & Property Funds FVP&L	1		86,213		87,448
Equities & Property Funds FVOCI	1		4,764		3,450
<b>Total Financial Assets held at Fair Value</b>			<b>111,023</b>		<b>144,060</b>
Assets for which fair value is not disclosed *			112,347		108,528
<b>Total Financial Assets</b>			<b>364,838</b>		<b>311,519</b>

Investment Classification:	31 <sup>st</sup> March 2024			31 <sup>st</sup> March 2025		
	Held at FV	Held at AC	Total	Held at FV	Held at AC	Total
Financial Assets	£'000	£'000	£'000	£'000	£'000	£'000
Cash & Cash Equivalent	20,000	33,292	53,292	53,000	23,300	76,300
Short Term	1,019	103,176	104,195	1,167	35,632	36,799
Long Term	90,004	5,000	95,004	89,894	0	89,894
Assets for which FV is not disclosed	-	112,347	112,347	-	108,528	108,528
<b>Total Financial Assets</b>	<b>111,023</b>	<b>253,815</b>	<b>364,838</b>	<b>144,061</b>	<b>167,460</b>	<b>311,521</b>

	31 <sup>st</sup> March 2024	31 <sup>st</sup> March 2025
	2024	2025
	£'000	£'000
Recorded on the balance sheet as:-		
Long-term debtors	5,113	5,113
Long-term investments	95,004	89,894
Short-term debtors**	107,234	103,415
Short-term investments	104,196	36,798
Cash and cash equivalents	53,292	76,300
<b>Total Financial Assets</b>	<b>364,839</b>	<b>311,520</b>

\* The fair value of short-term financial assets held at amortised cost, including trade receivables, is assumed to approximate to the carrying amount.

\*\* The debtors lines on the Balance Sheet include £51.1m debtors (£48.1m in 2023/24) that do not meet the definition of a financial asset as they relate to non-exchange transactions or payments in advance.

The fair value of financial assets held at amortised cost is similar to their balance sheet carrying amount because the interest rate on similar investments is now similar to that obtained when the investment was originally made.

The Council holds shares costing £1 in Ubico Ltd. The fair value of the council's interest in the company at 31<sup>st</sup> March is considered to be nil, since it is a wholly local authority owned not-for-profit 'Teckal' company. As a 'Teckal' company it is treated as if it were an in house department and the shareholder councils are able to enter into service contracts with the company without undertaking an EU compliant procurement process. Further details can be found in note 17.

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

Financial Liabilities	Long Term		Short Term	
	31.03.24 £'000	31.03.25 £'000	31.03.24 £'000	31.03.25 £'000
<b>Loans at amortised cost:</b>				
Principal sum borrowed	184,228	184,228	49,550	42,050
Accrued interest	-	-	2,247	2,080
<b>Total Borrowing</b>	<b>184,228</b>	<b>184,228</b>	<b>51,797</b>	<b>44,130</b>
<b>Liabilities at amortised cost:</b>				
Finance leases	76,922	71,460	642	590
PFI arrangements	14,647	13,706	946	1,043
<b>Total Other Liabilities</b>	<b>91,569</b>	<b>85,166</b>	<b>1,588</b>	<b>1,633</b>
<b>Liabilities at amortised cost:</b>				
Trade Payables	-	-	94,247	89,678
<b>Included in Creditors</b>	<b>-</b>	<b>-</b>	<b>94,247</b>	<b>89,678</b>
<b>Total Financial Liabilities</b>	<b>275,797</b>	<b>269,394</b>	<b>147,632</b>	<b>135,441</b>

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

Financial Assets	Long Term		Short Term	
	31.03.24 £'000	31.03.25 £'000	31.03.24 £'000	31.03.25 £'000
<b>At amortised cost:</b>				
Principal	5,000	-	100,000	35,000
Accrued interest	-	-	3,223	631
<b>At FV through OCI:</b>				
Equity Instruments elected FVOCI	4,764	3,450	-	-
<b>At FV through P&amp;L:</b>				
Fair Value	85,239	86,444	973	1,167
<b>Total Investments</b>	<b>95,003</b>	<b>89,894</b>	<b>104,196</b>	<b>36,798</b>
<b>At amortised cost:</b>				
Principal	-	-	3,500	5,000
Accrued interest	-	-	-	-
<b>At FV through P&amp;L:</b>				
Fair Value	-	-	20,000	53,000
<b>Total Cash &amp; Cash Equivalents</b>			<b>23,500</b>	<b>58,000</b>
<b>At amortised cost:</b>				
Trade receivables	-	-	59,134	48,685
<b>Included in Debtors</b>	<b>-</b>	<b>-</b>	<b>59,134</b>	<b>48,685</b>
<b>Total Financial Assets</b>	<b>95,003</b>	<b>89,894</b>	<b>186,830</b>	<b>143,483</b>

#### Equity Instruments Elected to Fair Value through Other Comprehensive Income

The Council has elected to account for the following investments in equity instruments at fair value through other comprehensive income because they are long-term strategic holdings and changes in their fair value are not considered to be part of the Council's annual financial performance.

	Fair Value		Dividends	
	31.03.24 £'000	31.03.25 £'000	2023/24 £'000	2024/25 £'000
<b>Fundamentum REIT</b>	<b>4,764</b>	<b>3,450</b>	<b>143</b>	<b>150</b>

Expense, Income, Gains and Losses

	2023/24						2024/25					
	Financial Liabilities: Amortised Cost	Financial Assets: Amortised Cost	Financial Assets: Fair Value through Profit and Loss	Financial Assets: Fair Value through Other Comprehensive Income	Total		Financial Liabilities: Amortised Cost	Financial Assets: Amortised Cost	Financial Assets: Fair Value through Profit and Loss	Financial Assets: Fair Value through Other Comprehensive Income	Total	
	£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000	£'000	
Interest expense	26,886	-	-	-	26,886		25,055	-	-	-	25,055	
<b>Interest payable and similar changes</b>	<b>26,886</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>26,886</b>		<b>25,055</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>25,055</b>	
Interest and dividend income	-	-10,034	-1,719	-142	-11,895		-	-4,284	-7,607	-150	-12,041	
Gains (-)/loss from changes in fair valu	-	-	-1,916	-	-1,916				-1,205	-	-1,205	
<b>Interest and investment income</b>	<b>-</b>	<b>-10,034</b>	<b>-3,635</b>	<b>-142</b>	<b>-13,811</b>		<b>-</b>	<b>-4,284</b>	<b>-8,812</b>	<b>-150</b>	<b>-13,246</b>	
Gain (-)/Loss on revaluation	-	-	-	-64	-64		-	-	-	1,314	1,314	
<b>Impact on Other Comprehensive Income and Expenditure</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-64</b>	<b>-64</b>		<b>-</b>	<b>-</b>	<b>-</b>	<b>1,314</b>	<b>1,314</b>	
<b>Net loss/gain(-) for the year</b>	<b>26,886</b>	<b>-10,034</b>	<b>-3,635</b>	<b>-206</b>	<b>13,011</b>		<b>25,055</b>	<b>-4,284</b>	<b>-8,812</b>	<b>1,164</b>	<b>13,123</b>	

## 6. Inventories

	2023/24 £'000	2024/25 £'000
<b>Maintenance Materials</b>		
Balance outstanding at start of the year	230	779
Purchases	2,079	2,015
Stock used within the year	-1,530	-1,846
<b>Balance at 31st March</b>	<b>779</b>	<b>948</b>

## 7. Contractual Capital Commitments

A contractual capital commitment is where a significant new contract has been agreed during the financial year where a legal agreement has been entered into and can not easily be backed out of. The Council has a policy that a significant contract value would be £3m or above.

The following contracts have been signed during 2024/25:-

	£' Million
A435 Cycleway Section 2.1 and Wellington Road retender - Montel Civil Engineering Ltd	4.10
Gloucester City Centre Cycle Improvements - Phase 1 - Montel Civil Engineering Ltd	3.20

## 8. Debtors

	2023/24 £'000	2024/25 £'000
Central Government Bodies	20,140	23,386
Other Local Authorities	24,324	25,306
NHS Bodies	17,596	8,470
Public Corporations and Trading Funds	1,021	661
Other Entities and Individuals	44,153	45,592
<b>Balance at 31<sup>st</sup> March</b>	<b>107,234</b>	<b>103,415</b>

*£103,415 includes £10,214 of Payments In Advance, mostly relating to Other Entities and Individuals*

## 9. Cash and Cash Equivalents

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

	2023/24 £'000	2024/25 £'000
Cash held by the Council, including schools	29,792	18,300
Cash held in call/money market accounts with same day access	20,000	53,000
Cash Equivalents - investments maturing within 3 months of acquisition	3,500	5,000
<b>Balance at 31<sup>st</sup> March</b>	<b>53,292</b>	<b>76,300</b>

## 10. Provisions

	Short Term Liabilities	Long Term Liabilities	Balance at 1 <sup>st</sup> April 2024	Applications	Additions	Amounts Written off in Year	Balance at 31 <sup>st</sup> March 2025	Short Term Liabilities	Long Term Liabilities
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Insurance Fund</b>	-2,796	-1,573	<b>-4,369</b>	-165		-	<b>-4,534</b>	-2,946	-1,588
<b>Adults:</b>									
Contracts	-350	-210	<b>-560</b>	350	-	-	<b>-210</b>	-	-210
<b>Economy, Environment &amp; Infrastructure:</b>									
GSWBP Land Claims	-	-91	<b>-91</b>	-	-	-	<b>-91</b>	-	-91
Contracts	-431	-1,724	<b>-2,155</b>	1,454	-240	-	<b>-941</b>	-247	-694
<b>Total</b>	<b>-3,577</b>	<b>-3,598</b>	<b>-7,175</b>	<b>1,639</b>	<b>-240</b>	<b>-</b>	<b>-5,776</b>	<b>-3,193</b>	<b>-2,583</b>
Employee Accrual - IAS19 accumulated absences	-5,779	-	<b>-5,779</b>	-	<b>-3,802</b>	-	<b>-9,581</b>	-9,581	-
<b>Total</b>	<b>-5,779</b>	<b>-</b>	<b>-5,779</b>	<b>-</b>	<b>-3,802</b>	<b>-</b>	<b>-9,581</b>	<b>-9,581</b>	<b>-</b>

\* Net movement shown

### Insurance Fund

Whilst Insurance services are arranged through external partners, the current excess levels effectively means that all but the very largest claims are self insured. The Council therefore operates a stand alone insurance fund to cover the impact of any self insurance liabilities. The Provisions held specifically relate to known claims which had not been settled at year end.

### Economy, Environment & Infrastructure - Contracts

These relate to amounts due to external providers under retention periods for a number of highways contracts. It is normal process for there to a defects period under contracts, where a small retention is held back from the final settlement, but is paid on satisfactory completion of this period, normally at the end of a twelve months.

### Employee Accrual - IAS19 accumulated absences

Local Authorities are required to account for benefits payable during employment in accordance with IAS19. The provision held within the Accumulated Absences Account relates to estimated costs associated with short term benefits such as leave, flexible working hours and additional TOIL, which have been accumulated at the end of 2024/25 but will not be settled until 2025/26. Employee accrual has increased from £5.779m by £3.802m to £9.581m is mainly due to Teachers & School holidays accrued more leave this year due to Easter Holidays falling in April this year, last year half of Easter was in March resulting in 23/24 they accrued 5 days, in 24/25 they accrued 10 days (double).



## 11. Creditors & Revenue Receipts in Advance

	2023/24 £'000	2024/25 £'000
Central Government Bodies	6,603	29,929
Other Local Authorities	45,152	28,685
NHS Bodies	6,969	4,002
Public Corporations and Trading Funds	226	189
Other Entities and Individuals	96,052	87,993
<b>Balance at 31<sup>st</sup> March</b>	<b>155,002</b>	<b>150,798</b>

£150,798k includes £34,181k of Receipts In Advance, mostly relating to Central Government Bodies, Other Local Authorities and Entities and Individuals

## 12. Unusable Reserves

### 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<sup>st</sup> April 2007, the date that the Reserve was created. Accumulated gains arising before that date are consolidated into the balance on the Capital Adjustment Account.

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	<b>526,650</b>	<b>535,725</b>
Upward revaluation of assets	67,073	29,648
Downward revaluation of assets not charged to the Surplus or Deficit on the Provision of Services	-18,627	-18,488
Depreciation written out to the Capital Adjustment Account	-15,255	-15,097
Accumulated gains on assets sold or scrapped	-24,116	-33,063
Other movements	-	-51
<b>Balance at 31<sup>st</sup> March</b>	<b>535,725</b>	<b>498,674</b>

### Financial Instrument Revaluation Reserve

The financial instruments revaluation reserve contains the gains made by the Council arising from increases in the value of its investments that are measured at fair value through other comprehensive income.

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	<b>-300</b>	<b>-236</b>
Change in year end valuation	64	-1,314
<b>Balance at 31<sup>st</sup> March</b>	<b>-236</b>	<b>-1,550</b>

**Pooled Instrument Adjustment Account**

The Pooled Instrument Adjustment Account contains the gains/losses made by the Council arising from increases/decreases in the value of investments that have quoted market prices or otherwise do not have fixed or determinable payments. They are instruments that are categorised as Fair Value through profit and loss but subject to a statutory override so that they do not impact in year on council tax payers.

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	-6,677	-4,761
Change in year end valuation	1,916	1,205
<b>Balance at 31<sup>st</sup> March</b>	<b>-4,761</b>	<b>-3,556</b>

**Capital Adjustment Account**

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

The account also contains revaluation gains accumulated on Property, Plant and Equipment before 1<sup>st</sup> April 2007, the date that the Revaluation Reserve was created to hold such gains.

Note 1 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
<b>Balance at 1<sup>st</sup> April</b>	<b>765,210</b>	<b>779,712</b>
<b>Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement:</b>		
Charges for depreciation of non-current assets	-75,897	-77,450
Depreciation written out to the Revaluation Reserve	15,255	15,097
Amortisation of intangible assets	-65	-65
Revaluation losses on Property, Plant and Equipment	-9,266	-8,602
Revenue expenditure funded from capital under statute	-14,216	-17,245
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	-50,690	-56,645
Adjusting amounts written out of the Revaluation Reserve	24,116	33,114
<b>Capital financing applied in the year:</b>		
Write off of deferred charges	2,485	2,485
Use of the Capital Receipts Reserve to finance new capital expenditure	1,599	9,089
RCCO applied to capital financing	5,024	9,628
Voluntary Provision for financing of Capital Investment	-	-
Statutory Provision for the financing of Capital Investment	9,781	11,618
Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing	106,376	90,119
<b>Balance at 31<sup>st</sup> March</b>	<b>779,712</b>	<b>790,855</b>

### Defined Pension Fund Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post employment benefits and for funding benefits in accordance with statutory provisions. The Council accounts for post employment benefits in the Comprehensive Income and Expenditure Statement as the benefits are earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions and investment returns on any resources set aside to meet the costs. However, statutory arrangements require benefits earned to be financed as the Council makes employers' 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 between the benefits earned by past and present 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 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	-183,522	-391,428
Remeasurement of net defined benefit liability	-219,459	40,173
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	11,553	8,678
<b>Balance at 31<sup>st</sup> March</b>	<b>-391,428</b>	<b>-342,577</b>

### 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 Comprehensive Income and Expenditure Statement as it falls due from council tax payers and local businesses compared with the statutory arrangements for paying across amounts to the general fund from the collection fund.

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	89	4,067
Amount by which council tax and non domestic rate income credited to the Comprehensive Income and Expenditure Statement is different from council tax and non domestic income calculated for the year in accordance with statutory requirements.	3,978	-751
<b>Balance at 31<sup>st</sup> March</b>	<b>4,067</b>	<b>3,316</b>

### Accumulated Absences Account

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

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	-8,728	-5,779
Amount in which the settlement or cancellation of accrual made at the end of the preceding year and the amount accrued at the end of this year differs.	2,949	-3,802
<b>Balance at 31<sup>st</sup> March</b>	<b>-5,779</b>	<b>-9,581</b>

### Financial Instruments Adjustment Account

The Financial Instruments Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for income and expenses relating to certain financial instruments and for bearing losses or benefiting from gains per statutory provisions. The Council uses the account to manage premiums and discounts paid or received on the early redemption of loans. Premiums or discounts are debited or credited to the Comprehensive Income and Expenditure Statement when they are incurred, but reversed out of the general fund balance to the account in the Movement in Reserves Statement. Over time, the expense is posted back to the general fund balance in accordance with statutory arrangements for spreading the burden on council tax.

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	-2,584	-2,672
Adjustments with the General Fund relating to the total of deferred premiums/discounts:		
Write down	183	176
Premiums Paid (deferred)	-271	-
<b>Balance at 31<sup>st</sup> March</b>	<b>-2,672</b>	<b>-2,496</b>

### Dedicated Schools Grant Deficit Reserve

Following a change in legislation and accounting standards the Dedicated Schools Grant Deficit Reserve, no longer forms part of the Council's useable reserves. This is now included within unusable reserves on the balance sheet. The Dedicated Schools Grant Deficit Reserve absorbs the differences that would otherwise arise on the General Fund Balance. Statutory arrangements require that the impact on the General Fund Balance is neutralised by transfers to or from the Account.

	2023/24 £'000	2024/25 £'000
<b>Balance at 1<sup>st</sup> April</b>	-28,584	-45,751
Transfer from Earmarked Reserve on Recognition		
Adjustments with the General Fund relating to the final accumulated deficit on the dedicated school grant activities in year	-17,167	-32,786
<b>Balance at 31<sup>st</sup> March</b>	<b>-45,751</b>	<b>-78,537</b>

### 13. Cash Flow Statement – Operating Activities

The cash flows for operating activities include the following items:

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

	2023/24 £'000	2024/25 £'000
Depreciation & Impairment	85,163	86,053
Amortisation	65	64
Increase/Decrease in Creditors	6,003	-1,919
Increase/Decrease in Debtors	-13,746	5,622
Increase/Decrease in Inventories	-549	-169
Movement in Pension Liability	-11,553	-8,678
Other non-cash items charged to the net surplus or deficit on the provision of services	-4,949	1,198
Carrying amount of non-current assets and non-current assets held for sale, sold or derecognised	50,690	56,645
<b>Total</b>	<b>111,124</b>	<b>138,816</b>

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

	2023/24 £'000	2024/25 £'000
Capital Grants credited to surplus or deficit on the provision of services	-110,916	-82,442
Premiums or discounts on the repayment of financial liabilities	-	-
Proceeds from the sale of property plant and equipment, investment property and intangible assets	-1,499	-9,349
<b>Net cash flows from Operating Activities</b>	<b>-112,415</b>	<b>-91,791</b>

The cash flows for operating activities include the following items:

	2023/24 £'000	2024/25 £'000
Interest received	9,436	14,439
Interest paid	-27,101	-25,222
<b>Total</b>	<b>-17,665</b>	<b>-10,783</b>

#### 14. Cash Flow Statement – Investing Activities

	2023/24 £'000	2024/25 £'000
Purchase of property, plant and equipment, investment property and intangible assets	-122,576	-118,416
Purchase of short-term and long-term investments	-115,000	-95,000
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	1,499	9,349
Proceeds from short-term and long-term investments	125,001	165,000
Other receipts from investing activities **	115,953	77,380
<b>Net cash flows from Investing Activities</b>	<b>4,877</b>	<b>38,313</b>

\*\* the majority of this relates to capital grants shown in note 22

#### 15. Cash Flow Statement – Financing Activities

	2023/24 £'000	2024/25 £'000
Cash receipts of short and long term borrowing	10,000	30,000
Repayments of short-term and long-term borrowing	-16,000	-37,500
Cash payments for the reduction of the outstanding liabilities relating to finance leases and on-balance sheet PFI contracts	-3,484	-2,872
<b>Net cash flows from Financing Activities</b>	<b>-9,484</b>	<b>-10,372</b>

## 16. Income and Expenditure Analysed by Nature

	2023/24 £'000	2024/25 £'000
Fees, Charges & Other Service Income	-286,757	-344,858
Interest and Investment Income	-11,895	-12,041
Valuation Gain on Financial Instruments	- 1,916	-1,205
Income from Council Tax	-367,861	-388,908
Government Grants and Contributions	-513,102	-570,848
Capital Grants and Contributions	-110,916	-82,482
Fire Pensions Top Up Grant	-3,796	-4,767
Gain on disposal of fixed Assets	-	-
<b>Total Income</b>	<b>-1,296,243</b>	<b>-1,405,109</b>
Employee Expenses	417,110	443,655
Other Service Expenses	710,734	837,699
Depreciation, Amortisation and Impairment	85,227	86,117
Valuation Loss on Financial Instruments	-	-
Revenue expenditure funded from capital under statute	14,216	17,245
Interest Payments	35,136	25,055
Loss on the disposal of fixed assets	49,191	47,296
<b>Total Operating Expenses</b>	<b>1,311,614</b>	<b>1,457,067</b>
<b>Surplus or Deficit on the Provision of Services</b>	<b>15,371</b>	<b>51,958</b>

## **17. Pooled Budgets & Partnership Working**

The Council has entered into partnership with NHS Gloucestershire Integrated Care Board under Section 75 of the NHS Act 2006. This legislation allows health bodies and health-related council services to work together more effectively in the provision of services designed to meet the needs of users without concern for the boundaries of their organisations. The partnership agreement comprises an overarching agreement, together with specific sections covering the following service areas;

### **Provision of Adult Mental Health Services (Integrated Budget)**

A partnership agreement with NHS Gloucestershire Integrated Care Board is in place to commission mental health services for adults. In 2024/25 the Council's share of the gross expenditure of the partnership was £14.01 million (£12.10 million in 2023/24), gross income was nil (nil in 2023/24) and therefore the Council's net contribution was £14.01 million (£12.10 million in 2023/24).

### **Provision of Child & Adolescent Mental Health Services (Integrated Budget)**

A partnership agreement with NHS Gloucestershire Integrated Care Board is in place to commission mental health services for children and young people. In 2024/25 the Council's share of the gross expenditure of the partnership was £0.69 million (£0.65 million in 2023/24), gross income was nil (nil in 2023/24) and therefore the Council's net contribution was £0.69 million

### **Provision of Social Care Occupational Therapy (Integrated Budget)**

A partnership agreement with NHS Gloucestershire Integrated Care Board (ICB) is in place to commission occupational therapy services. In 2024/25 the gross expenditure of the partnership was £3.65 million (£3.60 million in 2023/24), gross income was nil (nil in 2023/24) and the Council's contribution was £2.65 million (£2.50 million in 2023/24). The ICB's contribution is funded through the Better Care Fund.

### **Provision of a Community Equipment Service (Pooled Budget)**

A partnership agreement, with NHS Gloucestershire Integrated Care Board to commission Community Equipment Services. A requirement of the Pool agreement is that income and expenditure must be charged to each partner in proportion to their financial contribution to the service.

In 24/25 the gross expenditure of the partnership was £9.50 million (£9.10 million in 2023/24), gross external income was £0.58 million (£1.05 million in 2023/24), and the Council's contribution was £3.36 million (£3.00 million in 2023/24). A further £2.80 million was made available to the partnership from the Disabled Facilities Grant (£2.40 million in 2023/24).

### **The Better Care Fund**

The Better Care Fund (BCF) first came into operation on 1 April 2015. To administer the fund, Clinical Commissioning Groups (CCGs) were required to establish joint arrangements with local authorities to operate a pooled budget for joint delivery of more integrated health and social care. This responsibility passed to Integrated Care Boards wef 1st July 2022.

In 2024/25 the total funding covered within the BCF was £61.7 million (£57.0 million in 2023/24), of which £19.8 million was allocated to the Council as Lead Commissioner (£17.0 million in 2023/24), and £8.5 million was allocated through the Disabled Facilities Grant (£7.4 million in 2023/24). The ICB was allocated £32.5 million as Lead Commissioner (£34.5 million in 2023/24).

### **Continuing Health Care & Funded Nursing Care**

Support to the ICB in meeting its statutory responsibility to assess eligibility for funded nursing and continuing health care, and to commission care. Support is given through the Council's Integrated Brokerage Team.

### **Discharge Funds 1 and 2**

In 2022/23 The Department of Health allocated to new tranches of funding to local authorities and ICBs, in order to reduce delays in discharge from hospital for patients who are clinically fit to leave. The funding was aligned with the BCF, and in 24/25 totalled £9.9 million, of which £5.2 million was allocated to the ICB, and £4.7 million to the Council.



## Fastershire

Fastershire is a partnership between Herefordshire Council and Gloucestershire County Council which formed in 2012. The Council has jointly worked on the Fastershire Broadband Strategy approved by Cabinet in September 2014. Herefordshire Council acts as the lead authority for this partnership, and the Council provides additional revenue funding for the programme management and project team support. The Partnership covers a range of funding streams as summarised below:

### Borders Broadband £15.570 million

Fastershire partnership entered into a Borders Broadband Contract with BT to build a future proof world class broadband network for the two counties. The project is being funded by Herefordshire Council, Gloucestershire County Council and Broadband Delivery UK (BDUK), a government agency and BT.

The Council approved a commitment of £7.50 million to the project, which is reflected in the Council's approved capital programme for 2014/15 and 2015/16. This was match funding to enable the authorities to draw down the central government contribution via BDUK, which was £18.17 million for both counties.

The contract with BT ended in 2020/21 with the final expenditure of £12.30 million relating to Gloucestershire of which £8.10 million was funded from government grant and £4.20 million funded from the Council's Reserves. The BDUK government grant required a minimum match funding from the Council of £7.50 million therefore an additional £3.30 million of funding must be spent on Broadband investment as part of the Gloucestershire strategy going forward. Of the £3.30m the Council has spent £1.87m which leaves £0.74 million as part of the Council's Economic Stimulus Reserve earmarked for spend against Broadband.

As part of the BT Contract the Council have received clawback payments of £2.061m in 2023/24 and £6.175m in 2024/25 which can only be spent against broadband related solutions. £3.347m of this clawback was used in year against Broadband expenditure leaving a balance of £4.889m against the Council's Economic Stimulus Reserve earmarked for spend against Broadband.

### South West Ultrafast £4.00 million

The Council was awarded a £2.00 million grant from the BDUK South West Ultrafast Broadband and £2.00 million has been matched funded by the Council fund, approved by Cabinet on 12th December 2015, which was administered through the Fastershire partnership.

### Superfast Extension Programme (SEP) £9.66 million

The Fastershire partnership was awarded £9.66 million with the County Council receiving £5.46 million from BDUK (SEP) and match funding of £4.20 million was approved by Cabinet on 17th September 2014. To date the following contracts have been let for Gloucestershire.

<b>Contract</b>	<b>Provider</b>	<b>Gloucestershire County Council Contribution</b>
Stage 3.1	Gigaclear	1,500
Stage 2/3.3c	Gigaclear	4,230
Stage 3.3a	BT	346
Stage 3.3d	Gigaclear	1,873
Stage 3.3e	Gigaclear	604
Stage 4 MGBG		284
Stage 5 FCG		823
TBC		-
		<b>9,660</b>
BDUK Grant Funding		-5,460
Council Funded		-4,200
<b>Total Council Match funding</b>		<b>-9,660</b>

During 2024/25 Gloucestershire has benefitted from £2.915 million of Broadband investment, £60.6k was given out as part of the Digital Household Grant Scheme and £371.8k was given out as a community grant all of which was funded from the Broadband Clawback funding.

### **Shared Audit Services**

The ARA shared service is an audit risk & assurance shared service hosted by the Council under a section 101 agreement, with Stroud District Council and Gloucester City Council as partners. Governance arrangements are completed through a Shared Service Board. All expenditure and income is within the Council's accounts, with the two partners being charged an annual fee based on agreed service provision. Fee income is also received from the provision of audit and other services to wider partners (such as Ubico Ltd and Academies) through agreed contracts.

In addition to the net spend, a dividend was released to the ARA partners in quarter 3 2024/25 based on a surplus position achieved by the shared service in 2023/24 and the section 101 agreement fee base percentages. The dividend released was £33,922.67 and split between Gloucestershire County Council Gloucester City, Council and Stroud District Council. The value of the dividend was agreed by the ARA Shared Service Board in October 2024.

### **Ubico Ltd**

Ubico Limited was originally formed in 2012 as a company wholly owned by its shareholders, Cheltenham Borough Council and Cotswold District Council. The company is responsible for delivering the shareholders' environmental services within their respective council boundaries. The Forest of Dean District Council, Tewkesbury Borough Council and West Oxfordshire District Council joined the partnership on 1st April 2015. Stroud District Council joined in January 2016, Gloucestershire County Council joined in August 2016 and Gloucester City Council joined in November 2021. Each of the eight authorities are now equal shareholders.

The Council procured supplies and services totalling net expenditure of £2.956 million from Ubico Limited during 2024/25, £0.115 million of which is included in the Council's balance sheet: £0.136 million as a short term creditor and £0.021 million as a short term debtor at year end. Sites, plant and equipment and other infrastructure are provided by the Council and are included within the Council's asset register. Vehicles used for haulage are provided by Ubico Limited under the terms of the contract.

### **Adoption West**

On the 1 March 2019 the Council joined together with Bath and North East Somerset, Bristol and North Somerset, South Gloucestershire and Wiltshire Councils to create a new regional adoption agency, called Adoption West. The aim of the collaboration is to deliver an adoption service that offers improved outcomes for both children, people who want to adopt and people whose lives are affected by adoption. During 2024/25 the Council made payments to Adoption West totalling £1.191 million.

Note 23 provides more information on related party transactions and arrangements for the Council.

## 18. Officer's Remuneration

The Council is required to list all post holders who earn between £50,000 and £150,000 or more for all or part of a year and

- They report directly to the Chief Executive, or;
- They are part of the Council's Senior Management Team, or;
- They hold posts required by statute.
- They hold posts that have significant influence and control over the Council's activities.

