

**CHELTENHAM BOROUGH
COUNCIL**

Statement of Accounts 2022/23

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Our Narrative Report

Cheltenham is a world renowned cultural destination and rated one of the best places to live in the UK. Building on our successes, our investments into the Golden Valley Development - a pioneering scheme which will include a national cyber innovation centre - aim to cement our position as the cyber capital of the UK and extend Cheltenham's presence in the global economy as the safest place to do business online. As well as providing high-quality and affordable homes and spaces for business and academia, this development will also play a key role in reducing carbon and encouraging biodiversity.

But the scale of our unique ambition is set against a backdrop of global instability, war in Ukraine, high inflation and the recent pandemic. All of these factors mean that our communities are facing real adversity, where being able to feed a family and keep them warm are a real and increasing challenge. As a council we continue to work now and in the months and years ahead alongside our partners such as Cheltenham Borough Homes to deliver practical support to our residents, businesses and communities.

As we look beyond the difficult financial and economic pressures that we face, we are clear in our future ambition for Cheltenham. We're setting a higher standard for ourselves, and our town, to build a better future for everyone in Cheltenham, ensuring that everyone who lives and works here can equally share the benefits of Cheltenham's successes.

The commitment the Council has to the town has been clearly apparent in the response to the COVID-19 pandemic and cost of living crisis which resulted in a financial year unlike any other in 2022/23. The economic instability across the country and locally here in Cheltenham, created a huge amount of financial uncertainty which continues into 2023/24. Rising interest rates and the highest levels of inflation for over 40 years has continued to impact customer behaviour post pandemic, impacting our commercial income and the town's economy.

The long term financial impact on the council will continue to be closely monitored and reported throughout 2023/24 and beyond to ensure the Council has robust arrangements in place to respond to any future impacts on our funding or resource requirements.

Who are Cheltenham Borough Council?

The Council are the decision making body at Cheltenham Borough Council. Local Councillors are elected by the community to decide how the council should carry out its various activities. They represent public interest as well as individuals living within the ward in which he or she has been elected to serve a term of office. They have regular contact with the general public through council meetings, telephone calls and some Councillors may hold surgeries. Surgeries provide an opportunity for any ward resident to go and talk to their Councillor face to face.

The council has 40 elected members representing twenty wards within the Cheltenham Borough. There are also five parish councils within the borough. Elections are held every two years, when 50% of the seats are offered for re-election. The most recent election was held in May 2022.

The political make-up of Cheltenham Borough Council at 31 March 2023 was:

Liberal Democrat Party	30 councillors
Conservative Party	5 councillors
Green Party	2 councillors
People Against Bureaucracy Party	2 councillors

Non-aligned	1 councillor
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The Liberal Democrat group therefore had an overall majority on the Borough Council for this period.

Supporting the work of councillors is the organisational structure of the council, headed by the Leadership team, led by the Chief Executive. This position is held by Gareth Edmundson.

During 2022/23 the Executive comprised of the Chief Executive and three Executive Directors, one of whom is also the statutory section 151 officer, Paul Jones. During 2022/23, the Executive Leadership structure was rationalised to two Directorates with corresponding Executive Directors. Howard Norris held the statutory role of monitoring officer to the council until 23 October 2022 when Claire Hughes was appointed to the permanent role shared with Stroud District Council.

Who has overall responsibility at Cheltenham Borough Council?

Cheltenham has adopted the Leader and Cabinet model as its political management structure arising from the Local Government and Public Involvement in Health Act 2007. The Leader of the Council has responsibility for the appointment of Members of the Cabinet, the allocation of Portfolios and the delegation of Executive Functions. Cabinet Members are held to account by a system of scrutiny which is set out in the Constitution.

In 2022/23, the Cabinet consisted of the Leader, a Deputy Leader and a Cabinet of seven Members as follows:

Leader of the Council	Councillor Rowena Hay
Deputy Leader of the Council and Cabinet Member for Finance and Assets	Councillor Peter Jeffries
Cabinet Member for Housing	Councillor Victoria Atherstone
Cabinet Member for Safety and Communities	Councillor Flo Clucas
Cabinet Member for Waste, Recycling and Street Services	Councillor Iain Dobie
Cabinet Member for Customer and Regulatory Services	Councillor Martin Horwood
Cabinet Member Cyber, Regeneration and Commercial Income	Councillor Mike Collins
Cabinet Member for the Climate Emergency	Councillor Alisha Lewis
Cabinet Member Economic Development, Culture, Tourism and Wellbeing	Councillor Max Wilkinson

When major decisions are to be discussed or made, these are published in the Cabinet's Forward Plan in so far ahead as they can be anticipated. If these decisions are to be discussed with council officers at a meeting of the Cabinet, this will generally be open for the public to attend except where personal or confidential matters are being discussed.