The senior employees who met the above criteria for 2023/24 and 2024/25 are as follows:

### **2023/24 - Restated\***

	Salary, Fees and Allowances	Compensation for loss of Office	Other Taxable Benefits	Employer's Pension Contributions	Total
	£	£	£	£	£
Chief Executive - P Bungard (1)	150,120	-	-	-	<b>150,120</b>
Chief Fire Officer	149,880	-	-	43,165	<b>193,045</b>
Deputy Chief Fire officer (*)	123,228	-	-	35,490	<b>158,718</b>
Assistant Chief Fire officer (*)	75,891	-	-	21,777	<b>97,668</b>
Executive Director: Economy, Environment & Infrastructure	149,880	-	-	30,725	<b>180,605</b>
Director of Transport and Highways	103,277	-	-	21,172	<b>124,449</b>
Director of Economy and Environment (2)	-	-	-	-	-
Executive Director: Adults Social Care and	149,880	-	-	30,725	<b>180,605</b>
Director of Adults social care operations	106,562	-	-	21,845	<b>128,407</b>
Director of Quality, Performance & Strategy	102,464	-	-	21,005	<b>123,469</b>
Director of Public Health	110,448	-	-	15,882	<b>126,330</b>
Director of Integration (3)	45,962	-	-	9,422	<b>55,384</b>
Executive Director: Children's Services	138,353	-	-	28,362	<b>166,715</b>
Director of Children's Safeguarding and care (4)	87,107	-	-	17,857	<b>104,964</b>
Director of Children's Partnerships (5)	68,419	-	-	-	<b>68,419</b>
Director of Education	114,031	-	-	23,376	<b>137,407</b>
Deputy Chief Executive and Executive director					
<i>S.Mawson</i>	74,940	-	-	15,363	<b>90,303</b>
<i>R.Ayliffe - Acting up Honorarium</i>	6,400	-	-	1,312	<b>7,712</b>
<i>P.Blacker - Acting up Honorarium</i>	3,042	-	-	624	<b>3,666</b>
<i>N.Philippidis</i>	13,241	-	-	2,714	<b>15,955</b>
Director of Finance	114,031	-	-	31,805	<b>145,836</b>
Director of Digital and People	114,031	-	-	23,376	<b>137,407</b>
Director of Strategic Planning, Performance & Change and Monitoring Officer	114,031	-	-	23,376	<b>137,407</b>
	<b>2,115,218</b>	-	-	<b>419,373</b>	<b>2,534,591</b>

1 The Chief Executive works 29.6 hours per week, the full time equivalent for this post is £187,651.

2 The Director of Economy and Environment was filled via secondment for the year, the cost of that secondment for the period was £133,120.

3 The Director of Integration is a joint employee of Gloucestershire County Council and ICB. Gloucestershire County Council is liable for half of the costs associated with this role. They started on 22/05/23, the full year equivalent costs for Gloucestershire County Council are £64,351.

4 The Director of Children's safeguarding and care was vacant until 26/06/23. The full year equivalent for this post is £137,203.

5 The Director of Children's partnerships took flexible retirement on the 01/07/24, and went part time, to 22.2 hours per week. The full time equivalent for this post is £137,407.

The Executive Director of Corporate Resources left the position on 30/09/2023. The Director of Strategic Planning, Performance & Change and the Director of Finance acted up to cover this post, for which they received Honorarium payments. These payments are shown separately above. This post was then filled from 26/02/2024. The full year equivalent cost for this post is £166,850.

\* These two posts have been added to the note following a review during the 24.25 note compilation. The Assistant Chief fire officer post was created on 07/07/2023, the full year equivalent for this post is £133,018.

**2024/25**

	<b>Salary, Fees and Allowances</b>	<b>Compensation for loss of Office</b>	<b>Other Taxable Benefits</b>	<b>Employer's Pension Contributions</b>	<b>Total</b>
	£	£	£	£	£
Chief Executive - P Bungard (1)	153,855	-	-	-	<b>153,855</b>
Chief Fire Officer - M.Preece	153,627	-	-	57,764	<b>211,391</b>
Deputy Chief Fire officer	127,371	-	-	47,891	<b>175,262</b>
Assistant Chief Fire officer	109,533	-	-	41,184	<b>150,717</b>
Executive Director: Economy, Environment & Infrastructure - C.	153,627	-	-	31,494	<b>185,121</b>
Director of Transport and Highways	116,882	-	-	25,833	<b>142,715</b>
Director of Economy and Environment (2)	29,221	-	-	5,990	<b>35,211</b>
Executive Director: Adults Social Care and Public Health - S. Scott	153,627	-	-	31,494	<b>185,121</b>
Director of Adults social care operations	113,209	-	-	23,208	<b>136,417</b>
Director of Quality, Performance & Strategy	113,209	-	-	23,208	<b>136,417</b>
Director of Public Health	116,882	-	-	16,808	<b>133,690</b>
Director of Integration (3)	56,605	-	-	11,604	<b>68,209</b>
Executive Director: Children's Services	143,125	-	-	29,341	<b>172,466</b>
Director of Children's Safeguarding and care	116,882	-	-	23,961	<b>140,843</b>
Director of Children's Partnerships (4)	17,105	-	-	-	<b>17,105</b>
Director for integrated Children & Families commissioning (4)	50,354	-	-	10,258	<b>60,612</b>
Director of Education	116,882	-	-	23,961	<b>140,843</b>
Deputy Chief Executive and Executive director of Corporate	146,413	-	-	30,015	<b>176,428</b>
Director of Finance	116,882	-	-	23,961	<b>140,843</b>
Director of Digital and People	116,882	-	-	23,961	<b>140,843</b>
Director of Strategic Planning, Performance & Change and Monitoring Officer	116,882	-	-	23,961	<b>140,843</b>
	<b>2,339,055</b>	-	-	<b>505,897</b>	<b>2,844,952</b>

**1** The Chief Executive works 29.6 hours per week, the full time equivalent for this post is £192,319

**2** The Director of Economy and Environment was filled via secondment from 01/04/2024 - 31/12/2024, the cost of that secondment for that

**3** The Director of Integration is a joint employee of Gloucestershire County Council and ICB. Gloucestershire County Council is liable for half

**4** The Director of Children's Partnerships left the role on 30/06/2024, this role was then vacant until The Director for Integrated Children &

The numbers within the bandings include the total remuneration (excluding employer's pension contributions) of the senior officers disclosed individually in the previous tables.

Salaries for teachers in Academy, Foundation and Voluntary Aided schools have not been included.

Under regulations, the Council is required to show the number of employees whose remuneration exceeded £50,000 (excluding employer's pension contributions) and this is shown in the table below.

The table reflects the total remuneration, including compensation for loss of office (redundancy), received by employees as at 31<sup>st</sup> March 2025, not just an employee's gross salary.

Remuneration band	Total Number of Employees			
	2023/24		2024/25	
	Schools	Non-Schools	Schools	Non-Schools
£50,000 - £54,999	82	212	112	203
£55,000 - £59,999	55	65	75	102
£60,000 - £64,999	41	43	34	44
£65,000 - £69,999	34	13	28	26
£70,000 - £74,999	13	22	33	27
£75,000 - £79,999	18	15	15	9
£80,000 - £84,999	7	10	10	11
£85,000 - £89,999	6	8	6	12
£90,000 - £94,999	1	2	4	4
£95,000 - £99,999	2	1	1	1
£100,000 - £104,999	-	1	3	0
£105,000 - £109,999	-	2	1	1
£110,000 - £114,999	0	3	0	3
£115,000 - £119,999	1	1	0	7
£120,000 - £124,999	-	2	1	0
£125,000 - £129,999	-	-	0	1
£130,000 - £134,999	-	-	0	0
£135,000 - £139,999	-	2	0	0
£140,000 - £144,999	-	-	0	2
£145,000 - £149,999	-	3	0	1
£150,000 - £154,999	-	1	0	4
£155,000 +	-	-	0	2
<b>Total</b>	<b>260</b>	<b>406</b>	<b>323</b>	<b>460</b>

The increase in the number of employees within these bands is a result of the 2024/25 national pay award pushing more employees into this remuneration banding.

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

**2023/24**

Exit package cost band (including special payments)	Number of compulsory redundancies	Number of other departures agreed	Total number of exit packages by cost band	Total cost of exit packages in each band  £
£0 - £20,000	-	18	18	71,595
£20,001 - £40,000	-	4	4	101,494
£40,001 - £60,000	-	1	1	44,158
£60,001 - £80,000	-	-	-	-
£80,001 - £100,000	-	-	-	-
£100,001 - £150,000	-	-	-	-
£150,001 - £200,000	-	-	-	-
<b>Total</b>	<b>-</b>	<b>23</b>	<b>23</b>	<b>217,247</b>

In addition to that shown in the above table, a further £130,000 was paid to ex-agency employees during the 2023/24 financial year.

**2024/25**

Exit package cost band (including special payments)	Number of compulsory redundancies	Number of other departures agreed	Total number of exit packages by cost band	Total cost of exit packages in each band  £
£0 - £20,000	3	38	41	368,990
£20,001 - £40,000	1	3	4	117,207
£40,001 - £60,000	-	-	-	-
£60,001 - £80,000	-	-	-	-
£80,001 - £100,000	-	-	-	-
£100,001 - £150,000	-	-	-	-
£150,001 - £200,000	1	-	1	163,892
£200,000 +	-	1	1	243,320
<b>Total</b>	<b>5</b>	<b>42</b>	<b>47</b>	<b>893,409</b>

## 19. Members' Allowances

The Council is required to report the total allowances paid during the year to Council Members. Full details of the allowances paid to each individual Councillor are published on the Council's website:

[Allowances and expenses paid to Members of the Council - Gloucestershire County Council](#)

	2023/24 £'000	2024/25 £'000
Basic Allowances	603	639
Special Responsibility Allowances	321	340
Travel & Subsistence Allowances	12	10
<b>Total</b>	<b>936</b>	<b>989</b>

## 20. External Audit Costs

The Council has incurred the following costs in relation to the audit of the Statement of Accounts, certification of grant claims and for non-audit services provided by the Council's external auditors:

	2023/24 £'000	2024/25 £'000
Fees payable with regard to external audit services carried out by the appointed auditor for the year	271	296
Additional fees associated with external audit services	-	-
Fees payable for the certification of grant claims and returns for the year	10	7
<b>Total</b>	<b>281</b>	<b>303</b>

The table above sets out audit fees paid in and relating to the 2024/25 financial year. The £260,152 represents the scale fee for the 2024/25 financial year.

**21. Disclosure of Deployment of Dedicated Schools Grant (DSG)**

The council's expenditure on schools is funded primarily by grant monies provided by the Education and Skills Funding Agency (ESFA), the Dedicated Schools Grant (DSG). DSG is ringfenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School Finance and Early Years (England) Regulations. The Schools Budget includes elements for a range of educational services provided on an authority-wide basis and for the Individual Schools Budget (ISB), which is divided into a budget share for each maintained school.

Details of the deployment of DSG receivable for 2024/25 are as follows:

	Central Expenditure £'000	Individual Schools Budget £'000	Total £'000
Final DSG for 2024/25 before academy and high needs recoupment			651,323
Academy and high needs figure recouped for 2024/25			-309,565
Total DSG after academy and high needs recoupment for 2024/25			341,758
Plus: Brought forward from 2023/24			-
Less: Carry forward to 2025/26 agreed in advance			-
Agreed initial budgeted distribution in 2024/25	86,003	255,755	341,758
In Year Adjustments	-361	-	-361
<b>Final budget distribution for 2024/25</b>	<b>85,642</b>	<b>255,755</b>	<b>341,397</b>
Less: Actual central expenditure	-118,428		-118,428
Less: Actual ISB deployed to schools		-255,755	-255,755
Plus: Local Authority contribution for 2024/25	-	-	-
<b>In-year Deficit Carry Forward to 2025/26</b>	<b>-32,786</b>	<b>-</b>	<b>-32,786</b>
Plus Carry-forward to 2025/26 agreed in advance			-
Carry-forward to 2025/26			-
DSG unusable reserve at the end of 2023/24			-45,751
Addition to DSG unusable reserve at the end of 2024/25			-32,786
Total of DSG unusable reserve at the end of 2024/25			-78,537
Net DSG position as end of 2024/25			-78,537



## 22. Grant Income

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

<b>Credited to Taxation and Non Specific Grant Income</b>	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>
National Non Domestic Rates Retained Income	-29,006	-26,159
Top Up Grant	-54,669	-57,003
Non Service Related Grants	-122,940	-144,284
Fire Pensions Top Up Grant	-3,796	-4,767
<b>Total</b>	<b>-210,411</b>	<b>-232,213</b>

<b>Revenue Grants Credited to Services</b>	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>
Department for Work & Pensions Grants	-7,720	-7,674
Department for Children's Schools & Families Grants	-43,832	-44,328
Department for Education Grants - DSG	-312,768	-338,907
Department of Health Grants	-3,638	-2,746
Community & Local Government Grants	-8,719	-23,979
Youth Justice Board Grant	-720	-754
Young Peoples Learning Agency Grants	-1,518	-1,276
Skills Funding Agency	-3,998	-4,005
Department for Environment, Food & Rural Affairs	-108	-347
Other Grants	-13,553	-14,472
<b>Total</b>	<b>-396,574</b>	<b>-438,488</b>

<b>Capital Grants and Contributions credited to Comprehensive Income &amp; Expenditure Account</b>	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>
Department for Communities and Local Government Grants	-	-
Department for Education Grants	-20,076	-6,843
Department for Transport Grants	-40,989	-30,954
Department for Levelling Up, Homes and Communities Grants	-7,439	-8,490
Homes England Grants	-35,831	-31,621
National Highways	-162	-174
Sustrans Cycle Grant	-	-
Local Enterprise Partnership - Growth Fund Grant	-	-
NHS Contributions	-3,594	-572
Contributions from other Local Authorities	-654	-967
Other Grants and Contributions	-852	-1,072
Developer Contributions	-1,321	-1,742
<b>Total</b>	<b>-110,918</b>	<b>-82,435</b>

<b>Capital Grants Receipts in Advance</b>	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>
Government Grants	-9,896	-
Non Government Contributions for Capital purposes	-52,868	-60,310
Accountable body	-7,333	-6,382
<b>Total</b>	<b>-70,097</b>	<b>-66,692</b>

## 23. Related Parties

The Council is required to disclose material transactions with related parties, that is bodies or individuals that have the potential to control or influence the Council or to be controlled or influenced by the Council. Disclosure of these transactions allows readers to assess the extent to which the Council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Council. Note 17 also provides more information on the Council's partnership working with other organisations including NHS Gloucestershire and Herefordshire Council.

### Central Government

Central Government has effective control over the general operations of the Council – it is responsible for providing the statutory framework within which the Council operates, provides the majority of its funding in the form of grants and prescribes the terms of many of the transactions that the Council has with other parties. Grants received from Government departments together with Grant receipts outstanding at 31st March 2025 are shown in Note 22.

### Members

Members of the Council have direct control over the Council's financial and operating policies. The total of members' allowances paid in 2024/25 is shown in Note 19. Details of all member interests are recorded in the Register of Members' Interest, open to public inspection at Shire Hall during office hours or on the Council website. In 2024/25 there were nil value of related parties transactions to interests of Members of the Council.

### Other Public Bodies (subject to common control by Central Government)

There is a contractual arrangement between the Council and Gloucestershire Care Partnership Limited (GCP) for the provision of places in care homes for older people, which involves sub-contracting its obligations to Order of St John Care Trust (OSJ) and Bedford Pilgrims Housing Association (BPHA).

The Council is entitled to appoint one independent trustee to the Board of GCP and under the Articles of Association the Council must always have less than 20% of the voting rights.

Current provision under the arrangement is managed under a commercial contract. Future development of care facilities is managed by an Estates Committee, comprising an equal number of representatives from each party.

In 2024/25 payments of £19.8 million (£17.1 million in 2023/24) were made to the Order of St John Care Trust in relation to this contract. As of 2023/24 all payments made to Nursing and Residential Homes are now paid gross with the client contribution income being collected by GCC directly from the clients.

## 24. Capital Expenditure and Capital Financing

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI/PPP contracts), together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Council, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Council that has yet to be financed.

	2023/24 £'000	2024/25 £'000
<b>Opening Capital Financing Requirement</b>	<b>466,005</b>	<b>478,239</b>
Adjustment to opening balances for IFRS 16 transition PFI/Waste/ROU	-	-4,274
Property, Plant and Equipment	123,283	116,046
Revenue Expenditure Funded from Capital under Statute	14,216	17,245
<b>Total to Finance</b>	<b>137,499</b>	<b>129,017</b>
<b>Sources of finance</b>		
Capital Receipts	-1,599	-9,089
Capital Fund & other Earmarked Reserves	-672	-3,825
Capital Grants and other Contributions	-106,376	-90,113
Minimum Revenue Provision (MRP)	-9,781	-11,618
Direct Revenue Contributions	-6,837	-8,201
	<b>-125,265</b>	<b>-122,846</b>
<b>Closing Capital Financing Requirement</b>	<b>478,239</b>	<b>484,410</b>
<b>Explanation of movements in year</b>		
Increase/decrease (-) in underlying need to borrowing	12,234	6,171
<b>Increase/Decrease (-) in Capital Financing Requirement</b>	<b>12,234</b>	<b>6,171</b>
<b>Capital Expenditure 2024/25</b>	<b>£'000</b>	<b>%</b>
<b>Adults</b>	11,670	8.6
<b>Public Health</b>	239	0.2
<b>Children &amp; Families</b>		
Schools	8,359	6.2
Non Schools	1,318	1.0
<b>Economy, Environment &amp; Infrastructure</b>		
Transport & Highways	94,742	69.8
Planning & Economic Development	3,691	2.7
Environment & Waste	1,004	0.7
Libraries & Registration	443	0.3
<b>Community Safety</b>		
Fire and Rescue	2,899	2.1
<b>Corporate Services</b>		
Asset Management Property Services	4,634	3.4
ICT Projects	2,794	2.1
Capital Receipts Works before sale	119	0.1
PFI/EfW Lifecycle	3,863	2.8
	<b>135,775</b>	<b>100</b>

## 25. Leases

The Council accounts for leases in accordance with its Statement of Accounting Policies.

### Council as Lessee

#### Finance Leases

Other than those schemes undertaken through the Private Finance Initiative as reported in Note 26, there were no further finance leases identified by the Council during 2024/25.

#### Operating Leases

The Council has entered into operating leases to acquire the use of both property and vehicles. The future commitments due under non-cancellable leases in future years are:

	Expiry date of lease		
	Within 1 year	After 1 year but less than 5 years	After more than 5 years
	£'000	£'000	£'000
Property	702	2,108	2,150
Vehicles	183	161	-
<b>2023/24 Total</b>	<b>885</b>	<b>2,269</b>	<b>2,150</b>
<i>2023/24 Includes Leases now included as ROU Assets in PPE Note 3</i>			
Property	555	1,213	1,623
Vehicles	95	-	-
<b>2024/25 Total</b>	<b>650</b>	<b>1,213</b>	<b>1,623</b>

The expenditure charged to Services in the Comprehensive Income and Expenditure Statement during the year in relation to the minimum payments for these leases was:

	2023/24	2024/25
	£'000	£'000
Property	723	555
Vehicles	154	93
<b>Total</b>	<b>877</b>	<b>648</b>

## Council as Lessor

### Finance Leases (IAS 17)

The Council has looked at all leases (including those that terminated at 31st March 2024) where it is the lessor (landlord), to establish the correct classification under IFRS.

There were no finance leases identified to be included on the balance sheet.

### Operating Leases

The Council leases out property under operating leases for purposes that include the provision of community services, care homes for older people and county farms for new starters in agriculture.

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

	Expiry date of lease		
	Within 1 year	After 1 year but less than 5 years	After more than 5 years
	£'000	£'000	£'000
Property	1,696	1,817	6,127
<b>2023/24 Total</b>	<b>1,696</b>	<b>1,817</b>	<b>6,127</b>
Property	1,170	1,678	5,751
<b>2024/25 Total</b>	<b>1,170</b>	<b>1,678</b>	<b>5,751</b>

The income relating to the minimum lease payments credited to Services in the Comprehensive Income and Expenditure Statement during the year was:

	2023/24	2024/25
	£'000	£'000
Property	1,702	1,255
<b>Total</b>	<b>1,702</b>	<b>1,255</b>

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

## 26. Private Finance Initiatives and Similar Contracts

### Fire Service Joint Training Centre PFI Scheme

2024/25 was the twenty second year of a twenty-five year PFI contract for the design, build, financing and operation of a Joint Training facility in Avonmouth. The scheme is a joint PFI venture with Avon Fire Authority and Devon & Somerset Fire Authority whereby a significant proportion of the training required by the three services is provided at this facility.

### Property, Plant and Equipment

The Council's share of the assets used to provide services at the Joint Training Centre are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 3. With effect from 1 April 2024, IFRS 16 has been applied and assets and lease liabilities have been calculated as if IFRS 16 had always applied but recognised in the year of adoption by adjusting prior year figures.

### Payments

The Council makes an agreed payment each year which is increased annually by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year but which is otherwise fixed.

Payments remaining to be made under the PFI contract at 31<sup>st</sup> March 2025 (excluding any estimation of inflation and availability/performance deductions) are as follows:

2023/24		2024/25		Interest £'000	Total £'000
		Payment for Services £'000	Reimbursement of Capital Expenditure £'000		
£'000		£'000	£'000	£'000	£'000
<b>835</b>	<b>Paid in 2024/25</b>	630	260	89	<b>979</b>
<b>Outstanding undischarged contract obligations:</b>					
856	Payable within one year	649	276	67	992
2,696	Payable within two to five years	1,376	642	59	2,077
<b>3,552</b>	<b>Total</b>	<b>2,025</b>	<b>918</b>	<b>126</b>	<b>3,069</b>

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

	2023/24 £'000	2024/25 £'000
Balance outstanding at start of year	790	655
IFRS 16 transition	-	503
Revised Opening	790	1,158
IFRS 16 remeasurement		19
Payments during the year	-135	-260
<b>Balance outstanding at year-end</b>	<b>655</b>	<b>917</b>

The asset value held as at the 31<sup>st</sup> March each year were:

	2023/24 £'000	2024/25 £'000
Opening Net Book Value	1,774	1,418
Depreciation	-356	-356
IFRS 16 remeasurement	-	-19
Revaluations	-	-28
Additions	-	-
<b>Balance</b>	<b>1,418</b>	<b>1,015</b>



### Fire Service Stations PFI Scheme

The building of four new Community Fire Stations, as well as a Life Skills Centre (SkillZONE) in Gloucestershire took place during 2011/12 and 2012/13. The PFI scheme runs for twenty-five and a quarter years to June 2037 and the fire stations become the property of the Fire & Rescue Service at the end of the contract agreement. Each station includes community facilities that can be hired by local groups and organisations. The SkillZONE centre in Gloucester is an educational facility aimed at teaching key safety messages to different parts of the community.

### Property, Plant and Equipment

The Council's assets used to provide services at the Fire Stations and Life Skills Centre are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 3. With effect from 1 April 2024, IFRS 16 has been applied and assets and lease liabilities have been calculated as if IFRS 16 had always applied but recognised in the year of adoption by adjusting prior year figures.

### Payments

The Council makes an agreed payment each year which is increased annually by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year but which is otherwise fixed.

Payments remaining to be made under the PFI contract at 31<sup>st</sup> March 2025 are as follows:

2023/24		2024/25			
		Payment for Services	Reimbursement of Capital Expenditure	Interest	Total
£'000		£'000	£'000	£'000	£'000
4,108	Paid in 2024/25	1,644	901	1,200	3,745
	Outstanding undischarged contract obligations:				
4,211	Payable within one year	1,723	1,030	1,114	3,867
17,924	Payable within two to five years	6,815	2,050	2,948	11,813
25,044	Payable within six to ten years	14,000	6,541	4,044	24,585
18,031	Payable within eleven to fifteen years	5,054	3,915	432	9,401
65,210	Total	27,592	13,536	8,538	49,666

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

	2023/24 £'000	2024/25 £'000
Balance outstanding at start of year	15,450	14,937
IFRS 16 transition		
<b>Revised Opening</b>	<b>15,450</b>	<b>14,937</b>
IFRS 16 remeasurement	-	-83
Payments during the year	-513	-901
<b>Balance outstanding at year-end</b>	<b>14,937</b>	<b>13,953</b>

The asset value held as at the 31<sup>st</sup> March each year were:

	2023/24 £'000	2024/25 £'000
Opening Net Book Value	32,125	30,222
Depreciation	-2,273	-2,301
Additions	370	212
IFRS 16 remeasurement	-	83
Depn Written out on Revaluation		2,301
Revaluations	-	1,032



<b>Closing Balance</b>	<b>30,222</b>	<b>31,549</b>
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**Energy from Waste Facility**

A service concession arrangement involves the grantor conveying to the operator for the period of the concession the right to provide services that give the public access to major economic and social facilities. They are arrangements whereby a public body grants contracts for the supply of public services, such as roads, to private operators. In practice, service concessions typically last for twenty five to thirty years or more and have complicated fact patterns.

In September 2012 a contract for the treatment of residual waste was awarded to Urbaser Balfour Beatty (UBB) to design, build, finance and operate an energy from waste (EfW) facility on behalf of the Council located at Javelin Park, near Gloucester. Following planning delays, the contract finally received permission in July 2015, and in January 2016 the existing contract with UBB was revised to take account of an updated project plan. In June 2024 UBB sold its UK business to FCC Servicios Medio Ambiente ('FCC SMA) a conglomerate dedicated to environmental services formed by the Spanish company FCC who are now delivering the contract.

From October 2019 the facility became operational and at this point it is recognised on the Council's Balance Sheet. The contract period is for 25 years starting from the operational date with the option to extend by 5 years.

Under the contract the Council is required to ensure that all waste for disposal from the district councils within Gloucestershire is delivered to the contractor, who will take on the responsibility for recycling or recovering energy from the waste stream.

**Property, Plant and Equipment**

The Council's assets used to provide services at the Energy from Waste facility are recognised on the Council's Balance Sheet. Movements in their value over the year are detailed in the analysis of the movement on the Property, Plant and Equipment balance in Note 3.

**Payments**

The Council makes an agreed payment each year based on the tonnage of waste processed which is increased annually by inflation and can be reduced if the contractor fails to meet availability and performance standards in any year. Payments remaining to be made under the contract arrangements at 31<sup>st</sup> March 2025 (including an estimation of tonnage, inflation and excluding estimations of availability/performance deductions) are as follows:

2023/24		2024/25			
		Payment for Services	Reimbursement of Capital Expenditure	Interest	Total
£'000		£'000	£'000	£'000	£'000
22,262	Paid in 2024/25	8,351	642	13,615	22,609
<b>Outstanding undischarged contract obligations:</b>					
22,472	Payable within one year	8,596	459	13,460	22,515
68,348	Payable within two to five years	27,624	1,556	39,359	68,539
118,235	Payable within six to ten years	51,547	6,066	61,876	119,489
126,156	Payable within eleven to fifteen years	60,823	15,654	51,511	127,988
135,555	Payable within sixteen to twenty years	69,581	40,100	27,972	137,654
43,713	Payable within twenty one to twenty five years	4,633	8,216	2,016	14,866
514,479	<b>Total</b>	<b>222,805</b>	<b>72,051</b>	<b>196,194</b>	<b>491,051</b>

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

	2023/24 £'000	2024/25 £'000
Balance outstanding at start of year	78,184	77,564
IFRS 16 transition	-	-4,800
<b>Revised Opening</b>	<b>78,184</b>	<b>72,764</b>
IFRS 16 remeasurement	-	51
Payments during the year	-620	-765
<b>Balance outstanding at year-end</b>	<b>77,564</b>	<b>72,050</b>

The deferred revenue value held as at the 31<sup>st</sup> March each year were:

	2023/24 £'000	2024/25 £'000
Balance outstanding at start of year	54,662	52,177
Amortisation	-2,485	-2,485
<b>Closing Balance</b>	<b>52,177</b>	<b>49,692</b>

The asset value held as at the 31<sup>st</sup> March each year were:

	2023/24 £'000	2024/25 £'000
Opening Net Book Value at start of year	198,438	191,934
Opening Net Book Value at recognition	-	-
IFRS 16 transition	-	-4,800
Depreciation	-8,902	-8,997
Additions	1,070	1,167
IFRS 16 remeasurement	0	-51
Revaluation	-7,574	-6,719
Depreciation Charge	8,902	8,997
<b>Closing Balance</b>	<b>191,934</b>	<b>181,531</b>

**Arrangements that contain a lease**

The Council have examined arrangements that could contain a lease. This is where "a transaction does not take the legal form of a lease but conveys the right to use an asset in return for payment". None were identified.

## **27. Impairment Losses - Capital**

Adjustment for impairment has not been considered necessary in respect of decline in value due to obsolescence or physical damage, or a commitment by the Council to undertake a significant reorganisation or due to a significant adverse change in the statutory or other regulatory environment in which the Council operates.

## **28. Termination Benefits**

The Council terminated the contracts of a number of employees in 2024/25, incurring liabilities of £0.893 million (£0.217 million in 2023/24). Note 18 provides details of the number of exit packages and total cost per band.

## **29. Pensions Schemes Accounted for as Defined Contribution Schemes**

Teachers employed by the Council are members of the Teachers' Pension Scheme, administered by Capita Teachers' Pensions on behalf of the Department for Education. The Scheme provides teachers with specified benefits upon their retirement, and the Council contributes towards the costs by making contributions based on a percentage of members' pensionable salaries.

The Scheme is a multi employer defined benefit scheme. The Scheme is unfunded and the Department for Education uses a notional fund as the basis for calculating the employers' contribution rate paid by local authorities. The Council is not able to identify its share of underlying financial position and performance of the Scheme with sufficient reliability for accounting purposes. For the purposes of this Statement of Accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

In 2024/25, the Council paid £26.20 million to the Teachers' Pensions Agency (TPA) in respect of teachers' retirement benefits, at 23.68% of pensionable pay from 1st April 2024 to the 31st March 2025. The figures for 2023/24, the Council paid £21.80 million, at 23.68% of pensionable pay from 1st April 2023 to 31st March 2024. There were no contributions remaining payable at year-end

The Council is responsible for the costs of any additional benefits awarded upon early retirement outside of the terms of the teachers' scheme. These costs are accounted for on a defined benefit basis, and fully accrued in the pensions liability. Detail can be found in Note 30.

Under the new arrangements for Public Health, staff performing public health functions who were compulsorily transferred from the Primary Care Trusts (PCT) to local authorities and who had access to the NHS Pension Scheme on 31<sup>st</sup> March 2013 retained access to that Scheme on transfer at 1<sup>st</sup> April 2013.

The NHS pension scheme is an unfunded, defined benefit scheme and it is a multi-employer defined benefit scheme. In the NHS, the scheme is accounted for as if it were a defined contribution scheme. The Council is not able to identify its share of underlying financial position and performance of the Scheme with sufficient reliability for accounting purposes. For the purposes of this Statement of Accounts, it is therefore accounted for on the same basis as a defined contribution scheme.

**30. Defined Benefit Pension Schemes**

The Gloucestershire Local Government Pension Scheme is a related party of Gloucestershire County Council due to the Council being the administering body of the scheme and by virtue of the Pension Committee including 8 Council Members out of the 10 Committee members. The Committee is supported by Council staff who may be subject to influence from Council Members. The Pension Fund's "in-house" surplus cash balances are held in the Pension Fund's own bank account or money market funds. The Council administers the Pension Fund's named accounts within its Treasury Management department. A total average balance of £16.24 million (£17.67 million in 2023/24) was held in the Pension Fund accounts for 2024/25 gaining interest of £0.79 million. (£0.86 million in 2023/24). The Council charged £4.00 million (£3.56 million in 2023/24) for administering the Pension Fund.

**Participation in Pension Schemes**

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

The Council participates in several post employment schemes:

- The Local Government Pension Scheme, administered locally by Gloucestershire County Council – this is a funded defined benefit Career Average Revalued Earnings scheme (CARE) , meaning that the Council and employees pay contributions into a fund, calculated at a level intended to balance the pensions liabilities with investment assets.
- Arrangements for the award of discretionary post retirement benefits upon early retirement – this is an unfunded defined benefit arrangement, under which liabilities are recognised when awards are made. However, there are no investment assets built up to meet these pensions liabilities, and cash has to be generated to meet actual pensions payments as they eventually fall due.
- The Council also participates in the unfunded Firefighters Pension Scheme and these are disclosed separately within these accounts.

The Gloucestershire pension scheme is operated under the regulatory framework for the Local Government Pension Scheme and the governance of the scheme is the responsibility of the pensions committee. Policy is determined in accordance with the Pensions Fund Regulations. The investment managers of the fund are appointed by the pensions committee.

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

**Transactions Relating to Post-employment Benefits**

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

Comprehensive Income and Expenditure Statement	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2023/24 £'000	2024/25 £'000	2023/24 £'000	2024/25 £'000
Cost of Services:				
Service Cost Comprising:				
Current service cost	40,937	38,906	1,500	1,400
Past service costs	137	369	-	-
Losses / Gains (-) on settlements	-3,042	-2,442	-	-
Financing and Investment Income and Expenditure				
Net interest on the defined pension liability	-650	9,328	8,900	9,000
<b>Total Post Employment Benefits Charged to the Surplus or Deficit on the Provision of Services</b>	<b>37,382</b>	<b>46,161</b>	<b>10,400</b>	<b>10,400</b>

Other Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2023/24 £'000	2024/25 £'000	2023/24 £'000	2024/25 £'000
Remeasurement of the net defined benefit liability comprising:				
Return on plan assets (excluding the amount charged in the net interest expense)	93,928	-6,254	-	-
Actuarial gains and losses arising on changes in demographic assumptions	8,932	2,540	100	2,900
Actuarial gains and losses arising on changes in financial assumptions	79,996	216,132	9,200	26,100
Other experience	-45,878	14,716	-4,800	1,200
Effect of asset ceiling	-360,937	-217,161	-	0
<b>Total Post Employment Benefit Charged to the Comprehensive Income and Expenditure Statement</b>	<b>-223,959</b>	<b>9,973</b>	<b>4,500</b>	<b>30,200</b>

	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2023/24 £'000	2024/25 £'000	2023/24 £'000	2024/25 £'000
<b>Movement in Reserves Statement</b>				
Reversal of net charges made to the Surplus or Deficit for the Provision of Services for post employment benefits in accordance with the Code	6,653	1,578	4,900	7,100
	<b>6,653</b>	<b>1,578</b>	<b>4,900</b>	<b>7,100</b>

**Actual amount charged against the General Fund Balance for pensions in the year:**

Employers' contributions payable for unfunded teachers scheme & LGPS benefits (discretionary)	49,049	52,739	6,400	8,500
Employers' contributions payable to scheme for unfunded LGPS benefits (Discretionary)	3,886	4,000	-	-
<b>Total employers contributions</b>	<b>52,935</b>	<b>56,739</b>	<b>6,400</b>	<b>8,500</b>
Firefighters pension and lump sum benefit payments			7,400	9,600

**Pensions Assets and Liabilities Recognised in the Balance Sheet**

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

	Local Government Pension Scheme - Funded		Local Government Pension Scheme - unfunded	
	2023/24 £'000	2024/25 £'000	2023/24 £'000	2024/25 £'000
Present value of the defined benefit obligation	-1,407,928	-1,233,057	-38,195	-34,011
Fair value of plan assets	1,604,933	1,681,095	-	-
Other movements in the liability (asset)	-360,937 -	595,603	-	-
<b>Net liability arising from defined benefit obligation</b>	<b>-163,932</b>	<b>-147,565</b>	<b>-38,195</b>	<b>-34,011</b>

	Unfunded - Firefighters' Pension Scheme	
	2023/24 £'000	2024/25 £'000
Present value of the defined benefit obligation	-189,300	-161,000
Fair value of plan assets	-	-
Other movements in the liability (asset)	-	-
<b>Net liability arising from defined benefit obligation</b>	<b>-189,300</b>	<b>-161,000</b>

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

	Local Government Pension Scheme		Unfunded - Firefighters' Pension Scheme	
	2023/24	2024/25	2023/24	2024/25
	£'000	£'000	£'000	£'000
Opening fair value of scheme assets	1,444,954	1,604,933	-	-
Interest Income	68,579	77,881	-	-
Remeasurement Gain / Loss (-):				
The return on plan assets, excluding the amount included in the net interest expense	93,928	-6,254	-	-
The effect of changes in foreign exchange rates	-	-	-	-
Contributions from employer	52,935	56,739	6,400	8,500
Contributions from employees into the scheme	11,613	12,434	1,200	1,300
Benefits paid	-57,817	-56,326	-7,600	-9,800
Benefits paid for unfunded LGPS benefits (Discretionary)	-3,886	-4,000	-	-
Assets distributed on settlement	-5,373	-4,312	-	-
<b>Closing fair value of scheme assets</b>	<b>1,604,933</b>	<b>1,681,095</b>	<b>-</b>	<b>-</b>

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

	Funded liabilities: Local Government Pension Scheme		Unfunded liabilities: Firefighters' Pension Scheme	
	2023/24	2024/25	2023/24	2024/25
	£'000	£'000	£'000	£'000
Opening balance at 1 <sup>st</sup> April	-1,438,675	-1,446,123	-189,800	-189,300
Current service cost	-40,937	-38,906	-1,500	-1,400
Interest cost	-67,929	-69,704	-8,900	-9,000
Contributions from scheme participants	-11,613	-12,434	-1,200	-1,300
Remeasurement Losses / Gains (-):				
Actuarial gains/losses arising from changes in demographic assumptions	8,932	2,540	100	2,900
Actuarial gains/losses arising from changes in financial assumptions	79,996	216,132	9,200	26,100
Expected pension increase order	-	-	-4,800	1,200
Other experience	-45,878	14,716	-	-
Past service costs (Including curtailments)	-137	-369	-	-
Liabilities assumed on entity combinations				
Benefits paid	57,817	56,326	7,600	9,800
Benefits paid for unfunded teachers scheme & LGPS benefits (Discretionary)	3,886	4,000	-	-
Liabilities extinguished on settlements, where relevant	8,415	6,754	-	-
<b>Closing balance at 31<sup>st</sup> March</b>	<b>-1,446,123</b>	<b>-1,267,068</b>	<b>-189,300</b>	<b>-161,000</b>

**Reconciliation of Asset Ceiling:**

	<b>Local Government Pension Scheme</b>	
	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>
Asset Ceiling restriction of surplus opening balance at 1st April	-	-360,937
Change in the irrecoverable surplus due to interest charged to P/L	-	-17,505
Change in the irrecoverable surplus recognised as a remeasurement in other comprehensive income	-360,937	-217,161
<b>Asset Ceiling restriction of surplus closing balance at 31st March</b>	<b>-360,937</b>	<b>-595,603</b>

As the present value of future service contributions are higher than the present value of future service cost no surplus is recognisable in year ending 2024/25. Therefore, the funded surplus has been limited by £448,038k to nil. Also, an additional liability of £147,565k is recognised due to future deficit recovery contributions the council is committed to as at the balance sheet date.

**Local Government Pension Scheme assets comprised:**

	2023/24			2024/25		
	Quoted prices in active markets £'000	Quoted prices not in active markets £'000	TOTAL  £'000	Quoted prices in active markets £'000	Quoted prices not in active markets £'000	TOTAL  £'000
Cash and cash equivalents	39,571	-	39,571	22,114	-	22,114
Equity Instruments	-	-	-	-	-	-
Bonds by Sector:						
Corporate (investment grade)	-	-	-	-	-	-
Corporate (non-investment grade)	-	-	-	-	-	-
UK Government	-	-	-	-	-	-
Other	-	-	-	-	-	-
Sub-total bonds	39,571	-	39,571	22,114	-	22,114
Real Estate:						
UK Property	57,997	40,864	98,861	55,901	45,860	101,761
Overseas Property	-	31,388	31,388	-	31,297	31,297
Sub-total real estate	57,997	72,252	130,249	55,901	77,157	133,058
Private equity:						
All	-	38,397	38,397	-	48,133	48,133
Investment Funds and Unit Trusts:						
Equities	-	968,148	968,148	-	1,022,722	1,022,722
Bonds	117,545	172,623	290,168	121,011	169,872	290,883
Infrastructure	-	67,089	67,089	-	91,309	91,309
Other	-	69,740	69,740	-	71,635	71,635
Sub-total investments funds and Unit Trusts	117,545	1,277,600	1,395,145	121,011	1,355,538	1,476,549
Derivatives:						
Forward foreign exchange contracts	1,570	-	1,570	1,241	-	1,241
Other	-	-	-	-	-	0
Sub-total derivatives	1,570	-	1,570	1,241	-	1,241
<b>Total Assets</b>	<b>216,683</b>	<b>1,388,249</b>	<b>1,604,932</b>	<b>200,267</b>	<b>1,480,828</b>	<b>1,681,095</b>

	Fair Value of Scheme	
	2023/24 £'000	2024/25 £'000
Equity Instruments by Company size:-:		
FTSE 100	-	-
FTSE 250	-	-
Pooled UK Smaller Companies	-	-
Sub-total equity instruments	-	-



## 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 Firefighters' Pension Schemes liabilities have been assessed by Hymans Robertson, an independent firm of actuaries, estimates for the County Council Fund being based on the latest full valuation of the scheme as at 31<sup>st</sup> March 2022. The significant assumptions used by the actuary have been:

	Local Government Pension Scheme		Unfunded liabilities:	
	2023/24	2024/25	2023/24	2024/25
Mortality assumptions:				
Longevity (yrs) at 65 (60 for Fire) for current pensioners:				
Men	21.4	<b>21.3</b>	25.8	<b>25.6</b>
Women	24.2	<b>24.1</b>	28.7	<b>28.5</b>
Longevity (yrs) at 65 (60 for Fire) for future pensioners:				
(Figures assume members aged 45 as at 31.03.22 for the LGPS and as at 31.03.20 for Fire)				
Men	22.1	<b>22.0</b>	27.2	<b>27.7</b>
Women	25.5	<b>25.5</b>	30.0	<b>30.5</b>
Rate of increase in salaries	3.25%	<b>3.25%</b>	3.10%	<b>3.15%</b>
Rate of increase in pensions	2.75%	<b>2.75%</b>	2.75%	<b>2.80%</b>
Rate for discounting scheme liabilities #	4.85%	<b>5.80%</b>	4.85%	<b>5.80%</b>

# Under IAS19 requirements the long-term expected rate of return on all asset types is the discount rate.

The basis of the annual IAS19 actuarial valuation is undertaken on an agreed roll forward methodology of the Council's share of assets and liabilities from the latest valuation date, which was 31<sup>st</sup> March 2022. This is then adjusted for as required for future investment returns and employee benefits accordingly. This generally excepted estimation technique could result in potential variations from actual fund levels of up to 2% or 3% per annum.

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

## Sensitivity Analysis

Change in assumptions at 31 March 2025	Approximate Increase %	Approximate monetary amount £'000
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### Local Government Pension Scheme - Increase to Employer Liability

0.1% decrease in Real Discount Rate	2%	21,309
1 year increase in member life expectancy	4%	50,683
0.1% increase in the Salary Increase Rate	0%	814
0.1% increase in the Pension Increase Rate (CPI)	2%	21,093

### Fire Fighters Pension Scheme - Increase to Employer Liability

0.5% decrease in Real Discount Rate	9%	14,150
1 year increase in member life expectancy	3%	4,830
0.5% increase in the Salary Increase Rate	<1%	110
0.5% increase in the Pension Increase Rate (CPI)	8%	12,560

### Fire Fighters Pension Scheme - Increase to Projected Current Service Cost

0.5% decrease in real Discount Rate	50%	350
1 year increase in member life expectancy	3%	20
0.5% increase in the Salary Increase Rate	<1%	-
0.5% increase in the Pension Increase Rate (CPI)	21%	150

## Impact on the Authority's Cash Flows

The objectives of the scheme are to keep employers' contributions at a constant a rate as possible. The County Council has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 17 years. Funding levels are monitored on an annual basis. A triennial valuation was undertaken on 31 March 2022. The Public Service Pensions Act 2013 provided for scheme regulations to be made within a common framework to establish new career average revalued earnings schemes to pay pensions and other benefits to certain public servants in relation to service after 31st March 2014 for the Local Government Pension Scheme or service after 31st March 2015 for other main existing public service pension schemes in England and Wales.

The Council expects to pay £52.4m in contributions to the LGPS scheme for period to 31st March 2026

The weighted average duration of the defined benefit obligation for scheme members:

		Duration 2023/24	Duration 2024/25
LGPS	Duration as at previous formal valuation - 31.03.22	17.0	17.0
Fire	Updated duration effective as at previous formal valuation - 31.03.20	17.3	16.7
Fire - Injury	Updated duration effective as at previous formal valuation - 31.03.20	20.0	16.7

In June 2023, the High Court handed down a decision in the case of Virgin Media Limited v NTL Pension Trustees II Limited and others relating to the validity of certain historical pension changes due to the lack of actuarial confirmation required by law. In July 2024, the Court of Appeal dismissed the appeal brought by Virgin Media Ltd against aspects of the June 2023 decision. The conclusions reached by the court in this case may have implications for other UK defined benefit plans. The Council are monitoring developments in terms of whether there is expected to be any impact on LGPS Funds and will consider if there are any implications for the LGPS scheme. As a result, the Council does not consider it necessary to make any allowance for the potential impact of the Virgin Media case in its financial statements.

### **31. Contingent Liabilities**

Contingent liabilities are disclosed by way of a note when there is a possible obligation which may require a payment or a transfer of economic benefits.

#### **Pension Guarantees**

The Council has guaranteed to cover the liabilities associated with the pensions of ex-employees following the transfers of council services to external bodies. These arrangements are monitored and assessed to ensure that any provision for possible liabilities are made. Following this assessment it is not considered to be necessary to include any costs associated with these guarantees within the 2024/25 accounts.

#### **Pyke Quarry, Oak Quarry and Fosse Cross**

Work by the Council has identified a contingent liability in respect of Pyke Quarry and Oak Quarry, restored landfill sites, and Fosse Cross, a closed landfill site. At the Pyke Quarry and Oak Quarry sites there are Household Recycling Centres. Should the Council vacate these sites, Pyke Quarry would need extensive restoration, however at Oak Quarry there would be the removal of fixtures and fittings only. At Fosse Cross the Council has a budget for maintenance of the site only as it owns the land. The work for restoration of the two sites is estimated to be £0.90 million

### **32. Nature and extent of risks arising from Financial Instruments**

The Council complies with CIPFA's Code of Practice on Treasury Management and Prudential Code for Capital Finance in Local Authorities, both revised in December 2021.

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

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

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

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

## Credit Risk

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

A limit of £30m is placed on the amount of money that can be invested with a single counterparty (other than the UK government), and £60m in any group of funds under the same management. The Council also sets limits on investments in certain sectors and no more than £160m in total can be invested for a period longer than one year.

Deposits are made with other local authorities, housing associations, banks, building societies and other financial institutions. The banks and financial institutions must satisfy a minimum credit rating and the Council sets limits on the amounts that can be invested in both an individual institution and also with a type of institution in total.

The table below summarises the credit risk exposures of the Council's treasury investment portfolio by credit rating and remaining time to maturity. This excludes money held in the Council's bank account.

	<b>31/03/2024</b>		<b>31/03/2025</b>	
	<b>Short Term £m</b>	<b>Long Term £m</b>	<b>Short Term £m</b>	<b>Long Term £m</b>
Banks and Building Societies Rated A- or Higher	-	-		
Unrated Local Authorities	101.5	5.0	40.6	-
Unrated Housing Associations	-	-	-	-
Covered Instruments	5.2	-	-	-
<b>Total</b>	<b>106.7</b>	<b>5.0</b>	<b>40.6</b>	<b>-</b>
Credit risk not applicable *:				
Money Market Funds	20.0	-	53.2	-
Cash Plus Money Market Funds	-	-	-	-
Pooled Funds	1.0	90.0	1.0	89.9
<b>Total</b>	<b>127.7</b>	<b>95.0</b>	<b>94.8</b>	<b>89.9</b>

\* Credit risk is not applicable to shareholdings and pooled funds where the Council has no contractual right to receive any sum of money.

In addition to treasury investments already made the Council is exposed to the risk of loss on the following contractual commitments to lend in the future:

	<b>31/03/2024</b>	<b>31/03/2025</b>
	<b>£'000</b>	<b>£'000</b>
Unrated housing associations	20,000	15,000

Loss allowances on treasury investments have been calculated by reference to historic default data published by credit rating agencies multiplied by 52% (2023/24:86%) to adjust for current and forecast economic conditions. A delay in cash flows is assumed to arise in the event of default. Investments are determined to have suffered a significant increase in credit risk where they have been downgraded by three or more credit rating notches or equivalent since initial recognition, unless they retain an investment grade credit rating. They are determined to be credit-impaired when awarded a “D” credit rating or equivalent. At 31st March 2025, £0 (2023/24: £2k) of loss allowances related to treasury investments. No adjustments have been made for this loss allowance as it is immaterial.

The Council's debtors, including any payments in advance made by the Council represent a customer base with the potential for risk exposure to non-recovery of the debt. However a large proportion of the total debt relates to Government bodies and other debts which are not considered to be a risk. Therefore, in practice, the calculation of the risk exposure (bad debt provision) is confined to debtor invoices raised that are then subjected to recovery procedures. As at the end of March 2025 the breakdown is shown below.

Generally the recovery process commences when an invoice is 14 days overdue, with a reminder automatically being sent. The following provides an aged-debt analysis of our outstanding debtor invoices.

	<b>2023/24</b>	<b>2024/25</b>
	<b>£'000</b>	<b>£'000</b>
Less than a month	7,010	6,296
One to three months	8,870	4,857
Three to six months	2,949	2,768
More than six months	12,070	13,647
	<b>30,899</b>	<b>27,568</b>

## Liquidity Risk

The Council has a comprehensive cash flow management system that seeks to ensure that cash is available as needed. If unexpected movements happen, the Council has ready access to borrowings from the money markets and the Public Works Loans Board and other local authorities, and at higher rates from banks and building societies. There is no significant risk that it will be unable to raise finance to meet its commitments. It is however exposed to the risk that it will need to refinance a significant proportion of its borrowing at a time of unfavourably high interest rates. This risk is managed by maintaining a spread of fixed rate loans and ensuring that no more than 25% of the Council's borrowing matures in any one financial year. The current maturity for both assets and liabilities is as follows:

	2023/24			2024/25		
	Treasury Related		Lease and	Treasury Related		Lease and
	Liabilities	Assets	PFI Payables	Liabilities	Assets	PFI Payables
	£'000	£'000	£'000	£'000	£'000	£'000
Less than one year	51,797	127,696	1,588	44,130	94,798	1,765
Between one and five years	15,000	95,004	8,195	18,000	89,894	4,248
Between five and ten years	26,000	-	14,840	26,000	-	12,607
Between ten and twenty years	36,958	-	68,534	41,458	-	63,085
Between twenty and thirty years	91,269	-	-	98,769	-	-
Between thirty and forty years	15,000	-	-	-	-	-
	<b>236,024</b>	<b>222,700</b>	<b>93,157</b>	<b>228,357</b>	<b>184,692</b>	<b>81,705</b>

The Council has £22.05 million (2023/24: £33.05 million) of "Lender's option, borrower's option" (LOBO) loans where the lender has the option to propose an increase in the rate payable; the Council will then have the option to accept the new rate or repay the loan without penalty. In the event that the lender exercises its option, the Council is likely to repay these loans. The maturity date is therefore uncertain, however as all these loans are under a six monthly call they are included in the "less than one year" category.

The Council holds £66.5 million (2023/24: £32.5 million) of liquid financial assets that can be withdrawn at short notice if required to meet cash outflows on financial liabilities. This includes cash held in the Council's bank account.

## Market Risk

### Interest Rate Risk

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

- Borrowings at variable rates – the interest expense charged to the Surplus or Deficit on the Provision of Services will rise.
- Borrowings at fixed rates – the fair value of the liabilities will fall.
- Investments at variable rates – the interest income credited to the Surplus or Deficit on the Provision of Services will rise.
- Investments at fixed rates – the fair value of the assets will fall.

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

The treasury management strategy ensures that interest rate exposure feeds into the setting of the annual budget, and is used to monitor the budget during the year. If interest rates had been 1% higher with all other variables held constant, the financial effect would be:

	31/03/2024 £'000	31/03/2025 £'000
Increase in interest payable on variable rate borrowings	-	-
Impact on I&E of interest receivable on variable rate investments from a 1% rise in interest rate	217	558
Decrease in fair value of investments held at FVPL from a 1% rise in interest rate	-1,004	-987
<b>Impact on Surplus or Deficit on the Provision of Services</b>	<b>-787</b>	<b>-429</b>
Decrease in fair value of investments held at FVOCI*	0	-1,314
<b>Impact on Comprehensive Income and Expenditure</b>	<b>-787</b>	<b>-1,743</b>
Impact on Fair Value of 1% rise of fixed rate investments*	-357	-149
Impact on Fair Value of 1% rise of fixed rate borrowing*	-25,705	-21,882
Impact on Fair Value of 1% fall of fixed rate borrowing*	31,866	26,665

\*No impact on Comprehensive Income and Expenditure

**Price Risk**

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

The Council's investment in a pooled property fund is subject to the risk of falling commercial property prices. This risk is limited by the Council's maximum principal exposure to property investments of £30m. A 5% fall in commercial property prices at 31st March 2025 would result in a £1.3 million (2023/24: £1.3 million) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

The Council's investment in pooled equity funds is subject to the risk of falling share prices. This risk is limited by the Council's maximum exposure in pooled funds of £150m. A 5% fall in share prices at 31st March 2025 would result in a £1.7m (2023/24: £1.8 million) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

The Council's investment in a real estate investment trust (REIT) is subject to the risk of falling residential property prices. This risk is limited by the Council's maximum exposure to REITs of £30m. A 5% fall in residential property prices at 31st March 2025 would result in a £198k (2023/24: £252k) charge to Other Comprehensive Income and Expenditure which would be reflected in the Financial Instruments Revaluation Reserve.

**Foreign Exchange Risk**

The Council has minimal exposure to foreign exchange rates with all conversions carried out at spot rates with minimal financial risk.



### 33. Trust Funds

At 31<sup>st</sup> March 2025 the Council administered four trust funds on behalf of the trustees. These funds do not represent assets of the Council and they have not been included in the Balance Sheet.

	Balance at 31 <sup>st</sup> March 2024 £	Income £	Expenditure £	Balance at 31 <sup>st</sup> March 2025 £
<b>Libraries</b>				
Two trusts providing funding for books for libraries	2,804	-	-	<b>2,804</b>
<b>Gloucestershire Heritage Trust Ltd</b>				
Preserves and renovates specific buildings and areas which are of historic interest	7,004	-	-	<b>7,004</b>
<b>Gloucestershire War Relief</b>				
The awarding of grants relating to service in the Great War	411	-	-	<b>411</b>
<b>Total</b>	<b>10,219</b>	<b>-</b>	<b>-</b>	<b>10,219</b>

### 34. Insurance

The Council arranges external insurance subject to the following excess levels: public / employer's / official's indemnity liability policies, £0.375 million.

Property Risks (Fire / lightning / explosion / earthquake / riot / civil commotion / storm / floods and escape of water damage) to all Council Properties £0.100 million excess and own accident damage to GCC vehicles £0.020 million excess. This effectively means that all but the very largest claims are self-insured.

The Insurance Fund is made up of annual premiums charged to services. The fund consists of a provision representing the estimated cost of known outstanding claims, with the remaining balance being held as a reserve to meet the cost of potential future claims.

### 35. Deferred Liabilities

The amount of deferred liabilities recorded by the Council are as follows:-

Deferred Liabilities	2023/24 £'000	2024/25 £'000
PFI Joint Fire Training Centre - Amounts held with the equalisation fund on behalf of Avon Fire Authority and Devon & Somerset Fire Authority	1,231	896
Energy from Waste Contract - Deferred third party income	52,178	49,693
<b>Total</b>	<b>53,409</b>	<b>50,589</b>

**36. Collection Fund Adjustment Account**

Within Gloucestershire, precept collection of council tax and non-domestic rates for the Council is managed by the District Councils. Regulations require the Council to account for precept collection on an accruals basis. The Council is therefore required to include its share of any collection balances within the formal Statement of Accounts.

The following statement outlines the balances held as at 31<sup>st</sup> March 2024:

	Arrears after Impairment Allowance for Doubtful/Bad Debt (Debtors)	Overpayments and Prepayments (Creditors)	Collection Fund Surplus (-) /Deficit	Cash (shown as Debtor or Creditor)
	£'000	£'000	£'000	£'000
Council Tax Collection	21,508	-6,770	-4,374	-10,364
Non-Domestic Rates Collection	2,803	-799	307	-2,311
<b>Total</b>	<b>24,311</b>	<b>-7,569</b>	<b>-4,067</b>	<b>-12,675</b>

The following statement outlines the balances held as at 31<sup>st</sup> March 2025:

	Arrears after Impairment Allowance for Doubtful/Bad Debt (Debtors)	Overpayments and Prepayments (Creditors)	Collection Fund Surplus (-) /Deficit	Cash (shown as Debtor or Creditor)
	£'000	£'000	£'000	£'000
Council Tax Collection	20,846	-8,253	-3,857	-8,736
Non-Domestic Rates Collection	1,964	-457	541	-2,048
<b>Total</b>	<b>22,810</b>	<b>-8,710</b>	<b>-3,316</b>	<b>-10,784</b>

**37. Gain/Loss on the Disposal of Non Current Assets**

The net £47.296 million loss reported on the Comprehensive Income and Expenditure Statement includes the loss of £50.844 million following the transfer of fourteen schools to academy status during 2024/25. Fourteen schools converted to Academy status in 2023/24 totalling £48.916 million.

### 38. Revenue from Contracts with Service Recipients

Following a review of fees & charges Income summarised in note 4, with the adoption of IFRS 15, the Council has identified material contractual arrangements in relation to Adult Social Care provision under deferred payments (where care users use the value of their home to help pay care home costs) and client contributions (based on an assessment of how much care users must contribute towards the cost of their care).

The following amounts were recognised as income within the Comprehensive Income and Expenditure Statement for these contracts:

	<b>2023/24</b>	<b>2024/25</b>
	<b>£'000</b>	<b>£'000</b>
Client Contributions	-36,970	-42,387
Deferred Payments	-3,734	-4,810
<b>Total Income</b>	<b>-40,704</b>	<b>-47,197</b>

There were no material arrangements identified with performance obligations, so the income has been recognised on the date the Council provided the goods or services for all contracts with service recipients. Further details of the income received by the Council through other contract arrangements are included within the fees, charges and other services income line within Note 16, Expenditure and Income Analysed by Nature.