Supporting the work of councillors is the organisational structure of the council, Members of the council also nominate a Councillor each year to take on the roles of mayor and deputy mayor.

The Mayor and Deputy Mayor for 2022/23 were:

Mayor	Councillor Sandra Holliday
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Full details of all the council's committees, including chairs and membership can be found on the council's website at www.cheltenham.gov.uk.

The Council's Corporate Plan for 2023 - 2027

Overall, we believe that building a better future means leaving a legacy of sustainability for future generations. This is the foundation of our ambitions to reduce Cheltenham's carbon emissions to net zero, but also encompasses building affordable carbon neutral homes across Cheltenham, conserving and enhancing our green spaces, and securing financial and economic sustainability through the Golden Valley Development. We want our residents and communities to thrive, not just survive, and this means continuing investments in partnerships and services that will augment the long-term financial stability of Cheltenham.

The delivery of our priorities will be based around the following six principles. We will:

1. Help all our communities to benefit and prosper from our strong local economy
2. Work together with everyone in our networks to improve our borough and support our residents to be healthy, our communities to be strong and our businesses to thrive
3. Be commercially minded to keep costs down and our council financially stable, so we always provide value for money to the taxpayer
4. Use data and research to drive improvement, listening carefully to our residents, communities and businesses to underpin informed decisions
5. Ensure the climate emergency agenda is at the forefront and integral to all our decision-making
6. Be risk aware, rather than risk averse

In order that we can support our town to manage the challenges of the most significant cost of living crisis in a generation, we will continue to invest in Cheltenham for the benefit of Cheltenham both in terms of sustainable Council finances, but also in terms of the way we invest commercially and for regeneration.

Our corporate priorities

The 2023-2027 Corporate Plan outlines our strategic priorities for Cheltenham, what we have chosen to focus on and why we think these are important for our town. The table below outlines our priorities and how we have invested in their achievement over the past twelve months:

<p>Key Priority 1 - Enhancing Cheltenham's reputation as the cyber capital of the UK</p>	<ul style="list-style-type: none"> • At the end of August 2019, we completed the purchase of 112 acres of strategically important land for £37.5m which forms part of the Golden Valley development. This was the most expensive land purchase ever made by the Council. It will enable the delivery of the vision and has been specifically named in the Government's National Cyber Strategy launched in February 2022. Exhibition Work in partnership with our development partner HBD X Factory is being presented to the public regarding the current thinking for the land as part of its first round of consultation. The budget envelope and conditions for the Development Funding Agreement to deliver the Innovation Centre on the site was approved by Full Council on 28 September 2023. • In addition to the flagship Golden Valley development, the Council are also working in partnership with the Workshop Group responsible for Hub8 to establish a brand new business and cultural hub in the town centre. The Minister Innovation Exchange will be a critical strand of our economic recovery strategy; continuing the momentum created at Hub8 ahead of the opening of the National Cyber Innovation Centre at Golden Valley and establishing Cheltenham as the UK's foremost cyber tech cluster with a global reach. • The £8.4m scheme is due for completion in late summer of 2023, following a successful bid for £3.114m of funding via GFirst LEP from the Government's 'Getting Building Fund'.
<p>Key Priority 2 - Working with residents, communities and businesses to help make Cheltenham net zero by 2030</p>	<ul style="list-style-type: none"> • Our Climate Emergency Action Plan: Pathway to Net Zero is to target residents, communities, businesses, public and voluntary organisations. To demonstrate our commitment to this vision and lead the response to the climate challenge in Cheltenham, £300k of capital investment has been committed to the Carbon Neutrality programme in 2023-24. Additionally, the Council have also successfully secured £382k of capital funding from the central Government's Public Sector Decarbonisation Scheme which has been invested in installing submeters across our buildings. Likewise, £287k of funding has been secured from BEIS to reduce the carbon emissions of the swimming pool which has the Council's largest energy usage. • Funding of over £1.178m from the UK Shared Prosperity Funding was secured in 2022/23, which is to be spent on a number of carbon reduction projects over the next three years. The projects include the development of a town centre cycle hub for safe bicycle parking and associated activities, carbon footprint and reporting for businesses to develop