The following amounts were included as debtors in the balance sheet for adult social care contracts with service recipients:

	<b>2023/24</b>	<b>2024/25</b>
	<b>£'000</b>	<b>£'000</b>
Client Contributions	3,114	3,346
Deferred Payments	7,321	8,437
<b>Total Income</b>	<b>10,435</b>	<b>11,783</b>

## **39. Statement of Accounting Policies**

### **Introduction**

Accounting policies are the principles, bases, conventions, rules, and practices applied by the Council. They specify how the financial effects of transactions and other events are reflected in the financial statements through recognising, selecting measurement bases for, and presenting assets, liabilities, gains, losses, and changes in reserves. All the accounting policies adopted, that are material in the context of the Council's 2024/25 financial statements, are described below.

### **General Principles**

The Statement of Accounts summarises the Council's transactions for the 2024/25 financial year and its position at the year-end on 31<sup>st</sup> March 2025. The accounts have been prepared in accordance with the Code of Practice on Local Council Accounting in the United Kingdom 2024/25 issued by the Chartered Institute of Public Finance and Accountancy (CIPFA) (referred to as "the Code" in the following notes) and the Accounts and Audit Regulations 2015. 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. These accounts are prepared on a going concern basis.

### **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. The bases of recognition are as follows:

- 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.
- When revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.
- Exceptionally, in some cases actual payments are brought into account as they arise rather than being strictly apportioned between financial years e.g. electricity and gas charges. The effect on the income and expenditure account is not material.
- Non cheque book schools are accounted for on a cash basis.

### **Prior Period Adjustments, changes in accounting policies and**

Prior period adjustments may arise as a result of a change in accounting policies or to correct 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.

Change in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Council's financial position or financial performance. Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

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

### **Basis for Redemption of Debt**

The Council has historic debt from financing a proportion of its capital investment through raising loans. In accordance with statutory requirements the Comprehensive Income and Expenditure Statement has been charged with an amount that is sufficient to redeem a specified statutory percentage of outstanding debt. The statutory figure is called the Minimum Revenue Provision (MRP). The Council charges a fixed amount per annum for debt taken prior to 2016 and calculates the MRP on an asset life basis for debt taken after this.

### **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 are readily converted to known amounts of cash within a short timescale, are subject to insignificant risk of changes in value and are available to meet short term cash commitments. Those investments that will mature within three months from the date of acquisition are treated as cash equivalents, however, those held for strategic purposes are treated as long term investments to reflect the Council's policy of holding them for a minimum of five years.

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.

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

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

- Depreciation attributable to the assets used by the relevant service.
- Revaluation and impairment losses on assets used by the service where there are insufficient accumulated gains in the revaluation reserve against which the losses can be written off.
- Amortisation of intangible non-current assets attributable to the service.

The Council is not allowed to raise Council Tax to fund depreciation, revaluation and impairment losses or amortisations. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement.

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

### **Contingent Assets**

A contingent asset arises where an event has taken place that gives the Council a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within its control. Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

### **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 its control. Contingent liabilities also arise 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.

### **Council Tax and Non-Domestic Rates (NDR)**

The district councils in Gloucestershire are acting as agents of the County Council in collecting council tax and business rates. The cash collected from council taxpayers and business rates payers belongs proportionately to the district councils and the major preceptors. There is therefore a debtor / creditor position between each district council and the County Council to recognise that the net cash paid in the year is not the same as the share of cash collected. The Council recognises its share of council tax and business rates debtor and creditor balances, impairment allowances for doubtful debts and provisions for losses on appeal in its Balance Sheet. The Cash Flow Statement of the Council includes the net council tax and business rates cash received from the Collection Fund in the year.

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.

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 Financing and Investment Income and Expenditure line in the CIES. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

## **Events after the Balance Sheet Date**

Balance sheet events have been considered up to the time the Statement of Accounts was authorised for issue.

An adjustment will be made for events after the balance sheet date that provides evidence of the conditions that existed at the balance sheet date. An adjustment will not be made for events that occurred after the balance sheet date that is indicative of conditions that arose after the balance sheet date. However, if the non-adjusting event would have a material effect, disclosure will be made in the notes to the accounts describing the nature of the event and the estimated financial effect.

## **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 for current employees and are recognised as an expense for services in the year in which employees render service to the Council. An accrual is made for the cost of holiday entitlements earned by employees but not taken before the year-end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

### **Termination Benefits**

Termination Benefits are amounts payable as a result of a decision by the Council to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy. These payments are charged on an accrual basis to the relevant directorate in the Cost of Services at the earlier of when the Council can no longer withdraw the offer of those benefits or when the Council recognises costs for a restructuring.

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

In the Movement in Reserves Statement, appropriations are required to and from the 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

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

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

- The Local Government Pensions Scheme.
- The Firefighter's Pensions Scheme.
- The New Firefighter's Pension Scheme.
- The Modified Firefighters Pension Scheme.
- The Firefighters Pension Scheme 2015.
- The Teachers' Pension Scheme.
- The NHS Pension Scheme for employees that have transferred in respect of Public Health.

### Local Government Pension Scheme

The Gloucestershire Local Government Pension Scheme for civilian employees is administered by the Council. The assets of the scheme are separately held in a Committee Administered Fund with the Council acting as trustees. It is a statutory scheme, administered in accordance with the Local Government Pension Scheme Regulations 2013, as amended and a separate annual audit is carried out by the appointed external auditors.

The Local Government Pension Scheme (LGPS) is accounted for as a defined benefits scheme hence:

- The liabilities of the LGPS attributable to the Council are included in the balance sheet on an actuarial basis, using the projected unit method, i.e.: an assessment of future payments that will be made in relation to retirement benefits earned to date by employees, based on assumption about mortality rates, employee turnover rates, etc. and projected earnings of employees.
- Liabilities are discounted to their value at current prices, using a discount rate that is based upon indicative rate of return on a high rated corporate bond equivalent to the Scheme's liabilities.
- The Assets of the LGPS attributable to the Council are included in the balance sheet at their fair value.
- The Change in net pensions liability is analysed into the following components:
  - Service Costs comprising:
    - Current Service Cost – the increase in liabilities as a result of years of service earned this year is allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked.



- Past Service Cost – the increase in liabilities as a result of a scheme amendment or curtailment whose effect relates to years of service earned in earlier years is debited to the Surplus or Deficit on the provision of Services in the Comprehensive Income and Expenditure Statement.
  - Net Interest on the net defined benefit liability (asset), i.e. net increase expense for the Council – the change during the period in the net defined benefit liability (asset) arises from the passage of the time charged to the Financing and Investment Income and Expenditure line of the Comprehensive Income and Expenditure Statement this is calculated by applying the discount rate used to measure the defined benefit obligation at the beginning of the period to the net defined benefit liability (asset) at the beginning of the period – taking into account any changes in the net defined benefit liability (asset) during the period as a result of contribution and benefit payments.
- Remeasurements comprising:
- The return on plan assets – excluding amounts included in the net interest on the defined benefit liability (asset) – charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
  - Actuarial gains and losses – changes in the net pensions liability that arise because events have coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions are charged to the Pensions Reserve as Other Comprehensive Income and Expenditure
  - Contributions paid to the Gloucestershire Pension Fund – cash paid as employer’s contributions to the pension fund in settlement of liabilities not accounted for as an expense.

In relation to retirement benefits, statutory provisions require the General Fund Balance to be charged with the amount payable by the Council to the Pension Fund or directly to the pensioners in the year, not the amount calculated according to the relevant accounting standards.

In the Movement in Reserves Statement, this means that there are transfers to and from the Pensions Reserve to remove notional debits and credits for retirement benefits and replace them with debits for 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 Pension 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 earned by employees.

#### Discretionary Benefits

The Council has restricted powers to make discretionary awards of retirement benefits in the event of early retirements. Any liabilities estimated to arise because 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.

### Firefighter's Pension Schemes

The Firefighter schemes are unfunded defined benefit schemes administered by the Council. There are no assets built up to meet the pension liabilities and cash has to be generated to meet actual pension payments as they eventually fall due. Annual pension costs are met from defined employee contributions and charges to the Fire and Rescue Service revenue account. The accounting for these schemes complies with the Code and the IAS19 adjustments are detailed in the notes to the accounts.

### Teachers Pension Scheme

The Teachers Pension Scheme is an unfunded, multi-employer defined benefit pension scheme. The Council is unable to identify its share of the underlying assets and liabilities of the scheme. In compliance with the Code, the Council is reporting the Scheme as if it were a defined-contribution scheme.

### NHS Pension Scheme

The NHS Pension Scheme is an unfunded, multi-employer defined benefit pension scheme. The Council is unable to identify its share of the underlying assets and liabilities of the scheme. In compliance with the Code, the Council is reporting the Scheme as if it were a defined-contribution scheme.

### **Exceptional Items**

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

### **Financial Instruments**

A Financial Instrument is any contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another. Non-exchange transactions, such as those relating to taxes and government grants, do not give rise to financial instruments. The term financial instrument covers both financial assets and liabilities.

All financial instruments held by the Council are reviewed in accordance with the Code. Arrangements to establish the subsequent carrying value and recognition of any gains and losses, and accounting entries are made as applicable. All adjustments are detailed in the notes to the accounts.

### Financial Liabilities

A financial liability is an obligation to transfer economic benefits controlled by the Council and can be represented by a contractual obligation to deliver cash or financial assets or an obligation to exchange financial assets and liabilities with another entity that is potentially unfavourable to the Council. Financial liabilities are recognised on the Balance Sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (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 most of the borrowings that the Council has, this means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus accrued interest); and interest charged to the CIES is the amount payable for the year according to the loan agreement.

Regulations allow the impact on the General Fund balance of premiums and discounts from the restructure of debt, to be spread over future years. The Council has a policy of spreading the gain or loss over the term remaining on the loan against which the premium was payable or the discount receivable. The reconciliation of amounts charged to the CIES to the net charge required against the General Fund balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movement in Reserves Statement.

### Financial Assets

A financial asset is a right to future economic benefits controlled by the Council that is represented by cash, equity instruments or a contractual right to receive cash or other financial assets or a right to exchange financial assets and liabilities with another entity that is potentially favourable to the Council. The financial assets held by the Council during the year are accounted for under the following classifications:

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

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

All of the Council's Strategic Pooled Funds are considered to be long term investments as the Council intends to hold these instruments for a minimum of five years.

### Financial Assets Measured at Amortised Cost

Financial assets measured at amortised cost 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. 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 Council, 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.

### Expected Credit Loss Model

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

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

#### Financial Assets Measured at Fair Value through Profit or Loss

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

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

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

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

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

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

#### Financial Assets Measured at fair value through other comprehensive income (FVOCI)

Financial assets that are measured at FVOCI are recognised on the balance sheet when the Council becomes a party to the contractual provisions of a financial instrument and are initially measured and carried at fair value. Fair value gains and losses are recognised as they arise in other comprehensive income.

The Council irrevocably elected to present changes in the fair value of the following equity investments in other comprehensive income as permitted by IFRS 9:

- Fundamentum Real Estate Investment Trust

#### Foreign Currency Translation

The Council does not generally deal in transactions denominated in a foreign currency but when transactions do take place in foreign currency they are converted into sterling at the exchange rate applicable when the transaction took place.

Any assets or liabilities held in foreign denominations at the balance sheet date are reconverted at the spot rate applicable at the balance sheet date. Resulting gains or losses are recognised in the Financing and Investment Income and Expenditure line in the CIES.

## **Government Grants and Contributions**

Revenue grants received are credited to the Comprehensive Income and Expenditure Statement and are accounted for on an accruals basis when the conditions for their receipt have been met, and there is reasonable assurance that the grant or contribution will be received. Specific grants are credited to the Cost of Services, whilst grants received to cover general expenditure are credited to the Taxation and Investment Income line of the Comprehensive Income and Expenditure Statement.

Monies advanced as grants and contributions where conditions attached 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 or Taxation and Non-Specific Grant Income (non-ring fenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

Where the Council has met all conditions attached to capital grants and contributions, the income is credited to the Comprehensive Income and Expenditure Statement. This income is 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.

## **Intangible Assets**

Intangible assets are non-current assets that do not have physical substance but are identifiable and are controlled by the Council through custody or legal rights. The Council's intangible assets consist of purchased software licences which are capitalised at cost.

## **Inventories and Work in Progress**

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

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

Certain stocks have not been valued (e.g. office stationery).

## **Joint Operations**

Jointly controlled operations are activities undertaken by the Council in conjunction with other ventures that involve the use of the assets and resources of the ventures rather than the establishment of a separate entity. The Council recognises on its Balance Sheet the assets that it controls and the liabilities that it incurs, debiting and crediting the Comprehensive Income and Expenditure Statement accordingly with the appropriate share of income and expenditure related to the activity of the operation.

## **Better Care Fund & Pooled Budget Arrangements**

There is a Section 75 joint agreement relating to the commissioning of health and social care services in Gloucestershire, which includes The Better Care Fund. It is a joint budget arrangement between the Council, and the Gloucestershire Clinical Commissioning Group. Within the Section 75 agreement there are budgets controlled by the Clinical Commissioning Group, budgets controlled by the Council, pooled budgets (jointly controlled) and aligned budgets.

Where services are controlled by the County Council the income and expenditure is reflected within the Net Cost of Services in the Comprehensive Income and Expenditure Statement. This also includes the Council's proportion of jointly controlled budgets. Where services are hosted by the Council, but controlled by the Clinical Commissioning Groups, the income and expenditure is not reflected in the Council's accounts.

## **Leases**

### **Transition to IFRS 16**

The Council adopted IFRS 16 on 1 April 2024, using the adaptations and interpretations set out in the CIPFA Code of Practice on Local Authority Accounting in the United Kingdom 2024/25. Previously, lease contracts were recognised under IAS 17 and IFRIC 4 as either finance leases or operating leases, with the accounting treatment dependent on the lease category.

### **The Council as Lessor**

Lessor accounting is largely unchanged by IFRS 16 with lessors continuing to distinguish finance and 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 start of the lease, the carrying amount of the asset in the Balance Sheet is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund Balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund Balance to the Capital Receipts Reserve in the Movement in Reserves Statement.

- ***Operating Leases***

Where the Council grants an operating lease over PPE, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Credits are made on a straight-line basis over the life of the lease.

### The Council as Lessee

From 1 April 2024, most lease contracts are recognised on the Statement of Financial Position as right-of-use assets and lease liabilities. For leases previously classified as operating leases, the lease cost changes from an in-period operating lease expense to recognition of depreciation of the right-of-use asset and an interest expense on the lease liability.

The transition to IFRS 16 will be completed in accordance with paragraph C5 (b) of the Standard, applying IFRS 16 requirements retrospectively recognising the cumulative effects at the date of initial application. IFRS 16 changes the definition of a lease compared to IAS 17 and IFRIC 4. GCC will apply this definition to new leases only and will grandfather its assessments made under the old standards of whether existing arrangements contain a lease.

### Measurement

Assets are initially measured at cost, comprising the purchase price and any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended. The Council does not capitalise borrowing costs incurred whilst assets are under construction.

Revaluation of all the Council's PPE is undertaken using a two-year rolling programme with any material changes to asset valuations being adjusted in the interim periods.

Of the £980m Land & Building assets on the 31st of March 2025, £457m were formally valued during 2024/25.

Valuations are co-ordinated internally by the Council's Valuation Service Team, with valuations carried out through a combination of the Council's internal valuers and, where necessary, external valuers (RICS qualified). The Valuation Service Team ensures all valuations are carried out in accordance with the methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

Non-operational PPE, classified as surplus assets, are now measured at fair value estimated at highest and best use from a market participant's perspective, in accordance with the Code, following the adoption of IFRS 13.

When asset values rise above the amount at acquisition, we add the difference to the Revaluation Reserve. When asset values go down, the reduction is charged to any available Revaluation Reserve balance held for that asset, with the remainder being charged to the relevant service line in the CIES. This charge is then reversed out in the MIRS so that there is no impact on council tax.

### Impairment

Assets are assessed at 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 in the following way:

- Where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains).
- Where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.
- Where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line(s) in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for depreciation that would have been charged if the loss had not been recognised.

### Depreciation and Amortisation

All PPE with a finite useful life (determined at the time of purchase or revaluation) are reduced in value (depreciated) using the straight-line method according to the following rates:

<i>Buildings</i>	Permanent	Up to 100 years
	Leased	Period of lease
<i>Infrastructure</i>	Roads and street lighting	18 - 25 years
	Bridges	120 years
	Permanent flood defenses	Up to 100 years
	Footpaths and footbridges	25 years
	Vehicles, plant, furniture, and equipment	Up to 25 years

Intangible assets are amortised over their useful economic lives using the straight-line method as shown below:

Purchased software licences	Up to 20 Years
Internally developed software	Up to 10 Years



Depreciation is calculated on the following basis:

- Assets which are bought from a third party are depreciated for a full year in the year after the year of purchase. All other assets created as a result of capital expenditure during the year are depreciated for a full year in the year after the year of purchase on the following basis:
- Land is not depreciated.
- Heritage Assets are not depreciated.
- Assets under construction, being capital works in progress where the uncompleted asset does not have a material benefit to the Council, are not depreciated.
- Where an item of PPE has major components, whose cost is significant in relation to the total cost of the item the components are depreciated separately. All assets over £1m are considered for componentisation. If on consideration a component is assessed to have a substantially different economic useful life and to be greater than 25% of the total cost of the asset, it is componentised, and depreciated separately. The basis for depreciation for any componentised asset is assessed on an individual basis and applied accordingly over the life of the asset. Components that are individually less than 25% of the total cost of the asset are not treated as separate components for accounting purposes.
- Revaluation gains are 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.
- Surplus Assets, held for disposal (up to 99 years) are not depreciated.

#### Infrastructure Assets recognition and measurement

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

Highways network infrastructure assets are generally measured at depreciated historical cost. However, this is a modified form of historical cost - opening balances for highways infrastructure assets were originally recorded in balance sheets at amounts of capital undischarged for sums borrowed as at 1 April [1994 England and Scotland], [1996 Wales] which was deemed at that time to be historical cost. Where impairment losses are identified, they are accounted for by the carrying amount of the asset being written down to the recoverable amount.

#### Infrastructure Assets disposals and derecognition

When a component of the Network is disposed of or decommissioned, the carrying amount of the component in the Balance Sheet is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement, also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal).

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

Where a part of the network is replaced, an adaptation provided in a separate update to the Code assumes that from the introduction of the IFRS based Code when parts of an asset are replaced or restored the carrying amount of the derecognised part will be zero because parts of infrastructure assets are rarely replaced before the part has been fully consumed.

### Accounting for Schools

In determining these accounting policies, the Council has considered the treatment of land and buildings separately and referred to the requirements and considerations within the following publications and standards:

- The Code.
- IFRS 10 Consolidated Financial Statements.
- IAS 16 Property, Plant and Equipment as adopted by the Code.
- The IASB Conceptual Framework on Local Authority Reporting.
- IFRS 16 Leases
- IFRS16 Maintained Schools Finance Lease Class Consent 2024
- The Education Act.
- The School Standards and Framework Act.

The Code concluded that schools are separate entities and that under IFRS 10, maintained schools (but not free schools or academies) meet the definition of entities controlled by local authorities which should be consolidated in group accounts. However, rather than requiring local authorities to prepare group accounts, the Code requires local authorities to account for maintained schools within their single entity accounts. This includes school income and expenditure as well as assets and liabilities.

Maintained schools' assets held under finance lease arrangements, where material, are recognised within the Council's accounts in accordance with the Code and IFRS 16.

From 1st April 2024 IFRS 16 leases ended the distinction between operating and finance leases for accounting purposes. Under the Education Act 2002, all leases will be classed as borrowing and will require the Secretary of State for Education's consent, however governing bodies do not need to make a specific request for consent where a lease falls under the general consent granted by the Secretary of State for Education. The types of assets granted general consent is listed in 'The IFRS16 Maintained Schools Finance Lease Class Consent 2024' document. Any leased assets not included in the document will need to be submitted to the Secretary of State for Education for consent. These may include leases relating to land and buildings.

### Academies and Free Schools

These are owned and managed completely independently of the Council with all funding apart from high needs top up funding being provided directly by central government. The Council has granted long leases as part of the Academies transfer which includes a peppercorn rent, the Net Present Value (NPV) of future minimum lease payments will be nil and the finance lease receivable will be nil.

No revenue or capital amounts are therefore recognised in the Councils accounts for these entities.

No adjustment is made in the Council's financial statements for maintained schools that are in the process of conversion as it is still possible for them to pull out of the conversion process. Their assets are therefore treated and recognised on the basis explained under the maintained schools' section below until the actual conversion date. This means assets of schools converting on a 1<sup>st</sup> April date are still recognised in the previous financial year's statements.

### Maintained Schools

Locally maintained schools consist of the following type of schools: Community, Voluntary Aided, Voluntary Controlled and Foundation Schools.

All locally maintained schools are deemed to be entities controlled by the Council. For this reason, schools' transactions (i.e. income, expenditure, assets, liabilities, reserves, and cash flows) that would be recognised by a 'school as an entity' are consolidated into the Council's statement of accounts. A 'school as an entity' should be understood to mean the management of the school (i.e. the governing body, including the head teacher, and the resources controlled by the school management).

This means that, for all locally maintained schools, the Council recognises:

- Their income and expenditure in the Comprehensive Income and Expenditure Statement (within the Children's and Education Services line) in accordance with accounting policy on accruals of income and expenditure.
- Any unspent resources held by Schools within an earmarked revenue reserve, in line with the Council's reserves policy.
- Their land and building current assets and liabilities within the Balance Sheet, under the appropriate heading and in accordance with the Council's accounting policies specific to that asset/ liability.

With regard to PPE, the Council recognises the assets of locally maintained schools in its financial statements if, and only if:

- As a result of a past event, it is probable that the future economic benefits or service potential associated with the items will flow to the Council and/or to a 'school as an entity'.
- The costs of the item can be measured reliably.

Although there are cases where a maintained school's land and building assets are not legally owned by the Council, and the owning entity has the right to take them back (described by CIPFA as "mere licences"), we are unaware of any instances where this right has been exercised. There is therefore an expectation of continued use of both land and building assets for the provision of education through the school. In a number of cases the Council has also incurred capital costs on the school buildings and there is an expectation within education regulations that where this is the case a period of notice would need to be given if the owning entity wanted to take back the land or buildings.

Even in cases where the Council does not actually own the freehold of Voluntary Aided, Voluntary Controlled and Foundation schools through legal title itself, the Council retains a residual interest in the proceeds on disposal of land or buildings of any Voluntary Aided school, Voluntary Controlled school, and Foundation School under the provisions of Schedule 22 of the School Standards and Framework Act 1998.

The local authority (in so far as their powers enable them to do so) have a duty to contribute towards the spiritual, moral, mental, and physical development of the community by securing that efficient primary education, secondary education and further education are available to meet the needs of their area.

The local authority also has the right to remove delegated powers from a maintained school where it is deemed necessary due to mismanagement, or to safeguard the pupils.

The above examples clearly show that all maintained schools contribute towards meeting the Council's service objectives and that the Council is involved in the control of those schools, and they should therefore form part of our statement of accounts.

Land and buildings of Voluntary Aided, Voluntary Controlled and Foundation Schools are recognised in the Council's statement of accounts.

<b>2023-24 Number of Schools</b>	<b>Maintained Schools included in the Fixed Asset Register</b>	<b>2024-25 Number of Schools</b>
2	Alternative Provision Schools	2
80	Community Mainstream Schools	76
4	Community Special Schools	4
19	Foundation Schools	17
27	Voluntary Aided Schools	26
41	Voluntary Controlled Schools	36
<b>173</b>	<b>Total on Balance Sheet</b>	<b>161</b>

<b>2023-24 Number of Schools</b>	<b>Academies and Free Schools not included in the Fixed Asset Register</b>	<b>2024-25 Number of Schools</b>
27	Academies Sponsor Led	31
86	Academy Converters	94
1	University Technical College	1
3	Academy Special School Converters	3
3	Academy Special Schools Sponsor Led	3
1	Free Alternative Provision Schools	1
2	Free Special Schools	2
4	Free Mainstream Schools	4
<b>127</b>	<b>Total off Balance Sheet</b>	<b>139</b>

<b>300</b>	<b>Total Maintained Schools, Academies and Free Schools</b>	<b>300</b>
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### **Private Finance Initiative (PFI) scheme**

PFI contracts are agreements to receive services, where responsibility for making available the Property Plant & Equipment (PPE) needed to provide the services passes to the PFI contractor. Where the Council is deemed to control the services ownership of the PPE will pass to the Council at the end of the contract. The Council carries the PPE used under the contracts on the Balance Sheet.

With effect from 1 April 2024, IFRS 16 applies to service concession arrangements including PFI and similar schemes. Under IFRS 16, where indexation (or other changes in a rate) affects future service concession payments, the lease liability requires to be remeasured. Instead of expensing the increased payment, the net present value of future payments that comprise the liability is recalculated based on the revised level of payments.

PFI lease liabilities have been calculated as if IFRS 16 had always applied but recognised in the year of adoption and not by adjusting prior year figures. The original recognition of the PPE is balanced by the recognition of a liability for the amounts due to the scheme operator to pay for the assets.

PPE recognised on the Balance Sheet are valued and depreciated in the same way as other assets owned by the Council. Services received under the contract are recorded under the relevant expenditure headings as operating expenses.

### **Provisions**

Provisions are made where an event has taken place that gives the Council a legal or constructive obligation which 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. In these instances, services have been charged expenditure in anticipation of the liability having been met. 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 and 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.

A specific bad debt provision is estimated by considering the probability of recovery of individual debtor invoices. The specific provision is based upon all known information about the debtor including financial position of the debtor, the age of the invoice and current credit control status of the invoice.

### **Contingent Liabilities**

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

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

## **Reserves**

In addition to its general revenue balances, the Council has maintained specific reserves for future expenditure and to protect against unexpected events. These are created by transferring amounts out of the general fund balance. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service and included within the reported surplus or deficit on the provision of services in the Comprehensive Income & Expenditure Statement. The reserve is then transferred back into the general fund balance, through the movement in reserves statement, so that there is no net charge against council tax for the expenditure.

Earmarked reserves include grant reserves which have been recognised as income due to the lack of technical grant conditions. However, such grants are ring-fenced for a specific purpose and will only be available to use in line with purpose set for each specific grant.

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

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

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

## **Service Concessions**

Service concessions are agreements to receive services, where the responsibility for making available the property, plant and equipment needed to provide the services passes to the contractor. The recognition point is the same as for assets under construction, when it is probable that future economic benefits associated with the asset will flow to the organisation and the cost of the asset can be reliably measured.

## **VAT**

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

#### **40. Accounting Standards That Have Been Issued but Have Not Yet Been Adopted**

The Code requires consideration of the impact of standards that have been issued but not yet adopted. This is to enable users to evaluate the risk of these new standards on the Council's current financial position. There are no pending policies left to report.

#### **41. Critical Judgements in applying Accounting Policies**

In applying the accounting policies set out, 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:

- The Council recognises school land and buildings for Community Schools, Voluntary Controlled, Voluntary Aided and Foundation Schools on its Balance Sheet at the 31<sup>st</sup> of March 2025, where it is probable that the future economic benefits or service flow to the Council, and costs can be measured reliably. The Council has not recognised assets relating to Academies, as it is of the opinion that these assets are not controlled by the Council. School assets are recognised as a disposal from the Council's Balance Sheet on the date on which a school converts to Academy status, not on the date of any related announcement, nor is any impairment recognised by the Council prior to conversion. The Council has applied the existing use value (EUV) as opposed to the depreciated replacement cost (DRC) method of valuation to value Shire Hall. This treatment is reviewed annually (including valuation methodology and reasoning) to ensure it is applicable.
- Under IFRIC 14 a defined benefit liability is calculated as the net total of the present value of the defined benefit obligation minus the fair value at the end of the reporting date of the plan assets. If the fair value of the plan assets exceeds the calculated obligations (an asset), IAS 19 contains a restriction over the amount of the asset that can be recognised. In effect it requires a calculation of the 'Asset Ceiling' this being based on the future current and past service costs less expected contributions. The authority has commissioned the actuary to carry out this calculation for us and the result was that there was an asset ceiling of £595.603m to be applied.
- Lender Option Borrower Option (LOBO). A LOBO is a type of loan instrument where borrowing is undertaken, initially at a fixed rate of interest. Periodically, at specific points, the lender has the option to alter the interest rate charged. Should the lender exercise the option to alter the interest rate, the borrower then has the option to continue with the loan instrument at the new rate or alternatively to terminate the agreement and pay back the sum borrowed with no other penalty. The Council currently have LOBO arrangements totalling £22.05 million and these provide the lender the option to amend the interest rates every 6 months. The Council has reviewed the classification of these arrangements and considered the current economic outlook, recent court rulings and the fact that two of these loans were called in January 2025 as the Banking institutions have amended their portfolio to remove such LOBO arrangements from their Balance Sheets. As the lender has the right to demand repayment on the call date, the Council considers that sufficient doubt remains over the call of these options. To ensure sufficient liquidity is available, these loans are classified as short-term loans within the financial statements.

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

In preparing the accounts there are areas where estimates are used. These include:

- Useful life and valuations of properties, which are estimated by qualified valuers.
- Fair values of financial assets and liabilities, which are estimated by our treasury advisors.
- Provisions, which are estimated using latest available information.
- Bad debt levels, which are estimated using past trends and experience.
- The liability for future pension payments, which are estimated by qualified actuaries.

The items for which there is significant risk of material adjustment in the forthcoming financial year are as follows:

- **Property, Plant and Equipment – (Funding Implications)**

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. If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets falls. It is estimated that the annual depreciation charge for buildings would increase in these circumstances. A 20% increase in the annual depreciation charge for building assets would currently equate to £8 million.

A variation of 5% in the value of the Council's Land & Building assets (Net Book Value at 31 March 2025 of £980 million) would be approximately £49 million.

A reduction in the estimated valuations would result in a reduction to the Revaluation reserve and/or a loss charged to the Comprehensive Income and Expenditure Statement.

An increase in estimated valuation would result in the reversal of any negative revaluation previously charged to the Comprehensive Income and Expenditure Statement and/or increase to the Revaluation reserve and/or gains charged to the Comprehensive Income and Expenditure Statement.

- **Pensions**

The estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rates 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. Details of the effect of any such changes are provided within Note 30.



## **43. Briefing on the Adoption of IFRS 16 Leases**

### **1. Introduction**

The Council has adopted IFRS 16 on 1 April 2024, using the adaptations and interpretations set out in the CIPFA Code of Practice on Local Authority Accounting in the United Kingdom 2024/25. Previously, lease contracts were recognised under IAS 17 and IFRIC 4 as either finance leases or operating leases, with the accounting treatment dependent on the lease category.

### **2. Accounting by Lessors**

Accounting for lessors under IFRS 16 is broadly unchanged, with the distinction between on balance sheet finance leases and off-balance sheet operating leases being retained. This will mean that leased assets will potentially be on the balance sheet of both the lessor and lessee.

### **3. Accounting by Lessees**

Lessees are required to be recognised as “Right of Use Asset” on the balance sheet at inception. This will initially be measured as equal to the lease liability plus direct payments already made or costs incurred and an estimate of end of lease costs, less any lease incentives received. These assets are depreciated and revalued (Property) like any other fixed assets, but the valuation reflecting the economic ownership of the asset over the lease term not the whole life of the asset.

As well as the new “Right of Use Asset” on the balance sheet, the lessee needs to reflect the lease liability. This needs to be measured by discounting expected payments over the lease term (including periods for contract extensions if likely to be taken up, at the interest rate implicit in the contract, if known, if not then a suitable alternative may be used, probably PWLB borrowing rates. Residual values of assets would also need to be established.

The lease charge would then be split out between repayment of principal (MRP), interest payment and revenue costs such as maintenance, etc. as necessary. There will be no budgetary impact of these changes, but simple reclassification of the payments made.

As a result, the Council’s prudential indicators will need to be revised to include these additional lease liabilities, especially the authorised borrowing limit.

#### **3.1 Practical Expedients and Elections on Transition**

The Code of Practice offers the ability to apply Practical Expedients upon transition to adopting IFRS 16, which Gloucestershire County Council intends to employ.

- The Council has applied the practical expedient offered in paragraph C3 of the standard to apply IFRS 16 to only contracts or arrangements previously identified as containing a lease under the previous leasing standards IAS 17 and IFRIC 4, and not to those that were identified as not containing a lease under previous leasing standards.
- Right-of-use assets for leases previously classified as operating leases will be measured at an amount equal to the lease liability, adjusted for accrued or prepaid lease payments, as per IFRS 16 C8(b)(ii). The lease liability will be recognised at the present value of the remaining lease payments, discounted using a PWLB borrowing rate of 5.59%.

- No adjustments will be made for operating leases with underlying assets of low value as per paragraph C9(a).
- Transitional provisions will not be applied to operating leases ending within 12 months of the initial application date, in accordance with paragraph C10(c). Hindsight will be used to determine the lease term for contracts with options to extend or terminate, as per paragraph C10(e).

The standard allows for the exclusion of all short-term leases with less than 12 months remaining as of 1 April 2024, as well as leases for assets of low value. Any excluded assets can still be disclosed in the notes to the accounts if they are deemed material. While the definition of a low-value asset has not been formally prescribed, the Council may consider using its asset de minimis threshold of £10,000. Vehicles, however, are explicitly excluded from this calculation

**Gloucestershire Pension Fund  
Statement of Accounts  
2024-25**

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# Gloucestershire Pension Fund

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

2023/24		2024/25	Note
£'000		£'000	
<b>Contributions</b>			
-113,954	employer contributions	-111,550	N18
-24,950	member contributions	-26,699	N18
-138,904		-138,249	N7
<b>Transfers in from other pension funds</b>			
-6,502	individual transfers from other schemes or funds	-17,483	
-	group transfers from other schemes or funds	-	
-6,502		-17,483	N28
<b>Other income</b>			
-251	recoveries for services provided	-234	N20
<b>Benefits</b>			
91,368	pensions	100,073	N30
17,447	commutation of pensions and lump sum retirement benefits	19,974	
2,250	lump sum death benefits	3,375	
111,065		123,422	N7
<b>Payments to and on account of leavers</b>			
432	refunds to members leaving scheme or fund	562	
-6	payments for members joining state scheme or fund	-9	
10,799	individual transfers to other schemes or funds	14,999	
-	group transfers to other schemes or funds	-	N28
11,225		15,552	
-23,367	<b>Net (additions) / withdrawals from dealings with members</b>	-16,992	
30,221	<b>Management Expenses</b>	32,970	N20
6,854	<b>Net (additions) / withdrawals including fund management expenses</b>	15,978	
<b>Returns on investments</b>			
-26,803	Investment income	-31,258	N13
-	Taxes on income	5	N3 & N13
-344,711	Profit(-) and losses on disposal of investments and changes in market value of investments	-153,530	N4 & N27a
-371,514	<b>Net returns on investments</b>	-184,783	
-364,660	<b>NET INCREASE (-) / DECREASE IN THE NET ASSETS AVAILABLE FOR BENEFITS DURING THE YEAR</b>	-168,805	
3,056,970	<b>Opening net assets of the scheme</b>	3,421,630	
3,421,630	<b>Closing net assets of the scheme</b>	3,590,435	

# Gloucestershire Pension Fund

## Net Assets Statement as at 31<sup>st</sup> March 2025

2023/24		2024/25	Note
£'000		£'000	
<b>Investment assets</b>			
3,118,600	Pooled investment vehicles	3,204,170	N10
264,246	Pooled property investments	308,702	N10
3,351	Derivative contracts	206	N2 & N15
2,695	Other investments - Venture Capital/Private Equity	3,074	
24,912	Cash held on behalf of the investment managers	39,673	N25
823	Other investment balances	15,752	
3,414,627		3,571,577	N12
<b>Long term investment assets</b>			
722	Brunel Pension Partnership Ltd.	750	
722		750	
<b>Investment liabilities</b>			
-4,507	Derivative contracts	-1,895	N2 & N15
-3,392	Other investment balances	-717	
-7,899		-2,612	N12
3,407,450	<b>Total net investments</b>	3,569,715	
<b>Long term assets</b>			
109	Contributions due from employers	114	
109		114	N12 & N22
<b>Current assets</b>			
6,946	Contributions due from employers	6,763	
423	Other current assets	444	
5	Payments in advance	-	
9,042	Cash balances	15,657	N2, N21, N25
16,416		22,864	N12 & N22
<b>Current liabilities</b>			
-45	Unpaid benefits	-43	
-2,271	Other current liabilities	-2,214	
-29	Receipts in advance	-1	
-2,345		-2,258	N12 & N23
3,421,630	<b>Net assets of the scheme available to fund benefits at the reporting period end</b>	3,590,435	N4, N5, N12 & N16

The Fund's financial statements do not take account of liabilities to pay pensions and other benefits after the period end but rather summarise the transactions and net assets of the scheme.

The actuarial present value of promised retirement benefits is disclosed at Note N24.

The notes on the following pages form part of these Financial Statements.

## Gloucestershire Pension Fund

### Notes to Pension Fund Accounts

#### N1. Introduction

The County Council is the administering body for the Gloucestershire Pension Fund which is a contributory defined benefit scheme. This is not only for County Council employees but also for District Councils within the County and other local bodies providing public services. A full list of all employing bodies who are members of the Fund are shown in the Pension Fund's Annual Report alongside the detailed accounts of the Gloucestershire Pension Fund.

The Fund is governed by the Public Service Pensions Act 2013 and administered in accordance with the following secondary legislation:

- The Local Government Pension Scheme Regulations 2013 (as amended)
- The Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014 (as amended)
- The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016 (as amended)

The Fund exists to provide pensions and certain other benefits to former employees. The Pension Fund is not a Gloucestershire County Council fund and is subject to its own audit; therefore balances are not included in the Gloucestershire County Council Consolidated Balance Sheet. The Fund is administered by the Pension Committee, which is a committee of Gloucestershire County Council. The Pension Board was set up with effect from the 1st April 2015 to assist the Pensions Committee in securing compliance with the relevant laws and Regulations and to help the Pension Committee ensure the effective and efficient governance and administration of the Fund.

#### Membership Breakdown

Membership of the Local Government Pension Scheme is voluntary and employees are free to choose whether to join the scheme, remain in the scheme or make their own personal arrangements outside the scheme.

Organisations participating in the Pension Fund include the following:

- Scheduled bodies, which are automatically entitled to be members of the Fund.
- Admitted bodies, which participate in the Fund under the terms of an admission agreement between the Fund and the employer. Admitted bodies include voluntary, charitable and similar not-for-profit organisations, or private contractors undertaking a local authority function following outsourcing to the private sector.

Fire fighters, police and teachers have their own separate nationally administered schemes.

Membership details are set out below:

	31st March 2024	31st March 2025
Number of employers	241	231
<b>Number of employees in the scheme</b>		
County Council	9,811	9,506
Other employers	10,005	10,497
	<u>19,816</u>	<u>20,003</u>
<b>Number of pensioners</b>		
County Council	11,637	12,127
Other employers	8,230	8,703
	<u>19,867</u>	<u>20,830</u>
<b>Deferred pensioners</b>		
County Council	11,903	11,697
Other employers	9,313	9,313
	<u>21,216</u>	<u>21,010</u>
<b>Total number of members in pension scheme</b>	<u>60,899</u>	<u>61,843</u>

In addition, to the membership numbers above, there were 8,109 (7,835 2023/24) undecided or unprocessed leavers. Undecided leavers are those members who are no longer accruing service and to whom a refund of contributions or transfer out may be due.

Unprocessed leavers are those members which represent cases where we are aware that a member has left, but that case has not yet been processed.

## **Funding**

Benefits are funded by contributions and investment earnings. Contributions are made by active members of the Fund in accordance with the Local Government Pension Scheme Regulations 2013 and range from 5.5% to 12.5% of pensionable pay for the financial year ending 31st March 2025. Employers' contributions are set based on triennial actuarial funding valuations. The last such valuation was at 31st March 2022, and took effect on the 1st April 2023. When setting contribution rates the actuary takes into account the funding target, the time horizon over which the funding target is to be achieved and the strength of the employer covenant; further information can be found within the Fund's Funding Strategy Statement. During 2024/25 employer contribution rates ranged from 0% to 40.0% of pensionable pay.

## **Benefits**

Prior to 1st April 2014, pension benefits under the LGPS were based on final pensionable pay and length of pensionable service. From 1st April 2014, the scheme became a career average scheme, whereby members accrue benefits based on their pensionable pay in that year at an accrual rate of 1/49th. Accrued pension is uprated annually in line with the Consumer Prices Index.

A range of other benefits are also provided including early retirement, disability pensions and death benefits, as explained on the LGPS website - see [www.lgpsmember.org](http://www.lgpsmember.org).

## **N2. Summary of significant accounting policies**

### **Basis of preparation**

The Statement of Accounts summarises the Fund's transactions for the 2024/25 financial year and its position at year end as at 31st March 2025. The accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2024/25 which is based upon International Financial Reporting Standards (IFRS), as amended for the UK public sector. The accounts summarise the transactions of the Fund and reports on the net assets available to pay pension benefits. The accounts do not take account of obligations to pay pensions and benefits which fall due after the end of the financial year. The actuarial value of promised retirement benefits, valued on an International Accounting Standard (IAS19) basis, is disclosed at Note N24 of these accounts. The accounts are prepared on a going concern basis.

### **Critical judgements in applying accounting policies**

The net Pension Fund liability is recalculated every three years by the appointed actuary, with annual updates in the intervening years. The methodology used is in line with accepted guidelines.

The critical judgement is made by senior management of the Pension Fund, with advice from the actuary, of the assumptions to be used in the valuation but because they are assumptions, they could be a source of estimation uncertainty and are also covered in the following section. The Pension Fund Liability is subject to significant variances based on changes to the underlying assumptions and these have been summarised in Note N24.

These actuarial revaluations are used to set future contribution rates and underpin the Fund's most significant investment management policies.

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

The preparation of financial statements requires management to make judgements, estimates and assumptions that affect the amounts reported for assets and liabilities at the year-end-date and the amounts reported for the revenues and expenses during the year. Estimates and assumptions are made taking into account historical experience, current trends and other relevant factors. However, the nature of estimation means that the actual outcomes could differ from the assumptions and estimates. Income and expenditure have been accounted for on an accruals basis.



The items within the Financial Statements as at 31st March 2025, for which there is a significant risk of material adjustment in the forthcoming year, are highlighted below:

Item	Uncertainties	Effect if actual results differ from assumptions
Actuarial present value of promised retirement benefits (Note 24)	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, salary increases, changes in retirement ages, mortality rates and returns on fund assets. A firm of consulting actuaries is engaged to provide the Fund with expert advice about the assumptions to be applied	The effects on the net pension liability of changes in the individual assumptions have been disclosed within Note 24.
Private Equity, Infrastructure and Private Debt Note 26	Private equity, Infrastructure and Private Debt are valued at fair value in accordance with International Private Equity and Venture Capital Valuation guidelines. Investments are not publicly listed and as such there is a degree of estimation involved in the valuation.	Those investments where at least one input that could have a significant effect on the valuation is not based on observable market data is classed at level 3 in the Fair Value Hierarchy. Private Equity, Infrastructure and Private Debt investments classed as level 3 total £461.329m. The Fund has determined that the valuation methods used are likely to be accurate to within the ranges set out in the Sensitivity of Assets valued at Level 3 table within Note 26. This table also sets out the consequent potential impact on the closing value of investments held at 31st March 2025
Pooled Property Funds Note 26	Pooled Property Funds are valued in accordance with Royal Institution of Chartered Surveyor's standards and fair value processes driven by International Private Equity and Venture Capital Valuation guidelines. Some Property Pooled Funds are not publicly listed or have redemption restrictions and as such there is a degree of estimation involved in the valuation.	Those investments where at least one input that could have a significant effect on the valuation is not based on observable market data is classed at level 3 in the Fair Value Hierarchy. Pooled Property Funds classed as level 3 total £196.689m. The Fund has determined that the valuation methods used are likely to be accurate to within the ranges set out in the Sensitivity of Assets valued at Level 3 table within Note 26. This table also sets out the consequent potential impact on the closing value of investments held at 31st March 2025.

## Revenue and expense recognition

### Contribution income

Contributions have been accounted for on an accruals basis where amounts due have been determined in time for inclusion in the accounts. Additional employers' contributions in respect of ill-health and early retirements are accounted for in the year the event arose. Employer deficit contribution lump sum payments are accounted for in the year the payment is made. Any amount due in year but unpaid will be classed as a current financial asset. Amounts not due until future years are classed as long-term financial assets.

### Benefits payable and refunds of contributions

Benefits payable and refunds of contributions have been brought into the accounts on the basis of all valid claims approved during the year.

### Transfers to and from other schemes

Individual transfer values are accounted for when they are paid or received. Bulk transfer value calculations are made towards the end of the bulk transfer process and based on payment being made on a specific day. Bulk transfer values are accrued when the value has been determined.

### Management expenses

Pension Fund expenses have been accounted for in accordance with the CIPFA guidance *Accounting for Local Government Pension Scheme Management Costs*. A more detailed breakdown of management expenses can be found in Note 20.

#### a) Investment management expenses

Investment Management Expenses is comprised of expenses which are incurred in relation to the management of pension fund assets. Broadly, these are based on the market value of the investments in the investment manager's portfolio and therefore increase or reduce as the value of these investments change. Where an investment manager's fee has not been received by the reporting period end date, an estimate based upon the market value of the mandate at the end of the reporting period has been used. Where fees are netted off investment market values by investment managers, these expenses are grossed up to increase the change in value of investments. Identification of management fees is undertaken within the Cost Transparency Initiative reporting framework.

Federated Hermes deducts its fees from a combination of assets held and income distributions and is included within Investment Management Expenses. Fees due under the Blackrock Currency Hedge Fund are paid quarterly based on the valuation of assets held, and have been accrued. Technology Venture Partners (TVP) deducts its fees from the value of the assets under their management. Fees for TVP have not been included as they are the legal responsibility of the managers and not the Fund. Management costs for Arcmont are deducted from distributions. Brunel's investment managers, Golub, Gresham House, Octopus, Resonance and Schroders Greencoat Wessex Gardens deduct their fees from the value of the pooled funds under their management. The investment manager for Brunel's passive global equity pooled fund encashes units to cover their fees and all these fees have also been included within Investment Management Expenses.

#### b) Acquisition and transaction costs of investments

Acquisition costs of investments and transaction costs are included within Investment Management Expenses with a corresponding offset against Profit on Disposal of Investments. In addition to the transaction costs disclosed, indirect costs are incurred through the bid/offer spread on investments within pooled investment vehicles. A more detailed breakdown of management expenses, including transaction costs, can be found in Note 20.

#### c) Administration expenses

All administrative expenses are accounted for on an accrual basis. All staff costs associated with administration is charged to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund. Further information on administrative expenses can be found in Note 20.

#### d) Oversight & governance expenses

All Oversight and Governance expenses are accounted for on an accrual basis. All staff costs associated with Oversight and Governance is charged to the Fund. Associated management, accommodation and other overheads are apportioned to this activity and charged as expenses to the Fund. The cost of investment advice from external consultants is included in Oversight & Governance. Further information on Oversight and Governance expenses can be found in Note 20.

### Investment Income

Dividends are accounted for when the holding is declared ex-dividend. Any amount not received by the end of the reporting period is recognised as a current financial asset. Investment income arising from the underlying investments of Pooled Investment Vehicles is reinvested within the Pooled Investment Vehicle and reflected in the unit price.

**Cash and cash equivalents**

Cash comprises cash in hand (bank) and demand deposits (money market funds) which also includes amounts held by the Fund's custodian on behalf of its investment managers.

Cash equivalents are short-term, highly liquid investments that are readily convertible to known amounts of cash and are subject to minimal risk of changes in value.

Cash balances held in accordance with the County Councils' Treasury Management Strategy and those held with the Fund's custodian, State Street Bank & Trust Company, on behalf of investment managers, are in instant access accounts.

**The Actuarial Present Value of Promised Retirement Benefits**

The actuarial present value of promised retirement benefits is assessed on a triennial basis by the scheme actuary in accordance with the requirements of IAS 19 Post-Employment Benefits and relevant actuarial standards.

As permitted under the Code, the Fund has included a note disclosing the actuarial present value of promised retirement benefits by way of a note to the Net Asset Statement in Note 24.

**Contingent assets and contingent liabilities**

A contingent asset arises where an event has taken place giving rise to a possible asset whose existence will only be confirmed or otherwise by the occurrence of future events.

A contingent liability arises where an event has taken place prior to the year-end giving rise to a possible financial obligation whose existence will only be confirmed or otherwise by the occurrence of future events. Contingent liabilities can also arise in circumstances where a provision would be made, except that it is not possible at the balance sheet date to measure the value of the financial obligation reliably.

Contingent assets and liabilities are not recognised in the Net Asset Statement but are disclosed by way of narrative in the notes.

**Valuation of assets**

The SORP requires securities to be valued on a Fair Value Basis therefore assets and liabilities, where there is an Financial assets are included in the financial statements on a fair value basis at the reporting date. A financial asset is recognised in the Net Assets Statement on the date the Fund becomes party to the contractual acquisition of the asset. From this date any gains or losses arising from the changes in the fair value of the asset are recognised in the Fund Account.

The values of investments as shown in the Net Assets Statement have been determined at fair value in accordance with the requirements of the Code and IFRS 13 (see Note 26). For the purposes of disclosing levels of fair value hierarchy, the Fund has adopted the classification guidelines recommended in Practical Guidance on Investment Disclosures (PRAG/Investment Association).

Gloucestershire Pension Fund together with nine other shareholders each hold a 10% share in Brunel Pension Partnership Ltd (company number 10429110). As such, no fund is deemed to have a significant influence and this long term investment is accounted for at fair value. The asset was initially measured at cost and is subsequently revalued for any impairment.

The accounts for the year ended 31st March 2025 use the valuations for the Fund's assets based on the figures provided by the Fund's custodian, State Street Bank & Trust Company.

**Derivatives**

Derivative contracts are valued at fair value and are determined using exchange prices at the reporting date. The fair value is the unrealised profit or loss at the current bid or offer market quoted price of the contract. Derivative contract assets, those with a positive value, are valued at bid price and derivative contract liabilities, those with a negative value, are valued at the offer price. The amounts included in change in market value are the realised gains and losses on closed derivatives contracts and the unrealised gains and losses on open derivatives contracts.

### N3. Taxation

The Fund is a registered public service scheme under Section 1(1) of Schedule 36 of the Finance Act 2004 and is exempt from UK capital gains tax on the proceeds of investments sold and UK income tax on interest received. Corporation Tax is deducted from UK equity dividends; tax deducted from property unit trusts can be reclaimed. Withholding tax is payable on income from overseas investments. This tax is recovered wherever local tax laws permit.

### N4. Investment movements summary

#### 2024/25

Asset Class	Market Value at 31 <sup>st</sup> March 2024 £'000	Purchases during the year at cost and derivative £'000	Sales proceeds during the year and derivative receipts £'000	Change in market value during the year £'000	Market Value at 31 <sup>st</sup> March 2025 £'000
Pooled Investments	3,118,600	49,497	-86,983	123,056	3,204,170
Pooled Property Funds	264,246	60,966	-23,327	6,817	308,702
Private Equity/Venture Capital	2,695	-	-100	479	3,074
	3,385,541	110,463	-110,410	130,352	3,515,946
Derivative contracts:					
Forward currency contracts	-1,156	65,630	-89,488	23,325	-1,689
	-1,156	65,630	-89,488	23,325	-1,689
<b>Long term investment assets</b>					
Brunel Pension Partnership Ltd	722	0	0	28	750
	722	0	0	28	750
Net Investment Assets	3,385,107	176,093	-199,898	153,705	3,515,007

In addition to the investments there was £75,428k (£36,523k 2023/24) in cash, cash equivalents and accruals. Cash movements, currency adjustments and other end of year settlements totalled -£175k (-£78k 2023/24). As a result the total profit (-) and losses on disposal of investments and changes in market value of investments was -£153.5m (-£344.7m 2023/24).

#### 2023/24

Asset Class	Market Value at 31 <sup>st</sup> March 2023 £'000	Purchases during the year at cost and derivative payments £'000	Sales proceeds during the year and derivative receipts £'000	Change in market value during the year £'000	Market Value at 31 <sup>st</sup> March 2024 £'000
Pooled Investments	2,738,503	125,194	-90,804	345,707	3,118,600
Pooled Property Funds	262,294	22,202	-7,377	-12,873	264,246
Private Equity/Venture Capital	3,428	-	-200	-533	2,695
	3,004,225	147,396	-98,381	332,301	3,385,541
Derivative contracts:					
Forward currency contracts	8,126	67,960	-89,705	12,463	-1,156
	8,126	67,960	-89,705	12,463	-1,156
<b>Long term investment assets</b>					
Brunel Pension Partnership Ltd	697	0	0	25	722
	697	0	0	25	722
Net Investment Assets	3,013,048	215,356	-188,086	344,789	3,385,107

In addition to the investments there was £36,523k (£43,922k 2022/23) in cash, cash equivalents and accruals. Cash movements, currency adjustments and other end of year settlements totalled -£78k (£108k 2022/23). As a result the total profit (-) and losses on disposal of investments and changes in market value of investments was -£344.7m (£50.9m 2022/23).

The change in market value of investments comprises all increases and decreases in the market value of investments held at any time during the year, including profits and losses realised on sales of investments during the year.

The closing market value of the derivatives in the previous tables represents fair value as at the year end date. In the case of derivative contracts, which are traded on exchanges, this value is determined using exchange prices at the reporting date. Forward foreign exchange contracts are over the counter contracts and are valued by determining the gain or loss that would arise from closing out the contract at the reporting date and entering into an equal and opposite contract as at that date. The profit or loss arising is included within the cash and accruals figure.

All derivative contracts settled during the period are reported within the table as purchases and sales.

#### N5. Management of fund assets

The market value of investments managed by each external manager at the end of the financial year was:

	2023/24		2024/25	
	£'000	%	£'000	%
<b>Investments managed by the Brunel regional asset pool</b>				
Brunel Global High Alpha Fund	494,965	14.5	<b>498,856</b>	<b>13.9</b>
Brunel Global Sustainable Fund	451,295	13.2	<b>439,172</b>	<b>12.2</b>
Brunel ACS UK Equity Fund	394,185	11.5	<b>407,390</b>	<b>11.3</b>
Legal & General Investment Management	375,707	11.0	<b>388,098</b>	<b>10.8</b>
Brunel Sterling Corporate Bonds Portfolio	355,151	10.4	<b>369,954</b>	<b>10.3</b>
Brunel Property Fund	264,246	7.7	<b>275,385</b>	<b>7.7</b>
Brunel Multi Asset Credit Portfolio	244,239	7.1	<b>264,778</b>	<b>7.4</b>
Brunel Private Equity and Infrastructure Portfolio	228,107	6.7	<b>261,318</b>	<b>7.3</b>
Brunel Emerging Equity Fund	196,713	5.7	<b>209,257</b>	<b>5.8</b>
Brunel Diversifying Returns Fund	192,987	5.6	<b>168,410</b>	<b>4.7</b>
Brunel Private Debt Fund	88,356	2.6	<b>105,381</b>	<b>2.9</b>
Cash, cash instruments and accruals with	22,244	0.7	<b>40,560</b>	<b>1.1</b>
Brunel Pension Partnership Ltd.	722	0.0	<b>750</b>	<b>0.0</b>
	<b>3,308,917</b>	<b>96.7</b>	<b>3,429,309</b>	<b>95.4</b>
<b>Investments managed outside of the Brunel regional asset pool</b>				
Schroders Greencoat Wessex Gardens L.P.	42,102	1.2	<b>42,709</b>	<b>1.2</b>
Golub Capital Partners International	34,633	1.0	<b>33,895</b>	<b>0.9</b>
Arcmont Asset Management Ltd.	20,160	0.6	<b>14,952</b>	<b>0.4</b>
Resonance Impact Investment Limited	-	-	<b>14,250</b>	<b>0.4</b>
Gresham House Specialist Investment	-	-	<b>13,674</b>	<b>0.4</b>
Octopus Investments	-	-	<b>5,393</b>	<b>0.2</b>
Technology Venture Partners	2,695	0.1	<b>3,074</b>	<b>0.1</b>
BlackRock Investment Management (UK) Ltd. *	-1,156	0.0	<b>-1,689</b>	<b>0.0</b>
	<b>98,434</b>	<b>2.9</b>	<b>126,258</b>	<b>3.6</b>
<b>Total - External Managers</b>	<b>3,407,351</b>	<b>99.6</b>	<b>3,555,567</b>	<b>99.0</b>
In-house cash and accruals	14,180	0.4	<b>20,720</b>	<b>0.6</b>
Cash instruments with Custodian	99	0.0	<b>14,148</b>	<b>0.4</b>
	<b>3,421,630</b>	<b>100.0</b>	<b>3,590,435</b>	<b>100.0</b>

Where the value of an investment exceeds 5% of the total value of net assets, details have been disclosed in Note 16.

\* Blackrock provide currency hedging for the Fund, where a market value has a minus sign before it, this denotes an unrealised loss on the forward currency contracts at the year end.

**N6. Actuarial position of the Fund**

- In line with the Local Government Pension Scheme Regulations, actuarial valuations of the Fund are required to be undertaken every three years for the purpose of setting employer contribution rates for the forthcoming triennial period. The latest valuation undertaken by Hymans Robertson LLP, the Funds actuary, as at 31st March 2022 established the minimum contribution payments for the three years until 31st March 2026. The next valuation which sets contribution rates for the three year period to 31st March 2029 is currently underway.

The key elements of the actuarial valuation are:

- to ensure the long-term solvency of the Fund, i.e. that sufficient funds are available to meet all pension liabilities as they fall due for payment
- to ensure that employer contribution rates are as stable as possible
- to minimise the long-term cost of the scheme by recognising the link between assets and liabilities and adopting an investment strategy that balances risk and return
- to reflect the different characteristics of employing bodies in determining contribution rates where it is reasonable to do so
- to use reasonable measures to reduce the risk to other employers and ultimately to the council tax payer from an employer defaulting on its pension obligations

The aim is to achieve 100% solvency over a period not exceeding 20 years depending on the type of employer and to provide stability in employer contribution rates by spreading any increases in rates over a period of time. Solvency is achieved when the funds held, plus future expected investment returns and future contributions, are sufficient to meet expected future pension benefits payable.

- The market value of the Fund's assets at the March 2022 triennial valuation date was £3,111m (£2,379m March 2019) and represented 110% (102% March 2019) of the Fund's accrued liabilities.
- The table below summarises the whole fund Primary and Secondary Contribution rates at the 2022 valuation. The 2019 valuation results of the Fund are shown for comparison.

	Last Valuation 31st March 2019		This Valuation 31st March 2022	
Primary Rate (% of pay)	20.9%		21.8%	
Secondary Rate (£)	2020/21	30,652,000	2023/24	*20,702,000
	2021/22	26,850,000	2024/25	*20,077,000
	2022/23	24,353,000	2025/26	*19,459,000

\* The Rates & Adjustment Certificate was amended on the 13th March 2025.

- Individual employers' rates will vary depending on the demographic and actuarial factors particular to each employer. Full details of the contribution rates payable can be found in the 2022 actuarial valuation report and the Rates & Adjustment Certificate which can be found on the Fund's website. The Actuary has made an assessment of the contributions that should be paid into the Fund by participating employers for the period 1st April 2023 to 31st March 2026 in order to maintain the solvency of the Fund.

- The contribution rate has been calculated using the projected evolution of each employers' assets and benefit payments and the main actuarial assumptions used are as follows:

	Funding Basis	
	2019	2022
Rate of return on investments (Discount Rate)	4.2% pa	<b>4.2% pa</b>
Rate of general pay increases	2.6% pa	<b>3.2% pa</b>
Rate of increase to pensions in payment	2.3% pa	<b>2.7% pa</b>

- The estimate of the pension fund liability is subject to significant variations, based on changes to the underlying assumptions used - please see table above.
- Full actuarial valuation reports are published on the Fund's website
- See Note 24 for details of the Actuarial Present Value of Promised Retirement Benefits.

#### N7. Analysis of contributions receivable and benefits payable

	2023/24		2024/25	
	Contributions receivable £'000	Benefits payable £'000	Contributions receivable £'000	Benefits payable £'000
Gloucestershire County Council <i>[Administering authority]</i>	60,790	56,899	<b>65,302</b>	<b>62,581</b>
Scheduled bodies (197 24/25) (199 23/24)* <i>[Bodies admitted by right]</i>	77,526	45,367	<b>**68,693</b>	<b>51,338</b>
Admitted bodies (33 24/25) (41 23/24)* <i>[Bodies admitted by agreement]</i>	<b>**588</b>	8,799	<b>***4,254</b>	<b>9,503</b>
	<b>138,904</b>	<b>111,065</b>	<b>138,249</b>	<b>123,422</b>

Scheduled bodies now include 134 (133 23/24) schools who have converted to academy status.

\* These numbers relate to active employers with active members.

\*\* During 2023/24, three scheduled bodies made the decision to pay lump sum deficit contributions totalling £15.5m to the Fund to benefit from earning greater investment returns in the short term resulting in reduced contribution payments owing in future years.

\*\*\* Contributions Receivable for Admitted Bodies for 2024/25 contained -£4k deficit receipts compared to £4,175k deficit payments in 2023/24 in relation to employers who left the scheme, resulting in an increase in contributions from the previous year.

**N8. Investment Strategy Statement**

The Fund's Investment Strategy Statement (ISS) as required by the Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016 can be found on the Fund's website <https://www.gloucestershirepensionfund.org.uk>. It includes a statement on the Fund's approach to pooling its investment assets as required under the Regulations.

**N9. Related party transactions**

Gloucestershire County Council, as Administering Authority for the Fund, incurred the following costs in relation to the administration of the Fund and was subsequently reimbursed by the Fund for these expenses. The Council is also the single largest employer of members of the Pension Fund. All monies owing to and due from the Fund were paid or accrued for in the year.

	2023/24 £'000	2024/25 £'000
<b>Administrative expenses</b>	3,557	<b>3,997</b>

Part of the Pension Fund's cash holdings are invested on the money markets by the Treasury Management team of Gloucestershire County Council, see notes N2, N21 and N25.

Of the County Council's key management personnel, some of the Director of Finance and the Deputy Chief Executive & Executive Director of Corporate Resources' remuneration costs were charged to the Fund to reflect time spent supporting the Fund. These consisted of salary, fees and allowances of £19,385 (£14,634 2023/24), employers' pension contributions of £5,128 (£3,863 2023/24) and employers' national insurance contributions of £2,483 (£1,863 2023/24).

The Deputy Chief Executive & Executive Director and Director of Finance are members of the Fund as contributing Gloucestershire County Council employees. This does not impact on their role as Finance Director and S151 officer, which is clearly defined.

The Pensions Committee is the decision making body for the Fund and Gloucestershire County Council nominates 7 voting committee members. Councillor Gray is also a County Councillor but is the District Council's representative on the Pension Committee.



Each member of the Pension Committee is required to declare their interests at each meeting. Mr. P. Clark, the Scheme Member Representative, is a non-voting member of the Pension Committee. Mr. Clark is a contributing member of the Pension Fund and this does not impact on his Pension Committee role.

Ms. J. Atkinson is a non-voting member of the Pension Committee. She is employed by a Pension Fund employer, Severn Vale School, and is also a contributing member of the Pension Fund. This does not impact on her Pension Committee role.

Cllr. J. Bloxsom is in receipt of a local government pension.

The following members of the Pension Committee were District Council members as at 31st March 2025:

Member	District Council
Cllr. D. Gray	Tewkesbury Borough Council
Cllr. C. Turner	Stroud District Council

Cllr. Colin Hay took over the role of representing the Gloucestershire Pension Fund on the Brunel Oversight Board and acting as the Shareholder representative to the Brunel Pension Partnership from Cllr. L. Stowe in June 2024. Cllr. Stowe, as Cabinet Member for Finance and Change, is corporate shareholder representative for Gloucestershire County Council for UBICO Limited which is an employer in the Fund. A family member of Cllr. Stowe is a Councillor at Cotswold District Council which is also an employer in the Fund

A member of Cllr. C. Hay's family is leader of Cheltenham Borough Council which is an employer in the Pension Fund.

A member of Cllr. M. Babbage's family works for Gresham House Asset Management Ltd., one of the Fund's investment managers, and owns shares in the company. Cllr. Babbage exempts himself from decision making around these investments.

A member of Cllr. D. Brown's family is an employee of Gloucester City Council which is an employer in the Pension Fund and another family member is in receipt of a local government pension.

County Council Elections take place every 4 years and took place on 2nd May 2025. As a result of these elections a decision on appointments for all committees, including the Pension Committee will be made by Full Council at its meeting scheduled for 21st May 2025.

The Pension Board was created on the 1st April 2015. Some of the Board are members of the Fund as contributing employees. This does not impact on their roles as members of the Pension Board given the nature of the Board's functions.

Transactions between employers and the Fund are disclosed in note N7.

**Brunel Pension Partnership Ltd. (Company Number 10429110)**

Brunel was formed on the 14th October 2016 and oversees the investment of pension fund assets for Avon, Buckinghamshire, Cornwall, Devon, Dorset, Environment Agency, Gloucestershire, Oxfordshire, Somerset and Wiltshire Funds.

Each of the ten local authorities, including Gloucestershire County Council own 10% of Brunel. As part of Gloucestershire's investment in Brunel the Fund provided regulatory capital. This is subject to regular review by the regulator which could result in additional calls for capital.

	2023/24	2024/25
	£'000	£'000
Income	-	-
Expenditure	1,250	1,495
Debtors	-	-
Payments in Advance	-	-

In addition to his role as Pension Committee member, Cllr. C. Hay represented the Fund on the Brunel Oversight Board. Cllr. C. Hay took over this role on the Brunel Oversight Board in June 2024 from Cllr. L. Stowe.

In 2021/22 the Pension Fund, together with the nine other Funds in Brunel, entered into a Pension Cost Recharge Agreement whereby each Fund agreed to reimburse Brunel with its share of regular ongoing pension related cashflows via its Annual Operating Charge. As part of this arrangement the Fund also agreed to pay or receive its share of any exit payment or credit should Brunel cease to be a member of the Local Government Pension Scheme. At the end of September 2024 the Fund's share of the possible charge was £0k (2023/24 £0k).

**N9a Key management personnel**

The key management personnel of the Fund are the Section 151 Officer and the Head of Pensions. A proportion of the Section 151 Officer's costs have been charged to the Fund to reflect time spent supporting the Fund and those costs are included with those of the Head of Pensions in the table below.

	2023/24	2024/25
	£'000	£'000
Short-term benefits	111	103
Post-employment benefits	-	-
Other long-term benefits	26	24
Termination benefits	-	-
Share-based payments	-	-
	137	127

## **N10. Contingent liabilities and contractual commitments**

### **Investment commitments**

The Fund has investment commitments with seven managers (Arcmont, Golub, Gresham House, Octopus Investments, Resonance, Schroders Greencoat Wessex Gardens and Brunel Pension Partnership) where the investment manager has not yet drawn down all monies due. These commitments relate to investments in private debt, private equity, infrastructure and social affordable housing and are requested as and when the respective investment manager identifies an investment opportunity or requires further funding. The amounts requested can therefore be irregular in both size and timing.

In 2024/25 the Fund made capital calls to Resonance (£14.3m), Octopus Investments (£5.4m) and Gresham House (£13.8m) as part of the social affordable housing portfolio, with an outstanding commitment of £131.5m remaining to be drawn down. The Fund is working with these managers to draw down these monies as quickly as possible but given the complexities of the sector it is not easy to predict specific timescales, but based on current information a draw down of £52m is anticipated to be processed across the three funds during 2025/26 and the remaining funds to be drawn down by the end of 2027.

The Fund's outstanding commitment to the renewable infrastructure fund managed by Schroders Greencoat Wessex Gardens of £16.2m, is anticipated to be drawn down in 2025/26.

Brunel anticipates that commitments in Private Equity and Infrastructure Cycle 1 should be drawn down by 2026, Cycle 2 by 2028 and Cycle 3 by 2030. Commitments in Private Debt Cycle 2 should be drawn down by 2025 and Cycle 3 by 2030.

Of the Golub Capital Partners commitment, 87.5% has been drawn down. Golub do not anticipate any further draw downs but reserve the right to still do so. The change in the outstanding liability is due to changes in the exchange rate as Golub is denominated in US dollars. The commitment draw down period ended on the 1st July 2023 and Golub should return monies as investments mature by 2026/27. The fund will continue until July 2028 (the tenth anniversary of the final closing date), unless terminated sooner or extended as provided in its agreement.

In relation to the Fund's private debt fund managed by Arcmont, 82% of the Fund's total commitment has been drawn down. The Arcmont fund's investment period ended in July 2020 and the fund had been due to expire in July 2023. However the Pension Fund has agreed to an extension so that the fund will expire in July 2026 to enable Arcmont to maximise unrealised assets.

The following table shows the Fund's total commitment and the remaining liability, following drawdowns, at the year end.

	<b>Original Commitment</b>	<b>Outstanding liability 2023/24</b>	<b>Outstanding liability 2024/25</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Arcmont Asset Management Ltd. (private debt)	<b>50,000</b>	9,170	<b>9,551</b>
Golub Capital Partners International (private)	<b>40,000</b>	4,939	<b>4,839</b>
Schroders Greencoat Wessex Gardens L.P. (renewable	<b>60,000</b>	18,000	<b>16,171</b>
Social and Affordable Housing Portfolio (three fund managers selected)	<b>165,000</b>	165,000	<b>131,520</b>
Brunel Pension Partnership Ltd. (private equity)	<b>43,000</b>	10,884	<b>9,521</b>
Brunel Pension Partnership Ltd. (private equity)	<b>70,000</b>	31,830	<b>17,858</b>
Brunel Pension Partnership Ltd. (private equity)	<b>16,000</b>	14,990	<b>13,259</b>
Brunel Pension Partnership Ltd. (infrastructure)	<b>43,000</b>	3,620	<b>3,790</b>
Brunel Pension Partnership Ltd. (infrastructure)	<b>130,000</b>	35,270	<b>30,035</b>
Brunel Pension Partnership Ltd. (infrastructure)	<b>20,000</b>	14,630	<b>11,014</b>
Brunel Pension Partnership Ltd. (private debt)	<b>120,000</b>	43,634	<b>33,164</b>
Brunel Pension Partnership Ltd. (private debt)	<b>38,000</b>	28,150	<b>23,917</b>
	<b>795,000</b>	380,117	<b>304,639</b>

### **Pension bonds**

During 2024/25, three (seven 2023/24) admitted body employers in the Pension Fund held insurance bonds to guard against the possibility of being unable to meet their pension obligations. These bonds are drawn in favour of the Pension Fund and payment will only be triggered in the event of employer default. No such defaults have occurred in 2024/25 (2023/24 nil). New admitted body employers are now admitted on a "pass-through" basis where the pension liabilities remain with the employer outsourcing the service.

### **Contingent liability**

In 2021/22 the Pension Fund, together with the nine other Funds in Brunel, entered into a Pension Cost Recharge Agreement whereby each Fund agreed to reimburse Brunel with its share of regular ongoing pension related cashflows via its Annual Operating Charge. As part of this arrangement the Fund also agreed to pay or receive its share of any exit payment or credit should Brunel cease to be a member of the Local Government Pension Scheme. At the end of September 2024 the Fund's share of the possible charge was £0k (2023/24 £0k).

### **N11. Stock lending**

Brunel operates a stock lending programme in relation to the underlying assets in three of the Fund's pooled funds. At 31st March 2025 the market value of shares out on loan was £45.9m (2023/24 £15.6m) and the value of collateral held £49.2m (2023/24 £16.6m) equal to 107.22% (2023/24 106.33%) of stock out on loan. Income of £108k (2023/24 £60k) was reinvested into the pooled funds.

These investments continue to be recognised in the Fund's financial statements. During the period the stock is on loan, the voting rights of the loaned stocks pass to the borrower

**N12. Financial asset analysis**

	2023/24	2024/25	Note
	£'000	£'000	
<b>Investment Assets</b>			
Pooled investment vehicles			
Equities	1,912,865	<b>1,942,773</b>	
Bonds	599,390	<b>634,732</b>	
Diversified Growth	192,987	<b>168,410</b>	
Private Equity	81,437	<b>102,971</b>	
Infrastructure	188,772	<b>201,056</b>	
Private Debt	143,149	<b>154,228</b>	
	<b>3,118,600</b>	<b>3,204,170</b>	N10
Other investments			
Pooled Property Investments	264,246	<b>308,702</b>	
Venture Capital/Private Equity	2,695	<b>3,074</b>	
	<b>266,941</b>	<b>311,776</b>	
Derivative Contracts			
Forward Foreign Exchange Contracts	3,351	<b>206</b>	
	<b>3,351</b>	<b>206</b>	N15
Cash (Managers)			
Cash instruments	21,248	<b>39,455</b>	
Cash deposits	3,664	<b>218</b>	
	<b>24,912</b>	<b>39,673</b>	
Other investment balances			
Debtors			
Outstanding settlement of investment sales	44	<b>14,781</b>	
Accrued dividend income and tax reclaims due on dividend income	779	<b>971</b>	
	<b>823</b>	<b>15,752</b>	
<b>Long term financial assets</b>			
Brunel Pension Partnership Ltd.	722	<b>750</b>	
	<b>722</b>	<b>750</b>	
<b>Total Investment Assets</b>	<b>3,415,349</b>	<b>3,572,327</b>	
	2023/24	2024/25	Note
	£'000	£'000	
<b>Investment Liabilities</b>			
Derivative Contracts			
Forward Foreign Exchange Contracts	-4,507	<b>-1,895</b>	
	<b>-4,507</b>	<b>-1,895</b>	N15
Other Investment Balances			
Creditors			
Outstanding settlement of investment transactions	-3,392	<b>-717</b>	
	<b>-3,392</b>	<b>-717</b>	
<b>Total Investment Liabilities</b>	<b>-7,899</b>	<b>-2,612</b>	
<b>Long Term Assets</b>			
Contributions due from employers	109	<b>114</b>	
	<b>109</b>	<b>114</b>	N22
<b>Current Assets</b>			
Contributions due from employers	6,946	<b>6,763</b>	
Other current assets (debtors)	423	<b>444</b>	
Payments in advance	5	-	
Cash balances	9,042	<b>15,657</b>	N21
	<b>16,416</b>	<b>22,864</b>	N22
<b>Current Liabilities</b>			
Unpaid benefits	-45	<b>-43</b>	
Other liabilities (creditors)	-2,271	<b>-2,214</b>	
Receipts in advance	-29	<b>-1</b>	
	<b>-2,345</b>	<b>-2,258</b>	N23
<b>TOTAL</b>	<b>3,421,630</b>	<b>3,590,435</b>	

**N13. Investment income**

Investment income arises from the following investment categories:

	2023/24 £'000	2024/25 £'000
Pooled investment vehicles	16,960	18,663
Pooled property investments	7,467	8,152
Interest on cash deposits	2,308	2,267
Other income from stock lending, underwriting and class actions	68	2,176
	26,803	31,258
Withholding tax	-	-5
	26,803	31,253

**N14. Separately invested additional voluntary contributions (AVC's)**

Gloucestershire Pension Fund provides additional voluntary contribution (AVC) schemes for its members with The Prudential Assurance Company Limited and Phoenix Life Limited. The AVC's are invested separately in funds managed by them. These are in the form of with-profits, unit-linked and deposit accounts and secure additional benefits on a money purchase basis for those members electing to pay additional voluntary contributions. Members participating in this arrangement receive an annual statement confirming amounts held to their account and movements in the year. These amounts are not included in the Pension Fund Accounts in accordance with Regulation 4 (1) (b) of the Local Government Pension Scheme (Management and Investment of Funds) Regulations 2016 (as amended).

**Value of separately invested additional voluntary contributions**

	1st March 2024 £'000	31st March 2025 £'000
The Prudential Assurance Company Limited	6,685	6,194
Phoenix Life Limited	20	21
	6,705	6,215

Contributions paid by members in the Prudential scheme during 2024/2025 totalled £670,641 (2023/2024 £676,368) which included additional death in service premiums totalling £695 (2023/2024 £737).

# N15. Derivatives

The Fund uses derivatives to reduce currency risk within the pooled equity funds by way of forward currency contracts managed by BlackRock Investment Management (UK) Ltd. which commenced in February 2023. In addition, the Sterling Corporate Bonds and Multi-asset Credit pooled funds are allowed the modest use of derivatives primarily for currency and interest rate hedging purposes. Due to the nature of pooled funds where units are purchased in the fund itself rather than the underlying assets, details of derivative contracts are at fund level and not disclosed.

A derivative is a generic term for financial instruments used in the management of portfolios and is a financial contract between two parties, the value of which is determined by the underlying asset. Derivatives include futures, forwards, swaps and options.

## Derivative Contract Analysis

	Contract type*	2023/24 Economic Exposure	2024/25 Economic Exposure	Expiration	2023/24 Market Value	2024/25 Market Value
<b>INVESTMENT ASSETS</b>		£'000	£'000		£'000	£'000
Forward foreign exchange contracts	OTC	694,584	54,075	Less than 3 months	3,351	206
<b>Total Derivative Assets</b>		694,584	54,075		3,351	206
<b>INVESTMENT LIABILITIES</b>						
Forward foreign exchange contracts	OTC	1,156,025	617,607	Less than 3 months	-4,507	-1,895
<b>Total Derivative Liabilities</b>		1,156,025	617,607		-4,507	-1,895
<b>Net Futures</b>					-1,156	-1,689

\* Contract type OTC (over the counter)

A breakdown of the open forward foreign exchange contracts at 31st March 2025 is given below:-

## Open Forward Currency Contracts at 31st March 2025

Settlement	Currency bought	Local Value	Currency sold	Local Value	Asset Value	Liability Value
		000		000	£000	£000
Up to three months	GBP	11,472	AUD	23,537	105	
Up to three months	GBP	21,112	CAD	39,010	80	
Up to three months	GBP	826	ILS	3,925	10	
Up to three months	GBP	2,273	SGD	3,925	6	
Up to three months	GBP	328	NZD	739	3	
Up to three months	GBP	1,049	NOK	14,256	1	
Up to three months	GBP	17,015	CHF	19,360	1	
Up to three months	GBP	4,889	DKK	43,540		-4
Up to three months	GBP	3,069	HKD	30,853		-6
Up to three months	GBP	5,808	SEK	75,297		-10
Up to three months	GBP	59,121	EUR	70,605		-67
Up to three months	GBP	36,102	JPY	6,995,689		-267
Up to three months	GBP	508,618	USD	658,443		-1,541

## Open forward currency contracts at 31st March 2025

## Net forward currency contracts at 31st March 2025

## Prior year comparative

Open forward currency contracts at 31st March 2024

Net forward currency contracts at 31st March 2024

206	-1,895
-1,689	
3,351	-4,507
-1,156	

### N16. Investments exceeding 5% of Total Net Assets

At 31st March 2025 the Pension Fund held six (2023/24, seven) investments that each exceeded 5% of the total value of the net assets of the scheme. These six investments totalled £2,312,727k out of a total market value for the Fund of £3,590,435k. These are detailed as follows:

<b><u>Investments exceeding 5% of Total Net Assets</u></b>	<b>2023/24</b>		<b>2024/25</b>	
	<b>£'000</b>	<b>%</b>	<b>£'000</b>	<b>%</b>
Brunel Global High Alpha Equity Fund	<b>494,965</b>	<b>14.5</b>	<b>498,856</b>	<b>13.9</b>
Brunel Global Sustainable Fund	<b>451,295</b>	<b>13.2</b>	<b>439,172</b>	<b>12.2</b>
Brunel UK Equity Fund	<b>394,185</b>	<b>11.5</b>	<b>407,390</b>	<b>11.3</b>
Legal & General FTSE Paris Aligned Developed Equities Index Fund	<b>375,707</b>	<b>11.0</b>	<b>388,098</b>	<b>10.8</b>
Royal London Pooled Pension Company - Brunel Sterling Corporate Bond Fund	<b>355,151</b>	<b>10.4</b>	<b>369,954</b>	<b>10.3</b>
Brunel Emerging Markets Equity Fund	<b>196,713</b>	<b>5.7</b>	<b>209,257</b>	<b>5.8</b>
Brunel Diversifying Returns Fund	<b>192,987</b>	<b>5.6</b>	<b>*</b>	<b>*</b>
	<b>2,461,003</b>	<b>71.9</b>	<b>2,312,727</b>	<b>64.3</b>

\* The Fund continues to hold the Brunel Diversifying Returns Fund, however it's value has dropped below 5% of total net assets standing at £168,410,000 (4.7%).



## N17. Agency services

The Pension Fund pays discretionary pension awards to former employees on behalf of some Pension Fund employers. The amounts paid are not included within the Fund Account but are provided as a service and fully reclaimed from the employer bodies. The sums are disclosed below.

	2023/24 £'000	2024/25 £'000
Discretionary Payments	1,165	1,226

## N18. Contributions breakdown

	2023/24 £'000	2024/25 £'000
From Employers:		
Normal contributions	82,262	89,747
Augmentation contributions	-	-
Deficit recovery contributions	33,544	17,242
Section 75 debt (cessation of employer)	-4,175	4
Other	2,323	4,557
	113,954	111,550
From Members:		
Normal contributions	24,776	26,539
Additional voluntary contributions	174	160
	24,950	26,699

The Fund's actuary undertakes a funding valuation every three years for the purpose of setting employer contribution rates for the forthcoming triennial period. The primary contribution rate, the rate which all employers in the Fund pay was set at 21.8%, in addition most employers will also pay a secondary contribution rate depending on their own particular circumstances. Full details of the contribution rates payable for 2023/24, 2024/25 and 2025/26 can be found in the 2022 Actuarial Valuation Report and the Pension Fund's Annual Report. Both documents can be found at [www.gloucestershirepensionfund.org.uk](http://www.gloucestershirepensionfund.org.uk).

The employers' monthly contributions are expressed as a percentage of pensionable pay. Deficit recovery payments are either based on a percentage of pensionable pay or paid as a lump sum. Both monthly contributions and deficit funding payments have been identified above. The deficit recovery contributions relate to past service benefit accrual and are payable over an agreed recovery period, not exceeding 20 years.

During 2023/24, three scheduled bodies made the decision to pay lump sum deficit contributions totalling £15.5m to the Fund to benefit from earning greater investment returns in the short term resulting in reduced contribution payments owing in future years. This amount was included within Deficit Recovery Contributions.

Employers who leave the scheme may need to pay outstanding deficit payments and this is included under Section 75 debt.

A revision to the Regulations in May 2018 and a further, more recent revision permits, at the discretion of the Pension Fund, the payment of an exit credit to an employer. Exit credit payments are also included within Section 75 debt.

Other contributions are those contributions paid by an employer to compensate the Pension Fund for early retirement or the recovery of ill health retirement costs.

These payments follow the principles outlined in the Funding Strategy Statement. Early retirement costs are usually paid in one lump sum or may be spread by no more than three years for scheduled bodies with tax-raising powers. When a payment is spread there is an extra cost to reflect the delay in total payment. There are currently no early retirement costs being spread. At 31<sup>st</sup> March 2025, £431k (2023/24 £234k) was due to the Pension Fund for early retirements and has been accrued.

The majority of employers are covered by an ill health insurance policy and claims are made as they arise. Excess ill health retirement costs, not covered by the insurance policy, are invoiced for where necessary. At 31st March 2025, £1,621k (2023/24 £1,124k) was due to the Pension Fund for ill health retirement costs and has been accrued.

It had been agreed previously that an employer who left the Fund in 2008/09 could spread the payment of their deficit over a number of years. The total amount was credited to the Pension Fund and an accrual made for the outstanding amount. The accrual is rolled forward each year and adjusted for deficit payments made.

### N19. Custody of investments

The accounts for the year ended 31st March 2025 use the valuations for the Fund's assets provided by our custodian, State Street Bank & Trust Company. This reflects the position of the custodian who is ultimately the master book of record. Custodian records are regularly reconciled with the Fund Managers' records. Using the custodian's valuations ensures that the various portfolios are priced consistently, so that the same stocks, in different portfolios, are valued on the same basis. Investments held in custody by State Street Bank & Trust Company on behalf of the Pension Fund, are ring-fenced from the assets of the Bank and segregated within its books as belonging to the Gloucestershire Pension Fund.

### N20. Management expenses

Pension Fund expenses have been accounted for in accordance with the *CIPFA* guidance *Accounting for Local Government Pension Scheme Management Costs*.

<u>Management expenses</u>	2023/24 £'000	2024/25 £'000
Investment management expenses *	26,732	29,090
Administration expenses	2,346	2,771
Oversight & governance	1,143	1,109
	30,221	32,970

\* Please see a more detailed breakdown of the investment management expenses below.

### Investment management expenses

#### 2024/25

	Management Fees £'000	Performance fees £'000	Transaction Costs £'000	Total £'000
Pooled Investment Vehicles	14,257	840	5,415	20,512
Pooled Property Investments	5,485	44	1,267	6,796
Derivative Contracts	170	-	-	170
Brunel Pension Partnership Ltd.	1,495	-	-	1,495
	21,407	884	6,682	28,973
Custody Fees				77
Tax and Legal Costs				40
				29,090

# Investment management expenses

2023/24

	Management Fees	Performance fees	Transaction Costs	Total
	£'000	£'000	£'000	£'000
Pooled Investment Vehicles	13,244	1,091	4,564	18,899
Pooled Property Investments	5,022	95	1,267	6,384
Derivative Contracts	131	-	-	131
Brunel Pension Partnership Ltd.	1,250	-	-	1,250
	19,647	1,186	5,831	26,664
Custody Fees				64
Tax and Legal Costs				4
				26,732

Investment management expenses are generally set on a fixed fee basis, calculated using the market value of each portfolio. The cost of investment management expenses varies with the value of assets under management.

The increase in investment management expenses during the period of £2.4m is mainly due to an increase in amounts invested in private equity, infrastructure and property, asset classes which have a higher fee structure and an increase in the costs of the Brunel Pension Partnership. This was partly offset by a reduction in performance fees from pooled private debt funds. The Fund has fully adopted the Cost Transparency Initiative (CTI) reporting template to account for all management expenses incurred on funds invested during the year which includes direct, indirect and implicit costs. This has a zero net effect overall, with an offsetting increase in reported profit in year.

## Transaction costs

When an asset is purchased or sold, a cost is incurred for broker commission and stamp duty, when appropriate, based on a small percentage of the value of assets being transacted. When an asset is directly held these costs are easily identified, when a pooled fund is held these indirect costs are less transparent as details of the underlying investments and transactions are not generally disclosed. The Fund has adopted the Cost Transparency Initiative which increases transparency of all related costs (direct, indirect and implicit). This has a zero net effect overall as the costs are offset against an increase in reported profit in year.

## Administration expenses and Oversight & Governance expenses

Administration Expenses increased due to additional staff and higher supplies and services costs. Whilst the decrease in Oversight & Governance was due to a reduction in actuarial costs and investment consultancy costs which offset an increase in staff costs and audit fees.

Within Oversight and Governance costs there were actuarial expenses of £187,220 (£217,285 2023/24) generated by specific employer requirements, these were recharged back to the employer. The corresponding income is included within Recoveries for Services Provided in the Fund Account.

In addition to the recharged actuarial expenses, recoveries for services provided includes £46,488 (£34,050 2023/24) for pension and fee reimbursements.

**Audit fees**

Audit fees of £89,650 (£78,862 for 2023/24) were incurred in relation to KPMG LLP, the auditors appointed by Public Sector Audit Appointments Ltd.(PSAA) for external audit services. A further payment of £35,030 was paid to Grant Thornton UK LLP our previous auditor, for additional audit costs as agreed within the PSAA contract for 2022/23.

**N21. Cash**

From the 1<sup>st</sup> April 2010 the Pension Fund has had its own bank account. At 31<sup>st</sup> March 2025 in-house cash of £15.7m (£9.0m in 2023/24) was invested through the County Council's short-term investment procedures. During the year the average investment balance was £16.2m (£17.7m 2023/24) earning interest of £790k (£860k 2023/24).

**N22. Current & long term assets**

	2023/24	2024/25
	£'000	£'000
<b>Current assets</b>		
Contributions due - Employees	1,155	977
Contributions due - Employers	5,791	5,786
Sundry debtors	423	444
Payment in advance	5	-
	<hr/> 7,374	<hr/> 7,207
Cash balances	9,042	15,657
	<hr/> 16,416	<hr/> 22,864

	2023/24	2024/25
	£'000	£'000
<b>Long term assets</b>		
Long term debtors	109	114

It had been agreed that an employer who left the Fund could spread the payment of their deficit over a number of years. The total amount was credited to the Pension Fund and an accrual made for the outstanding amount. The accrual is rolled forward each year and adjusted for deficit payments made. A payment of £75,848 is due to the Pension Fund within the next twelve months and is included in Current Assets.

**N23. Current liabilities**

	2023/24	2024/25
	£'000	£'000
Benefits payable	-45	-43
Sundry creditors	-2,271	-2,214
Receipts in advance	-29	-1
	<hr/> -2,345	<hr/> -2,258

**N24. Actuarial present value of promised retirement benefits**

In addition to the triennial funding valuation (See Note 6), the Fund's Actuary, Hymans Robertson LLP, also undertakes a valuation of the Pension Fund liabilities on an IAS19 basis each year. The promised retirement benefits at 31st March 2025 have been projected using a roll forward approximation from the latest formal funding valuation as at 31st March 2022. The approximation involved in the roll forward model means that the split of benefits between the three classes of member may not be reliable. However the Actuary is satisfied that the total figure is a reasonable estimate of the actuarial present value of benefit promises.

**Present Value of Promised Retirement Benefits:**

	31 <sup>st</sup> March 2024	31 <sup>st</sup> March 2025
	£m	£m
Active members	1,142	1,018
Deferred members	615	514
Pensioners	1,203	1,050
<b>Total</b>	<b>2,960</b>	<b>2,582</b>

The figures include both vested and non-vested benefits, although the latter is assumed to have a negligible value. No allowances have been made for unfunded benefits.

It should be noted that the above figures are appropriate only for the preparation of the Fund's accounts. They should not be used for any other purpose (i.e. comparing against liability measures on a funding basis or a cessation basis).

**Assumptions**

The assumptions used are those adopted for the Administering Authority's IAS19 report and are different as at 31st March 2025 and 31st March 2024. It is estimated that the impact of the change in financial assumptions to 31st March 2025 is to decrease the actuarial present value by £470m (23/24 decrease of £162m). It is estimated that the impact of the change in demographic assumptions is to decrease the actuarial present value by £6m (23/24 decrease by £18m).

**Significant Actuarial Assumptions Used**

**Financial assumptions:**

Year Ended	31 <sup>st</sup> March 2024	31 <sup>st</sup> March 2025
	% pa	% pa
Pension Increase Rate (CPI)	2.75	2.75
Salary Increase Rate	3.25	3.25
Discount Rate	4.85	5.80

**Demographic assumptions:**

The longevity assumptions have changed since the previous IAS26 disclosure for the Fund.

Life expectancy is based on the Fund’s VitaCurves with improvements in line with the CMI 2023 model, with a 15% weighting of 2023 (and 2022) data, 0% weighting of 2021 (and 2020) data, standard smoothing (Sk7), initial adjustment of 0.25% and a long term rate of improvement of 1.5% p.a. Based on these assumptions, the average future life expectancies at age 65 are summarised below.

Longevity assumptions as at 31st March 2025	Males	Females
	Years	
Current Pensioners	21.4	24.1
Future Pensioners **	22.0	25.5

Longevity assumptions as at 31st March 2024	Males	Females
	Years	
Current Pensioners	21.4	24.2
Future Pensioners **	22.1	25.6

\*\* Future pensioners are assumed to be aged 45 at the latest valuation.

All other demographic assumptions are unchanged from last year and are as per the latest funding valuation of the Fund.

**Sensitivity Analysis**

CIPFA guidance requires the disclosure of the sensitivity of the results to the methods and assumptions used. The sensitivities regarding the principal assumptions used to measure the obligations are set out below:

Change in assumption at 31st March 2025	Approximate increase to promised retirement benefits %	Approximate monetary amount £m
0.1% p.a. decrease in the Discount Rate	2	45
0.1% p.a. increase in the Salary Increase Rate	0	2
0.1% p.a. increase in the Pension Increase Rate (CPI)	2	43
1 year increase in member life expectancy	4	103
Change in assumption at 31st March 2024	Approximate increase to promised retirement benefits %	Approximate monetary amount £m
0.1% p.a. decrease in the Discount Rate	2	53
0.1% p.a. increase in the Salary Increase Rate	0	2
0.1% p.a. increase in the Pension Increase Rate (CPI)	2	51
1 year increase in member life expectancy	4	118

## **N25. Nature and extent of risks arising from Financial Instruments**

The Gloucestershire Pension Fund's ("The Fund") objective is to generate positive investment returns for a given level of risk. Therefore the Fund holds financial instruments such as collective investment schemes (or pooled funds), cash and cash equivalents and debtors and creditors (which arise as a result of its operations). The value of all these financial instruments in the financial statements approximates to their fair value.

The Fund's primary long-term risk is that the Fund's assets will fall short of its liabilities i.e. promised benefits payable to members. Therefore the aim of investment risk management is to minimise the risk of an overall reduction on the value of the Fund and to maximise the opportunity for gains across the whole fund portfolio. The Fund achieves this through asset diversification to reduce exposure to market risk (price risk, currency risk and interest rate risk) and credit risk to an acceptable level. In addition, the Fund manages its liquidity risk to ensure there is sufficient liquidity to meet the Fund's forecast cash flows.

The Fund's investments are managed on behalf of the Fund via Brunel and its appointed Investment Managers. In addition the Fund also has a small number of directly appointed pooled funds. Each Investment Manager is required to invest the assets managed by them in accordance with the terms of their investment guidelines or pooled fund prospectus. The Gloucestershire Pension Fund Committee ("Committee") has determined that the investment management structure is appropriate and is in accordance with its investment strategy. The Committee regularly monitors each investment mandate and considers and takes advice on the nature of the investments made and associated risks.

The Fund's investments are held by State Street Bank & Trust Company, who act as custodian on behalf of the Fund.

Because the Fund adopts a long term investment strategy, the high level risks described below will not alter significantly during the year unless there are significant strategic or tactical changes in the portfolio.

### **Market Risk**

Market risk represents the risk that the fair value of a financial instrument will fluctuate because of changes in market prices, interest rates or currencies. The Fund is exposed through its investments in equities, bonds and investment funds, to all these market risks. The aim of the investment strategy is to manage and control market risk within acceptable parameters, while optimising the return from the investment portfolio.

In general, excessive volatility in market risk is managed through the diversification of the portfolio in terms of geographical, industry sectors, individual securities, investment mandate guidelines and Investment Managers. The risk arising from exposure to specific markets is limited by the strategic asset allocation, which is regularly monitored by the Committee as well as appropriate monitoring of market conditions and benchmark analysis.

# Other Price Risk

Other price risk represents the risk that the value of a financial instrument will fluctuate as a result of changes in market prices, caused by factors other than interest rate or foreign currency movements, whether those changes are caused by factors specific to the individual instrument, its issuer or factors affecting all such instruments in the market.

Market price risk arises from uncertainty about the future value of the financial instruments that the Fund holds. All securities investments present a risk of loss of capital. Except for shares sold short, the maximum risk resulting from financial instruments is determined by the fair value of the financial instruments. Possible losses from shares sold short are unlimited. The Investment Managers mitigate this price risk through diversification in line with their own investment strategies and mandate guidelines.

## Other Price Risk - Sensitivity Analysis

The sensitivity of the Fund's investments to changes in market prices has been analysed using the volatility of return experienced by each investment portfolio during the year to 31<sup>st</sup> March 2025. The volatility data is broadly consistent with a one-standard deviation movement in the value of the assets. The analysis assumes that all other variables remain constant.

Movements in market prices would have increased or decreased the assets, as held by the Fund's custodian, at 31<sup>st</sup> March 2025 by the amounts shown below:

As at 31st March 2025	Value	Volatility of return	Value on Increase	Value on Decrease
	£'000	%	£'000	£'000
UK Bonds	369,954	6.5	394,001	345,907
Overseas Bonds	264,778	6.5	281,989	247,567
UK Equities	407,390	16.3	473,795	340,985
Multi National Equities	1,535,383	18.6	1,820,964	1,249,802
Diversified Growth Fund	168,410	8.6	182,893	153,927
UK Property	243,923	15.2	280,999	206,847
Overseas Property	64,779	15.2	74,625	54,933
Venture Capital/Private Equity/Infrastructure	307,101	26.6	388,790	225,412
Private Debt	154,228	7.6	165,949	142,507
	3,515,946		4,064,005	2,967,887
<b>Total Gloucestershire Fund</b>	<b>3,515,946</b>	<b>12.4%</b>	<b>3,951,923</b>	<b>3,079,969</b>

Cash equivalents of £332k have been included in UK Bonds and £9,850k in Overseas Bonds. Both of these asset classes are invested in pooled funds.

The above table does not include investment manager cash, cash instruments and debtors or the Brunel Pension Partnership shareholding, derivative contracts, long term and current assets and current liabilities of £74,489k as these are not subject to price risk.



<b>As at 31st March 2024</b>	<b>Value</b>	<b>Volatility of</b>	<b>Value on</b>	<b>Value on</b>
	<b>£'000</b>	<b>return</b>	<b>Increase</b>	<b>Decrease</b>
		<b>%</b>	<b>£'000</b>	<b>£'000</b>
UK Bonds	355,151	7.0	380,011	330,290
Overseas Bonds	244,239	7.0	261,336	227,142
UK Equities	394,185	16.0	457,255	331,115
Multi National Equities	1,518,680	16.7	1,772,300	1,265,060
Diversified Growth Fund	192,987	7.9	208,233	177,741
UK Property	201,850	15.6	233,339	170,361
Overseas Property	62,396	15.6	72,130	52,662
Venture Capital/Private				
Equity/Infrastructure	272,904	31.2	358,050	187,758
Private Debt	143,149	8.8	155,746	130,552
	<b>3,385,541</b>		<b>3,898,400</b>	<b>2,872,681</b>
<b>Total Gloucestershire Fund</b>	<b>3,385,541</b>	<b>11.5%</b>	<b>3,774,878</b>	<b>2,996,204</b>

Cash equivalents of -£355k have been included in UK Bonds and £6,815k in Overseas Bonds. Both of these asset classes are invested in pooled funds.

The above table does not include investment manager cash, cash instruments and debtors or the Brunel Pension Partnership shareholding, derivative contracts, long term and current assets and current liabilities of £36,089k as these are not subject to price risk.

### Interest Rate Risk

The Fund invests in financial assets for the primary purpose of obtaining a return on investments. These investments are subject to interest rate risk, which represents the risk that the fair value or future cash flows of a financial instrument will fluctuate due to changes in market interest rates. This risk will affect the value of both fixed interest and index linked securities. The amount of income receivable from cash balances will also be affected by fluctuations in interest rates.

The Funds exposure to interest rate movements, as a result of its investments in fixed interest pooled funds, as at the 31st March 2025 is set out below along with the interest rate sensitivity analysis data.

**Interest Rate Risk Sensitivity Analysis**

Shorter term government yields in the UK have ultimately remained unchanged over the past year, despite a huge amount of volatility. The UK 2 year yield finished around 4.2% as of March, ranging from 3.5% to 4.6% over the trailing year. The rate volatility has been driven by uncertainty in inflationary pressures, geopolitical events and budget concerns. The United States (US) saw short term yields decrease. The 2-year US treasury yield fell from 4.6% in March 2024 to 3.9%, this was driven by falling inflation expectations and rising concerns over a tariff induced slowdown. Both Brunel bond portfolios have credit risk through underlying investments. Risk is managed through diversification across sectors, countries, seniority and credit rating. The Sterling Corporate Bond portfolio focusses exclusively on sterling denominated assets and is predominantly investment grade. Whereas the Multi-Asset Credit Portfolio focusses on sub investment grade securities and is unconstrained by country, sector and seniority.

Changes in interest rates do not impact on the value of cash and cash equivalents but they will affect the interest income received on those balances.

The analysis that follows assumes that all other variables, in particular, exchange rates, remain constant and shows the effect in the year on the values of a +/- 100bps (1%) change in interest rates on a time-weighted basis.

Assets exposed to interest rate risk	Carrying amount as at 31st March 2025	Change in the year in the net assets available to pay benefits	
		+100BPS (1% increase)	-100BPS (1% decrease)
	£'000	£'000	£'000
2024/25			
Cash held directly by the Fund	15,657	-	-
Cash and cash equivalents held on behalf of the Fund	39,673	-	-
Bond Portfolio - Fixed Interest Securities	624,551	-28,983	28,983
	679,881	-28,983	28,983

In the above table, cash equivalents of £10,182K are included in the Bond Portfolio - Fixed Interest Securities, which are held in pooled funds.

Assets exposed to interest rate risk	Carrying amount as at 31st March 2024	Change in the year in the net assets available to pay benefits	
		+100BPS (1% increase) £'000	-100BPS (1% decrease) £'000
<b>2023/24</b>			
Cash held directly by the Fund	9,042	-	-
Cash and cash equivalents held on behalf of the Fund	24,912	-	-
Bond Portfolio - Fixed Interest Securities	599,390	-27,894	27,894
	633,344	-27,894	27,894

In the above table, cash equivalents of £6,460K are included in the Bond Portfolio - Fixed Interest Securities, which are held in pooled funds.

### Foreign Currency Risk

Foreign currency risk represents the risk that the fair value of future cash flows of a financial instrument will fluctuate because of changes in foreign exchange rates. The Fund is exposed to currency risk on both monetary and non-monetary investments denominated in a currency other than Sterling. For a Sterling based investor, when Sterling weakens, the Sterling value of foreign currency denominated investments rises. As Sterling strengthens, the Sterling value of foreign currency denominated investment falls. The Fund uses derivatives to reduce currency risk within the pooled equity funds by way of forward currency contracts managed by BlackRock Investment Management (UK) Ltd. which commenced in February 2023.

### Currency Risk Sensitivity Analysis

Following analysis of historical data, by the Fund's performance measurement service, the likely volatility associated with foreign exchange rate movements is considered to be 6.4% (as measured by one standard deviation).

This analysis assumes that all other variables, in particular interest rates, remain constant.

A 6.4% strengthening/weakening of the Pound against the various countries in which the Fund holds

Investments would increase/decrease the net assets available to pay benefits as follows:

2024/25 Currency exposure - Asset type	Asset value as at 31st March 2025	Change to net assets available to pay benefits	
		£'000	£'000
		+6.4%	-6.4%
UK Equities*	1,882	2,002	1,762
Global Equities	1,466,634	1,560,499	1,372,769
Overseas Private Debt	33,895	36,064	31,726
Overseas Property	64,780	68,926	60,634
Venture Capital /Private Equity/ Infrastructure	102,916	109,503	96,329
Diversified Growth	1,345	1,431	1,259
Cash/Cash equivalents	2,411	2,565	2,257
	1,673,863	1,780,990	1,566,736

\* Amount of overseas currency within the Brunel UK Equity Pooled Fund

<b>2023/24 Currency exposure -</b>			
<b>Asset type</b>	<b>Asset value as at 31st March 2024</b>	<b>Change to net assets available to pay benefits</b>	
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
		<b>+6.5%</b>	<b>-6.5%</b>
UK Equities*	1,995	2,125	1,865
Global Equities	1,455,076	1,549,656	1,360,496
Overseas Private Debt	34,633	36,884	32,382
Overseas Property	62,396	66,452	58,340
Venture Capital /Private Equity/ Infrastructure	85,441	90,995	79,887
Diversified Growth	15,641	16,658	14,624
Cash/Cash equivalents	1,142	1,216	1,068
	1,656,324	1,763,986	1,548,662

\* Amount of overseas currency within the Brunel UK Equity Pooled Fund

### Credit Risk

Credit risk represents the risk that the counterparty to a transaction or financial instrument will fail to discharge an obligation and cause the Fund to incur a financial loss. This is often referred to as counterparty risk.

In essence the Fund's entire investment portfolio is exposed to some form of credit risk, with the exception of the derivatives positions, where the risk equates to the net market value of a positive derivative position. However, the careful selection and monitoring of counterparties including brokers, custodian and investment managers minimises any credit risk that may occur through the failure to settle transactions in a timely manner. The Fund's contractual exposure to credit risk is represented by the net payment or receipt that remains outstanding, and the cost of replacing the derivative position in the event of a counterparty default. The residual risk is minimal due to the various insurance policies held by the exchanges to cover defaulting counterparties.

Bankruptcy or insolvency of the custodian may affect the Fund's access to its assets. However, all assets held by the custodian are ring-fenced as "client assets" and therefore cannot be claimed by creditors of the custodian. Brunel, on behalf of the Fund, manages the risk by monitoring the credit quality and financial position of the custodian.

Credit risk on over the counter derivative contracts is minimised as counterparties are recognised financial intermediaries with acceptable credit ratings determined by a recognised rating agency.

The Fund's bond pooled funds have significant credit risk through their underlying investments. This risk is managed through diversification across sovereign and corporate entities, credit quality and maturity of bonds. The market prices of bonds incorporate an assessment of credit quality in their valuation which reflects the probability of default (the yield of a bond will include a premium that will compensate for the risk of default).

The Fund believes it has managed its exposure to credit risk within an acceptable level and its default experience over the last five financial years is not significantly out of line with the industry.

Another source of credit risk is the cash balances held to meet operational requirements or by the managers at their discretion. Internally held cash is managed on the Fund's behalf by the Council's Treasury Management Team in line with the Fund's Treasury Management Policy which sets out the permitted counterparties and limits. The Fund invests surplus cash held with the custodian in diversified money market funds.

Through its securities lending activities, the Fund is exposed to the counterparty risk of the collateral provided by borrowers against the securities lent. This risk is managed by restricting the collateral permitted.

Foreign exchange contracts are subject to credit risk in relation to the counterparties of the contracts which are primarily banks. The maximum credit exposure on foreign currency contracts is any net profit on forward contracts, should the counterparty fail to meet its obligations to the Fund when it falls due.

The credit risk within the bond pooled funds can be analysed using standard industry credit ratings and the analysis as at 31<sup>st</sup> March 2025 is set out below with comparatives from the position as at 31 March 2024.

### Credit Analysis

<b>31<sup>st</sup> March 2025</b>	AAA	AA+ to AA-	A+ to A-	BBB+ to BBB-	BB+ to BB-	B+ to B-	CCC+ to C-	* CCC-	Unrated
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
UK Corporate Bon	7,762	28,461	93,514	211,424	18,481	5,914	-	4,066	-
Global Bonds	1,708	1,581	7,495	36,149	75,586	101,640	12,899	-	17,871
	<b>9,470</b>	<b>30,042</b>	<b>101,009</b>	<b>247,573</b>	<b>94,067</b>	<b>107,554</b>	<b>12,899</b>	<b>4,066</b>	<b>17,871</b>
% of Fixed Interest Pooled	1.5	4.8	16.2	39.6	15.1	17.2	2.1	0.6	2.9

Cash equivalents held in the Bond Portfolio pooled funds of £10,182k have not been included in the credit analysis table above but are included in the market value of the Bond Portfolio pooled funds in Note 12.

<b>31<sup>st</sup> March 2024</b>	AAA	AA+ to AA-	A+ to A-	BBB+ to BBB-	BB+ to BB-	B+ to B-	CCC+ to C-	* CCC-	Unrated
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
UK Corporate Bon	6,044	31,995	91,365	197,306	22,397	5,688	711	-	-
Global Bonds	1,638	3,490	12,821	37,513	64,935	93,498	14,602	-	8,927
	<b>7,682</b>	<b>35,485</b>	<b>104,186</b>	<b>234,819</b>	<b>87,332</b>	<b>99,186</b>	<b>15,313</b>	<b>-</b>	<b>8,927</b>
% of Fixed Interest Pooled Funds	1.3	6.0	17.6	39.6	14.7	16.7	2.6	-	1.5

\* CCC- is a new category for 2024-25.

Cash equivalents held in the Bond Portfolio pooled funds of £6,460k have not been included in the credit analysis table above but are included in the market value of the Bond Portfolio pooled funds in Note 12.

## **Cash Balances**

The management of Pension Fund cash balances not held by the Custodian is delegated to Gloucestershire County Council's Treasury Management team to manage in accordance with their Treasury Management Strategy, which reflects the CIPFA Code of Practice on Treasury Management in Public Services. Pension Fund cash is invested separately from Gloucestershire County Council monies.

The Fund's cash holding under both its treasury management arrangements and Custodian arrangements at 31st March 2025 is shown below:

Balances as at 31st March 2024			Balances as at 31st March 2025	
Account Name	Rating*	£'000	Rating*	£'000
Aberdeen Standard Liquidity Fund	AAAm	-	AAAm	5,000
Lloyds Current Account	A-1	9,042	A-1	10,657
<b>Total Balances managed in house</b>		<b>9,042</b>		<b>15,657</b>
State Street SSGA Global Asset MMF	AAAm	968	AAAm	1,758
State Street Liquidity Funds	AAAm	20,280	AAAm	37,697
State Street Bank & Trust Company	AA-	3,664	AA-	218
<b>Total Balances held by Custodian</b>		<b>24,912</b>		<b>39,673</b>

\* Ratings quoted are all Standard and Poors as at 31st March 2025 and 2024

Credit risk may also occur if an employing body not supported by central government does not pay contributions promptly, or defaults on its obligations. The Pension Fund has not experienced any actual defaults in recent years and in the past the Fund has obtained a guarantee before admitting new employers so that all pension obligations are covered in the event of that employer facing financial difficulties. More recently the Fund has also admitted certain employers on a pass-through basis where the risks inherent in participating in the LGPS are shared between the new employer and the letting employer who is supported by central government. Contributions due as at 31st March 2025 was £6,687k (2023/24 £6,872k) and as at 14th May 2025 £1,695k remained outstanding.

## **Liquidity Risk**

Liquidity risk represents the risk that the Fund will not be able to meet its financial obligations as they fall due. The Council therefore takes steps to ensure that the Pension Fund has adequate cash resources to meet its commitments. A substantial portion of the Fund's investments consist of readily realisable securities, in particular equities and fixed income investments, even though they are held in pooled funds. However, the main liability of the Fund are the benefits payable, which fall due over a long period and the investment strategy reflects the long term nature of these liabilities. Therefore the Fund is able to manage the liquidity risk that arises from its investments in less liquid asset classes such as property which are subject to longer redemption periods and cannot be considered as liquid as the other investments. The Fund maintains a cash balance to meet working requirements and has immediate access to its cash holdings.

## **Refinancing risk**

Refinancing risk relates to the Fund being required to replenish a significant proportion of its financial instruments at a time of unfavourable interest rates. Refinancing risk within the Pooled Bond Funds is mitigated through credit and liquidity analysis of all investments and diversification by issuer and maturity. The Brunel property portfolio managed on behalf of the Pension Fund is not leveraged or subject to refinancing risk. However, the underlying investments within this portfolio are leveraged and so may be subject to refinancing risk. This risk is mitigated by covenants written into the Fund documentation. There are no other financial instruments that have refinancing risk as part of its treasury management and investment strategies.

## N26. Fair value hierarchy

### Basis of valuation

The basis of the valuation of each class of investment asset is set out below. There has been no change in the valuation techniques used during the year. All assets have been valued using fair value techniques.

Description of asset	Valuation hierarchy	Value at 31st March 2025 £'000	Basis of valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Cash instruments held on behalf of the investment	Level 1	39,455	Net Asset Value	Interest rates	Not required
Cash Deposits	Level 1	15,875	Cash held in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2025	Not required	Not required
Investment income and tax reclaims due	Level 1	971	Investment income is accounted for when a holding is declared ex-dividend and tax reclaims accounted for when tax is deducted from investment income. Income and tax reclaims due in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2025	Not required	Not required
Amounts receivable for investment sales	Level 1	14,781	Amounts receivable due in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2025	Not required	Not required
Amounts payable for investment transactions	Level 1	- 717	Amounts payable due in foreign currencies are shown at market value translated into sterling at the exchange rates prevailing as at 31st March 2025	Not required	Not required
Derivative Contracts - Forward foreign exchange contracts - Net	Level 2	- 1,689	Market forward exchange rates at the year-end	Exchange rate risks	Not required
Pooled investment vehicles	Level 2	2,745,915	Closing bid price where bid and offer prices are published Closing single price where single price published.	NAV based pricing set on a forward pricing basis and prices published frequently.	Not required
Pooled Property investments	Level 2	112,013	Closing bid price where bid and offer prices are published Closing single price where single price published	NAV-based pricing set on a forward pricing basis. Ease of redemption	Not required
Pooled Property investments	Level 3	196,689	Closing bid price where bid and offer prices are published Closing single price where single price published	NAV-based pricing set on a forward pricing basis. Ease of redemption	Valuations could be affected by changes in the structure of the holdings such as changing from a closed ended fund to an open ended fund.

Description of asset	Valuation hierarchy	Value at 31st March 2025 £'000	Basis of valuation	Observable and unobservable inputs	Key sensitivities affecting the valuations provided
Private equity	Level 3	106,045	Fair value basis applied in accordance with International Financial Reporting Standards and International Private Equity Valuation guidelines.	EBITDA multiple, Revenue multiple, Discount for lack of marketability, Control premium	Valuations could be affected by material events occurring between the date of the financial statements provided and the Pension Fund's own reporting date, by changes to expected cash flows, and by any differences between audited and unaudited accounts
Private Debt	Level 3	154,228	The fair value of funds managed by Arcmont and Golub is determined by the enterprise value of a portfolio company, the nature and realisable value of any collateral, its ability to make payments and its earnings, discounted cash flows, market environment and changes in the interest rate environment. For the Private Debt fund managed by Brunel, a fair value basis is applied in accordance with International Financial Reporting Standards and International Private Equity Valuation guidelines.	Initial recognition cost, principal repayments, effective interest method, Impairment reductions	Valuations could be affected by material events occurring between the date of the financial statements provided and the Pension Fund's own reporting date, by changes to expected cash flows, and by any differences between audited and unaudited accounts
Infrastructure	Level 3	201,056	Fair value basis applied in accordance with International Financial Reporting Standards and International Private Equity Valuation guidelines.	Future free cash flows from underlying investments. Cost of capital of underlying investments	Valuations could be affected by material events occurring after the preparation of the independent reports, and by changes to expected cash flows



## Fair Value Hierarchy

The Fund is required to classify its investments using a fair value hierarchy that reflects the subjectivity of the inputs used in making an assessment of fair value. Fair value is the value at which the investments could be realised within a reasonable timeframe. This hierarchy is not a measure of investment risk but a reflection of the ability to value the investments at fair value. Asset and liability valuations have been classified into three levels, according to the quality and reliability of information used to determine fair values. Transfers between levels are recognised in the year in which they occur. The fair value hierarchy has the following levels:

- Level 1 – Unadjusted quoted prices in an active market for identical assets or liabilities that the reporting entity has the ability to access at the measurement date. Products classified as Level 1 comprise quoted equities, quoted fixed interest securities and quoted index linked securities.
- Level 2 – Inputs other than quoted market prices under Level 1, for example, when an instrument is traded in a market that is not considered to be active, or where valuation techniques are used to determine fair value.
- Level 3 – At least one input that could have a significant effect on the instrument's valuation is not based on observable market data.

The following table provides an analysis of the financial assets and liabilities of the Pension Fund grouped into levels 1 to 3, based on the level at which the fair value is observable.

	Quoted market price	Using observable inputs	With significant unobservable inputs	Total
Values at 31st March 2025	£'000	£'000	£'000	£'000
<b>Financial assets at fair value through profit and loss</b>				
Pooled investment vehicles	-	2,745,915	-	2,745,915
Pooled property investments	-	112,013	196,689	308,702
Private Equity	-	-	106,045	106,045
Infrastructure	-	-	201,056	201,056
Private Debt	-	-	154,228	154,228
Derivative contracts	-	206	-	206
Cash instruments held on behalf of the investment managers	39,455	-	-	39,455
Cash deposits	15,875	-	-	15,875
Investment income and tax reclaims due	971	-	-	971
Amounts receivable for investment sales	14,781	-	-	14,781
	71,082	2,858,134	658,018	3,587,234
Non-financial assets at fair value through profit and loss	-	-	-	-
Financial liabilities at fair value through profit and loss	-	-1,895	-	-1,895
Amounts payable for investment purchases	-717	-	-	-717
<b>Net Investment Assets</b>	70,365	2,856,239	658,018	3,584,622
Brunel Pension Partnership Ltd.				750
Debtors/Creditors*				5,063
<b>Total Net Investment Assets</b>	70,365	2,856,239	658,018	<b>3,590,435</b>

	Quoted market price	Using observable inputs	With significant unobservable inputs	Total
<b>Values at 31st March 2024</b>	£'000	£'000	£'000	£'000
<b>Financial assets at fair value through profit and loss</b>				
Pooled investment vehicles	-	2,705,242	-	2,705,242
Pooled property investments	-	109,605	154,641	264,246
Private Equity	-	-	84,132	84,132
Infrastructure	-	-	188,772	188,772
Private Debt	-	-	143,149	143,149
Derivative contracts	-	3,351	-	3,351
Cash instruments held on behalf of the investment managers	21,248	-	-	21,248
Cash deposits	12,706	-	-	12,706
Investment income and tax reclaims due	779	-	-	779
Amounts receivable for investment sales	44	-	-	44
	34,777	2,818,198	570,694	3,423,669
Non-financial assets at fair value through profit and loss	-	-	-	-
Financial liabilities at fair value through profit and loss	-3,392	-4,507	-	-7,899
Amounts payable for investment purchases	-	-	-	-
<b>Net Investment Assets</b>	31,385	2,813,691	570,694	3,415,770
Brunel Pension Partnership Ltd.				722
Debtors/Creditors*				5,138
<b>Total Net Investment Assets</b>	31,385	2,813,691	570,694	<b>3,421,630</b>

\* Debtors and creditors have been added to this table to reflect the total net assets of the Fund.

**Transfers between Levels 1 and 2**

There have not been any movements between level 1 and 2 classifications made in year.

**Sensitivity of assets valued at level 3**

Having consulted with independent advisors, who model 5,000 possible outcomes of future behaviours of each economic variable and asset return, the Fund has determined that the valuation methods described above are likely to be accurate to within the following ranges, and has set out below the consequent potential impact on the closing value of investments held at 31st March 2025.

2024/25		Value at 31st March 2025	Value on increase	Value on decrease
	Assessed valuation range (+/-)	£'000	£'000	£'000
UK Pooled Property Investment	15.2%	153,406	176,724	130,088
Overseas Pooled Property Investment	15.2%	43,283	49,862	36,704
Private Equity/Infrastructure	26.6%	307,101	388,790	225,412
UK Private Debt	7.6%	105,139	113,130	97,148
Overseas Private Debt	7.6%	49,089	52,820	45,358
<b>Total</b>		<b>658,018</b>	<b>781,326</b>	<b>534,710</b>

2023/24		Value at 31st March 2024	Value on increase	Value on decrease
	Assessed valuation range (+/-)	£'000	£'000	£'000
UK Pooled Property Investment	15.6%	115,006	132,947	97,065
Overseas Pooled Property Investment	15.6%	39,635	45,818	33,452
Private Equity/Infrastructure	31.2%	272,904	358,050	187,758
UK Private Debt	8.8%	99,067	107,785	90,349
Overseas Private Debt	8.8%	44,082	47,961	40,203
<b>Total</b>		<b>570,694</b>	<b>692,561</b>	<b>448,827</b>

All movements in the assessed valuation range of the above investments derive from changes in the underlying profitability of component companies, the range of the potential movement quoted is caused by how this profitability is measured and the economic circumstances in which the component company operates.

## Reconciliation of Fair Value Measurements within Level 3

2024/25

	UK Pooled Property Investments	Overseas Pooled Property Investments	Private Equity/Infra- structure	Overseas Private Debt	UK Private Debt	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Market Value 31st March 2024	115,006	39,635	272,904	44,082	99,067	570,694
Transfers into Level 3	-	-	-	-	-	-
Transfers out of Level 3	-	-	-	-	-	-
Purchases during the year and derivative payments	39,906	6,328	35,020	5,119	13,219	99,592
Sales during the year and derivative receipts	-3,512	-239	-12,920	-5,838	-5,725	-28,234
Unrealised gains/(losses)	1,984	-2,435	12,120	5,726	-1,422	15,973
Realised gains/(losses)	22	-6	-23	-	-	-7
<b>Market Value 31st March 2025</b>	<b>153,406</b>	<b>43,283</b>	<b>307,101</b>	<b>49,089</b>	<b>105,139</b>	<b>658,018</b>

2023/24

	UK Pooled Property Investments	Overseas Pooled Property Investments	Private Equity/Infra- structure	Overseas Private Debt	UK Private Debt	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Market Value 31st March 2023	116,232	44,525	175,148	38,697	75,977	450,579
Transfers into Level 3	2,261	-	-	-	-	2,261
Transfers out of Level 3	-	-	-	-	-	-
Purchases during the year and derivative payments	5,906	422	94,818	6,397	24,645	132,188
Sales during the year and derivative receipts	-1,134	-119	-4,503	-4,995	-1,302	-12,053
Unrealised gains/(losses)	-8,259	-5,194	7,427	-406	-253	-6,685
Realised gains/(losses)	-	1	14	4,389	-	4,404
<b>Market Value 31st March 2024</b>	<b>115,006</b>	<b>39,635</b>	<b>272,904</b>	<b>44,082</b>	<b>99,067</b>	<b>570,694</b>

When assigning holdings to a level in the fair value hierarchy, consideration is given to the Fund's ability to exit the holding. For holdings not traded on a recognised exchange but where a published price exists and investors are entitled to redeem their holding without restriction, holdings are assigned to level 2. Where there are restrictions on redemption, holdings are assigned to level 3.

## N27. Financial instrument disclosure

		Assets at amortised cost	Liabilities at amortised cost
2024/25	Fair value through profit and loss		
	£'000	£'000	£'000
<b>Financial assets</b>			
Pooled investment vehicles	3,204,170	-	-
Pooled property investments	308,702	-	-
Venture Capital/Private equity	3,074	-	-
Brunel Pension Partnership Ltd.	750	-	-
Derivative contracts	206	-	-
Cash	39,673	15,657	-
Other investment balances	-	15,752	-
Debtors	-	444	-
	<b>3,556,575</b>	<b>31,853</b>	-
<b>Financial liabilities</b>			
Derivative contracts	-1,895	-	-
Other investment balances	-	-717	-
Creditors	-	-	-2,214
Receipts in advance	-	-	-1
Borrowings	-	-	-
	<b>-1,895</b>	<b>-717</b>	<b>-2,215</b>
	<b>3,554,680</b>	<b>31,136</b>	<b>-2,215</b>
		Assets at amortised cost	Liabilities at amortised cost
2023/24	Fair value through profit and loss		
	£'000	£'000	£'000
<b>Financial assets</b>			
Pooled investment vehicles	3,118,600	-	-
Pooled property investments	264,246	-	-
Venture Capital/Private equity	2,695	-	-
Brunel Pension Partnership Ltd.	722	-	-
Derivative contracts	3,351	-	-
Cash	24,912	9,042	-
Other investment balances	-	823	-
Debtors	-	428	-
	<b>3,414,526</b>	<b>10,293</b>	-
<b>Financial liabilities</b>			
Derivative contracts	-4,507	-	-
Other investment balances	-	-3,392	-
Creditors	-	-	-2,271
Receipts in advance	-	-	-29
Borrowings	-	-	-
	<b>-4,507</b>	<b>-3,392</b>	<b>-2,300</b>
	<b>3,410,019</b>	<b>6,901</b>	<b>-2,300</b>

**N27 (a) Net gains and losses on financial instruments**

	2023/24 £'000	2024/25 £'000
<b>Financial assets</b>		
Fair value through profit and	344,711	153,530
Amortised cost - realised gains on de-recognition of assets	-	-
Amortised cost - unrealised gains	-	-
<b>Financial liabilities</b>		
Fair value through profit and loss	-	-
Amortised cost - realised losses on de-recognition of assets	-	-
Amortised cost - unrealised losses	-	-
	<b>344,711</b>	<b>153,530</b>

All realised gains and losses arise from the sale or disposal of financial assets which have been derecognised in the financial statements.  
The Fund has not entered into any financial guarantees that are required to be accounted for as financial instruments.

**N28. Bulk transfers in and out of the Pension Fund**

**Transfers to or from other pension funds**

During 2024/25 no bulk transfer values were paid in respect of groups of employees moving between funds (£0m 2023/24). The Fund experienced an increase in individual transfers out of the Fund from £10.8m to £15.0m (£9.9m to £10.8m 2023/24) and an increase of individual transfers into the Fund from £6.5m to £17.5m (£7.6m to £6.5m 2023/24).

**N29. Accounting Standards that have been issued but have not yet been adopted**

The Code requires consideration of the impact of standards that have been issued but not yet adopted. This is to enable users to evaluate the risk of these new standards on the Pension Fund’s current financial position.

Amendments to IAS21 (The effects of changes in Foreign Exchange Rate - Lack of Exchangeability) Further clarification now provided on how entities should assess whether a currency is exchangeable and how a spot exchange rate should be determined, together with further clarification on disclosure requirements.

Adoption of IFRS 17 Insurance Contracts which replaces IFRS 4. This sets out principles in recognition, measurement, presentation and disclosure of Insurance Contracts.

Amendments to the measurement of non investment assets, including adaptations and interpretations of IAS16 Property Plant and Equipment and IAS 38 Intangible Assets, have been incorporated within the 2025/26 CIPFA Code. These set out three revaluation processes for operational property, plant and equipment.

It is not anticipated that any of these regulation amendments will have a material impact on the Pension Fund.

**N30. Taxation where lifetime or annual allowances are exceeded**

Where a member's benefit entitlement exceeds the United Kingdom Inland Revenue tax limits (Lifetime Allowance or the Annual Allowance), the member is liable for taxation. This tax can be paid by the member or has to be paid by the Pension Fund on behalf of the member in exchange for a reduction in benefit entitlement. The Pension Fund has paid £27k on behalf of members during 2024/25 (£44k 2023/24). Any lifetime or annual allowance tax paid on behalf of members is recovered from their future pension payments. No accruals are made for the recovery of this tax element on the grounds of materiality and the very long-term nature of its recovery. The Lifetime Allowance was abolished on the 6th April 2023 and the legislative changes made with effect from the 6th April 2024.

**N31. Events after the reporting date****Proposed Government reforms to the Local Government Pension Scheme Pooling Arrangements in England and Wales.**

In November 2024, the Government set out its proposed reforms in its "Fit for Future" consultation with an aim to establish a world class LGPS with large pools of professionally managed capital, offering best value to its members and communities. Government wrote to each pool, asking for transition proposals setting out how they would seek to achieve the minimum standards proposed in the consultation by March 2026, focusing on the benefits of scale, long-term resilience, value for money and viability against the deadline, with consideration given to the opportunity for closer collaboration across the scheme and the merger of pools.

The Brunel Pension Partnership which acts as the Pool for the Pension Fund, engaged fully with this consultation and submitted its proposals to Government accordingly. On 9th April 2025, Brunel received notification from the Government that after full consideration the submission did not meet the Government's vision for the future of the LGPS, and invited Brunel and its partner Pension Funds to urgently investigate new partnership arrangements with other existing LGPS pools, and to notify the Government by 30th September 2025, its in-principle proposals in the introduction of these new arrangements.

Whilst the Fund is disappointed by this decision, it is currently working with the Brunel Pension Partnership and partner funds to fully assess options in meeting the Governments proposals. Whilst the Fund has agreed to join the LGPS Central Pool, considerable uncertainties remain on how any new arrangements will be adopted and on the future of the Brunel Pension Partnership. As reported within the balance sheet a 10% shareholding of the Brunel Pension Partnership as at 31st March 2025 exists and this is valued at £750,000. Although not considered material to the accounts, uncertainty on the long term future of the Brunel Pension Partnership exists, until it becomes clearer on how the new Government arrangements will be implemented. Future transition costs to these new arrangements is also unclear. The Fund recognises these risks but following consideration has decided not to make any adjustment to the financial statements but will continue to review as more clarity on the way forward develops.

## Fire Pensions Accounts

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

2023/24		1992 FPS	2006 NFPS	Modified Scheme	2015 Care Scheme	Total
£000		£000	£000	£000	£000	£000
	<b>Contributions Receivable</b>					
	Fire Authority					
-2,772	Contributions in relation to pensionable pay	-	-	-	-3,754	-3,754
-	Early retirements					-
-	Other: Ill health retirement					-
	Firefighters' contributions					
-1,244	Normal	5	-	-8	-1,343	-1,346
-3	Other: Added Years				-7	-7
	<b>Transfers in</b>					
-	Transfers in from other schemes		-108	-	-176	-284
-	Additional Grant for Holiday Payments				-	-
	<b>Benefits Payable</b>					
7,349	Pensions	7,731	51	91	65	7,938
3	Commutations & lump sum retirement benefits	2,085	43	44	47	2,219
463	Lump sum death benefits					-
	<b>Payments to and on account of leavers</b>					
-	Refunds of contributions					-
-	Transfers out to other schemes					-
3,796	<b>Net amount payable for the year</b>	<b>9,821</b>	<b>-14</b>	<b>127</b>	<b>-5,168</b>	<b>4,766</b>
-3,796	Top-up grant receivable / payable to Central Government	-9,821	14	-127	5,168	-4,766
-		-	-	-	-	-

### Net Assets Statement for the year ended 31<sup>st</sup> March 2025

2023/24		FPS	NFPS	Modified Scheme	2015 Care Scheme	Total
£000		£000	£000	£000	£000	£000
	<b>Net current assets and liabilities</b>					
	<b>Current Assets</b>					
-	Contributions due from employer					
-3,796	Pension top-up grant receivable from central government	-9,821	14	-127	5,168	-4,766
-	Recoverable overpayments of pensions					
	<b>Current Liabilities</b>					
-	Unpaid pension benefits					
-3,971	Amount payable to central government				-5,168	-5,168
-	Other current liabilities					
7,767	Amount owing to general fund	9,821	-14	127		9,934
-		-	-	-	-	-

#### Notes

1. The Firefighters Pension Scheme is a defined benefit occupational pension scheme which is guaranteed and backed by law. From 1<sup>st</sup> April 2015, the Scheme changed from a Final Salary Scheme to a Career Average Revalued Earnings Scheme (CARE). The Firefighters pension fund is administered by the County Council. There are currently four pension schemes for fire officers, all of which are unfunded defined benefit final salary schemes. Unfunded means that there are no investment assets held to meet the pension liabilities as they fall due. The four schemes are:-

1992 Firefighters Pension Scheme (FPS- Closed to new members)

2006 New Firefighters Pension Scheme (NFPS - Closed to new members)

2006 Modified Firefighters Pension Scheme (Closed to new members)

2015 Firefighters Pension Scheme

Members starting after 1 April 2015, and members of the 1992 and 2006 Final Salary Schemes will move into the new 2015 Scheme, unless protections apply.

The fund is financed by contributions paid in by existing firefighters and the Fire Service with any balance receivable from or payable to the Home Office through the payment of the Fire Pensions Top Up Grant.

2. Employees and employers contribution levels are based on percentages of pensionable pay set nationally by the DCLG/WG and are subject to triennial revaluation by the Government Actuary's Department.

3. Pension benefits are payable from the fund in accordance with the relevant statutory provisions and include ordinary and ill-health awards. Any ongoing injury awards are not payable from the fund.

4. The fund has been prepared to meet the requirements of the "Code of Practice on Local Authority Accounting in the United Kingdom 2020/21. There are no administration charges included in the accounts and the fund's financial statements do not take into account any liabilities to pay pensions and other benefits after the period end.

5. The liability under IAS 19 is disclosed in note 30 of the Notes to the Accounts



## **Glossary of terms**

### **Accounting Policies**

Those principles, bases, conventions, rules and practices that specify how the effects of transactions and other events are reflected in Financial Statements through recognising, selecting measurement bases for, and presenting Assets, Liabilities, Gains, Losses and changes to Reserves. Accounting policies do not include estimation techniques.

### **Accounting Standards**

The Code of Practice prescribes the accounting treatment and disclosures for all normal transactions of a Council. It is based on International Financial Reporting Standards (IFRS), International Standards (IAS) and International Financial Reporting Interpretations Committee (IFRIC) plus UK Generally Accepted Accounting Practice (GAAP) and Financial Reporting Standards (FRS).

### **Accrual**

An amount to cover income or spending that has not yet been paid but which belongs to that accounting period.

### **Actuary**

An adviser on financial questions involving probabilities relating to mortality and other contingencies. Every three years the Scheme appointed actuary reviews the Assets and the Liabilities of the Fund and reports to the Group Director of Enabling & Transition on the financial position. This is known as the triennial actuarial valuation.

### **Actuarial Gains and Losses**

For a Defined Benefit Pension Scheme, the changes in actuarial deficits or surpluses that arise because events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses), or the actuarial assumptions have changed.

### **Admitted Body**

An organisation that chooses and is allowed by the Scheme to be admitted to the LGPS using an Admission Agreement in order to provide access to the Scheme for some or all of its employees.

### **Amortisation**

The writing down in book value of Intangible Assets to reflect the Asset's usage.

### **Additional Voluntary Contributions (AVC's)**

Contributions over and above a member's normal contributions which the member elects to pay in order to secure additional benefits.

### **Capital Expenditure**

Includes spending on the acquisition, creation or enhancement of Assets either directly by the Council or indirectly in the form of grants to other persons or bodies. Expenditure not falling within this definition must be charged to the General Fund as Revenue Expenditure.

### **Class of Tangible Fixed Assets**

The classes of Tangible Fixed Assets required to be included in the accounting statements are:

#### **Operational Assets**

- Land and buildings
- Vehicles, plant, furniture and equipment
- Infrastructure assets
- Community assets

#### **Non-operational Assets**

- Assets under construction
- Surplus assets held for disposal.

**Code of Practise (CODE)**

A publication produced by CIPFA that provides comprehensive guidance on the content of a Council's Statement of Accounts.

**Consistency**

The principle that the accounting treatment of like items within an accounting period, and from one period to the next, is the same.

**Contingent Asset**

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

**Contingent Liability**

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

**Creditors**

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

**Debtors**

Amounts due to the Council for work done, goods received or services rendered but which remain unpaid at the end of the financial year.

**Dedicated Schools Grant (DSG)**

A specific Government grant which funds schools and schools related expenditure. The grant is ringfenced and can only be used in support of the School's budget.

**Deferred Charges**

Expenditure which may properly be deferred, but which does not result in, or remain matched with, assets controlled by the Council.

**Depreciation**

The measure of the cost or revalued amount of the benefits of the Fixed Asset that have been consumed during the period. Consumption includes the wearing out, using up or other reduction in the useful life of a Fixed Asset whether arising from use, effluxion of time or obsolescence through either changes in technology or demand for the goods and services produced by the Asset.

**Derivative**

A security whose price is dependent upon, or derived from, one or more underlying Assets. The derivative itself is merely a contract between two or more parties. It's value is determined by fluctuations in the underlying Asset. The most common underlying Assets include stocks, bonds, commodities, currencies, interest rates and market indexes.

**Disclosure**

Information that must be shown in the accounts under the CIPFA code of practice (CODE).

**Discretionary Benefits**

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

## **Estimation Techniques**

The methods adopted by an Entity to arrive at estimated monetary amounts corresponding to the measurement bases selected for Assets, Liabilities, Gains, Losses and changes to Reserves. Estimation techniques implement the measurement aspects of Accounting Policies. An Accounting Policy will specify the basis on which an item is to be measured; where there is uncertainty over the monetary amount corresponding to that basis, the amount will be arrived at by using an estimation technique.

## **Events After the Balance Sheet Date**

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

## **Exceptional Items**

Material items which derive from events or transactions that fall within the ordinary activities of the council and which need to be disclosed separately by virtue of their size or incidence to give fair presentation of the Accounts.

## **Exchange Traded Funds (ETFs/ET's)**

A fund that tracks a selection or 'basket' of related securities within a Stock Market Index but can be traded on an Exchange like a stock or share.

## **Fair Value**

The amount for which an Asset could be exchanged or a Liability settled at arms length between knowledgeable parties.

## **Finance Lease**

A finance lease involves payment by the lessee (the user) of the full cost of the asset together with a return on the finance provided by the lessor, usually payable over the anticipated life of the asset.

## **Funding Level**

The relationship at a specified date between the actuarial value of Assets and the Actuarial Liability, normally expressed as a funding ratio or percentage.

## **Futures Contracts**

A contract which binds two parties to complete a sale or purchase at a specified future date at a price which is fixed at the time the contract is effected. Exchange Traded Futures Contracts have standard terms and margin payments are required.

## **Going Concern**

The concept that the Council will remain in operational existence for the foreseeable future, in particular that the Accounts and Balance Sheet assume no intention to curtail significantly the scale of operations.

## **Government Grants**

The assistance by Government and Inter-Government Agencies and similar bodies, whether local, national or international, in the form of cash or transfers of assets to a Council in return for past or future compliance with certain conditions relating to the activities of the council.

## **Guaranteed Minimum Pension (GMP)**

The minimum pension which a salary related Occupational Pension Scheme must provide in respect of contracted out contributions paid between April 1978 and 1997 as a condition of contracting out.

## **IFRS**

These standards are issued by the International Accounting Standards Board. They are adapted under the auspices of CIPFA so as to apply to local authorities and consolidated in the Code of Practice on Local Authority Accounting.

## **International Accounting Standard (IAS) 19**

International Accounting Standard (IAS) 19 outlines the accounting requirements for employee benefits, including short-term benefits (e.g. wages and salaries, annual leave), post-employment benefits such as retirement benefits, other long-term benefits (e.g. long service leave) and termination benefits. The standard establishes the principle that the cost of providing employee benefits should be recognised in the period in which the benefit is earned by the employee, rather than when it is paid or payable, and outlines how each category of employee benefits are measured, providing detailed guidance in particular about post-employment benefits.

## **International Financial Reporting Interpretations Committee (IFRIC) 12**

The objective of IFRIC 12 is to clarify how certain aspects of existing International Accounting Standards are to be applied to service concession arrangements. A service concession arrangement is an arrangement whereby a government or other public sector body contracts with a private operator to develop (or upgrade), operate and maintain the grantor's infrastructure assets such as roads, bridges, tunnels, airports, energy distribution networks, prisons or hospitals. The grantor controls or regulates what services the operator must provide using the assets, to whom, and at what price, and also controls any significant residual interest in the assets at the end of the term of the arrangement.

## **Inventories**

The amount of unused or unconsumed stocks held in expectation of future use. When use will not arise until a later period, it is appropriate to carry forward the amount to be matched to the use or consumption when it arises.

## **Impairment**

A loss in the value of a Fixed Asset arising from physical damage such as a major fire or a significant reduction in market value. In addition a reduction in value where there is insufficient unrealised gains in the revaluation reserve for that asset. A loss in the value of a financial instrument arising from market conditions.

## **Infrastructure Assets**

Fixed assets that are not able to be transferred and expenditure on which is recoverable only by continued use of the asset created. Examples of Infrastructure Assets are highways and footpaths.

## **Investment Management**

Investment management is the professional asset management of various securities (e.g. shares or bonds) and other assets (e.g. real estate) in order to meet specified investment goals for the benefit of the investors.

## **Liquid Resources**

Current Asset investments that are readily disposable by the council without disrupting its business and are either readily convertible to known amounts of cash at or close to the carrying amount, or traded in an active market.

## **Long-term Contracts**

A contract entered into for the design, manufacture or construction of a single substantial asset or the provision of a service (or a combination of assets or services which together constitute a single project), where the time taken substantially to complete the contract is such that the contract activity falls into different accounting periods. Some contracts with a shorter duration than one year should be accounted for as long-term contracts if they are sufficiently material to the activity of the period.

## **Managed Fund**

An arrangement where the assets of a scheme are invested on similar lines to the operation of unit trusts by an external investment manager.

**Market Value**

The price at which an asset might reasonably be expected to be sold in an open market.

**Net Book Value**

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

**Non-Operational Assets**

Fixed Assets held by a council but not used or consumed in the delivery of services or for the service or strategic objectives of the council. Examples of Non-Operational Assets include investment properties and assets that are surplus to requirements, pending their sale.

**Operating Leases**

A method of obtaining the use of an asset where the rewards and risks of ownership of the asset remain with the leasing company and the annual rental is charged directly to the revenue account

**Operational Assets**

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

**Options**

The right but not the obligation to buy (call option) or sell (put option) a specific security at a specified price (the exercise or strike price), at or within a specified time (the expiry date). This right is obtained by payment of an amount (known as the premium) to the writer (seller) of the option, and can be exercised whatever happens to the security's market price.

**Over The Counter (OTC)**

A market that is conducted between dealers by telephone and computer and not on a listed exchange.

**Past Service Cost**

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

**Pensionable Pay**

The earnings on which benefits and/or contributions are calculated under the scheme rules.

**Pension Interest Cost and Expected Return on Pensions Assets**

For a Funded Defined Benefit Scheme, 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.

**Pooled Investment Vehicle**

A fund in which a number of investors pool their assets which are managed on a collective basis. The assets of a pooled investment vehicle are denominated in units that are revalued regularly to reflect the values of underlying assets. Vehicles include open ended investment companies, real estate investment trusts and unit trusts.

**Prior Period Adjustments**

Those material adjustments applicable to prior years arising from changes in accounting policies or from the correction of fundamental errors. A fundamental error is one that is of such significance as to destroy the validity of the financial statements. They do not include normal recurring corrections or adjustments of accounting estimates made in prior years.

### **Projected Unit Method**

An Accrued Benefits funding method in which the actuarial liability makes allowance for projected earnings. The standard contribution rate is that necessary to cover the cost of all benefits which will accrue in the control period following the valuation date by reference to earnings projected to the dates on which benefits become payable.

### **Public Works Loans Board (PWLB)**

A Government agency providing long and short term loans to local authorities at interest rates only slightly higher than those at which Government itself can borrow.

### **Quoted Investments**

Investments that have their prices quoted on a recognised stock exchange.

### **Realised Gains/ (Losses)**

Profit/(losses) on investments when they are sold at more/(less) than the purchase price.

### **Related Parties**

Two or more parties are related parties when at any time during the financial period:

- One party has direct or indirect control of the other party, or
- The parties are subject to common control from the same source, or
- One party has influence over the financial and operational policies of the other party to an extent that the other party might be inhibited from pursuing at all times its own separate interests, or
- The parties, in entering a transaction, are subject to influence from the same source to such an extent that one of the parties to the transaction has subordinated its own separate interests.

Examples of related parties of the Council include:

- Central Government
- Local Authorities and other bodies precepting or levying demands on the Council Tax
- It's subsidiary and associated companies
- It's joint ventures and joint venture partners
- It's Members
- It's Chief Officers, and
- It's Pension Fund.

For individuals identified as related parties, the following are also presumed to be related parties:

- Members of the close family, or the same household, and
- Partnerships, companies, trusts or other entities in which the individual, or a member of their close family or the same household, has a controlling interest.

### **Related Party Transaction**

A Related Party Transaction is the transfer of assets or liabilities or the performance of services by, to or for a related party irrespective of whether a charge is made. Examples of related party transactions include:

- The purchase, sale, lease, rental or hire of assets between related parties
- The provision by a pension fund to a related party of assets or loans, irrespective of any direct economic benefit to the pension fund
- The provision of a guarantee to a third party in relation to a liability or obligation of a related party
- The provision of services to a related party, including the provision of pension fund administration services
- Transactions with individuals who are related parties of an authority or a pension fund, except those applicable to other members of the community or the pension fund, such as council tax, rents and payments of benefits.

**Remuneration**

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

**Reserves**

Amounts set aside in one year's accounts to be spent in future years. Some reserves are earmarked for specific purposes and other general revenue balances are available to meet future revenue and capital expenditure.

**Retirement Benefits**

All forms of consideration given by an employer in exchange for services rendered by employees that are payable after the completion of employment. Retirement benefits do not include termination benefits payable as a result of either an employer's decision to terminate an employee's employment before the normal retirement date, or an employee's decision to accept voluntary redundancy in exchange for those benefits, because these are not given in exchange for services rendered by employees.

**Scheduled Bodies**

Local authorities and similar bodies whose staff are entitled automatically to become members of the Local Authority Pension Fund.

**Tangible Fixed Assets - Property Plant & Equipment**

Tangible Assets that yield benefits to the council and the services it provides for a period of more than one year.

**Transfer Value**

The amount of a transfer payment, i.e. the payment made from a pension scheme to another pension scheme in lieu of benefits, which have accrued to the member or members concerned, to enable the receiving arrangement to provide alternative benefits.

**Trust Funds**

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

**Unitised Insurance Policy**

Investors are issued with a life policy representing title. Investors' 'holdings of units' represent a means of calculating the value of their policy. The Life Fund/Company holds the pool of investments and is the owner of all the assets. The activities of Life Companies are regulated by the FSA.

**Unit Trust**

Unit Trusts are collective funds, which allow private investors to pool their money in a single fund, thus spreading risk, getting the benefit of professional fund management and reducing dealing costs. Unit trust trading is based on market forces and their Net Asset Value - that is, the value of their underlying assets divided by the number of units in issue. The activities of unit trusts are regulated by the FSA.

**Unquoted Investments**

Investments which are dealt in the market but are not subject to any listing requirements and are given no official status.

**Useful Life**

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

**Unrealised Profit**

This is the anticipated profit that would be generated from selling the asset.

**Venture Capital**

The term used to describe a subset of private equity covering the seed to expansion stages of investment.

## Abbreviations

<b>CFR</b>	Capital Financing Requirement
<b>CPI</b>	Consumer Price Index
<b>DCLG</b>	Department of Communities and Local Government
<b>DSG</b>	Dedicated Schools Grant
<b>FPS</b>	Firefighters Pension Scheme
<b>FSA</b>	Financial Services Authority
<b>GCC</b>	Gloucestershire County Council
<b>GFRS</b>	Gloucestershire Fire and Rescue Service
<b>GSWBP</b>	Gloucester South West Bypass
<b>HMRC</b>	Her Majesty's Revenue and Customs
<b>IAS</b>	International Accounting Standard
<b>ICO</b>	Information Commissioner's Office
<b>IFRIC</b>	International Financial Reporting Interpretations Committee
<b>IFRS</b>	International Financial Reporting Standards
<b>ISB</b>	Individual School Budget
<b>LASAAC</b>	Local Authority (Scotland) Accounts Advisory Committee
<b>LGPS</b>	Local Government Pension Scheme
<b>LOBO</b>	Lender Option Borrower Option (Loans)
<b>MRP</b>	Minimum Revenue Provision
<b>NFPS</b>	New Firefighters Pension Scheme
<b>NHS</b>	National Health Service
<b>NPV</b>	Net Present Value
<b>PCT</b>	Primary Care Trust
<b>PFI</b>	Public Finance Initiative
<b>PPP</b>	Public-Private Partnership
<b>PPE</b>	Property Plant and Equipment
<b>PWLB</b>	Public Works Loans Board
<b>RCCO</b>	Revenue Contribution to Capital Outlay
<b>RPI</b>	Retail Price Index
<b>RSG</b>	Revenue Support Grant
<b>SORP</b>	Statement of Recommended Practice
<b>TOIL</b>	Time Off in Lieu
<b>TPA</b>	Teachers' Pensions Agency
<b>WG</b>	Welsh Government



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