	<p>and carry out carbon reduction plans, address fuel poverty, installation of electricity infrastructure in key locations around the town to remove reliance on generators for key events and to fund our commitment to climate change.</p>
<p>Key Priority 3 - Increasing the number of affordable homes through our £180m housing investment plan</p>	<ul style="list-style-type: none"> • We are committed to delivering the affordable homes which the market fails to provide and we will prioritise those people on our Housing Register. • No more so is this demonstrated than by the Housing Investment Plan which has now committed £100m of service investment to fund mixed tenure housing in the private rented sector and £80m of investment from the Housing Revenue Account to fund affordable housing. The purpose of these investments is to shape sustainable and resilient communities and allow residents secure homes in which they and their families can thrive. • We have already spent £35m delivering 136 homes, with a strong pipeline set to deliver significant numbers of additional affordable homes over the current and following four years. A further £34m is forecast to be spent within the HRA capital programme in 2023-24. • Additionally, the Council will continue to work with the private sector to utilise redundant assets and vacant land to bring them into a useful economic purpose to facilitate regeneration and employment creation. The 2023-24 capital programme commits a further £4.5m a year for three years to 2025-26 to increase the supply of housing in the town.
<p>Key Priority 4 - Ensuring residents, communities and businesses benefit from Cheltenham's future growth and prosperity</p>	<ul style="list-style-type: none"> • Cheltenham will see huge investment over the coming years through expansion of the cyber industry, more affordable homes and infrastructure. This presents a once in-a-generation chance to ensure all of our communities can benefit from sustainable growth in jobs, skills and housing. • Upgrading some of the parks and town centre toilets to include changing rooms and much improved disabled facilities has capital of £268k earmarked in 2023-24 after a further £25k was spent in 22-23. • We have previously committed £600k of capital funding to support investments made by the Cheltenham Trust into their venues and infrastructure. The 2023/24 capital programme includes an additional £400k of funding to continue to support their recovery. £250k was spent in 2022/23 for the refurbishment of the Wilson Art Gallery.

	<ul style="list-style-type: none"> The acquisition of several shops and premises to help regenerate the High Street commenced in 2022 with an investment of over £3.3m.
<p>Key Priority 5 - Being a more modern, efficient and financially-sustainable council</p>	<ul style="list-style-type: none"> We have continued to invest in Cheltenham for the benefit of Cheltenham throughout 2022/23. The focus of our investments and commercial strategy is the delivery of housing and economic development activities that will deliver value and financial benefit for both the Council and the wider town. A significant part of the transformation of how services are delivered will be the roll out of a digital platform called Netcall which was financed in 2022/23 using the Council's earmarked reserves. This will smooth the customer journey and ensure the Council can operate more efficiently to deliver value for money services. The savings target of £1.507m in 2022/23 was impacted by the economic instability, rising inflation and interest rates. The focus for 2023/24 is to refine these savings and deliver a long term, sustainable plan to ensure our budget remains balanced whilst working towards the Council's ambitious Corporate Priorities.

Working with partners

The council puts a strong focus on working together with partners across the Cheltenham family to deliver on these and other joint outcomes for our residents, communities, staff and service users. Among these are:

- Cheltenham Borough Homes Limited – our Arm's Length Management Organisation responsible for managing our social housing stock and leading the delivery of housing provision in our town;
- Ubico Limited – a company jointly owned by Cheltenham and seven other Local Authorities responsible for delivering environmental services across Gloucestershire;
- The Cheltenham Trust - an independent charitable trust, contracted to supply leisure and cultural related services to Cheltenham Borough Council via a management agreement;
- The Cheltenham Business Improvement District - delivers a range of projects that benefit businesses in the town centre, including the High Street, The Promenade, Montpellier and The Brewery Quarter;
- One Legal – the shared legal service between Cheltenham, Tewkesbury, Gloucester City and Stroud District Councils;
- Publica Group Limited – a company owned jointly by Cheltenham and three other District councils to provide shared services from a common platform; and
- South West Audit Partnership – a company operating across the South West region commissioned to provide our internal audit services.

STATEMENT OF ACCOUNTS 2022/23

Introduction to the financial statements

The purpose of this narrative report is to provide an explanation of the council's financial performance and position for 2022/23 and assist in the interpretation of the accounting statements, including the Group Accounts. The statements should inform readers of the cost of services provided by the council in the year 2022/23 and the council's assets and liabilities at the year end.

The accounts for the year ending 31 March 2023 have been prepared and published in accordance with the Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 (the Code), published by the Chartered Institute of Public Finance and Accountancy (CIPFA). This incorporates International Financial Reporting Standards (IFRSs), ensuring the accounts are compliant with these standards. The following main statements and notes are included:

Statement of Responsibilities for the Statement of Accounts	Sets out the respective responsibilities of the council and the Section 151 Officer for the accounts.
Statement of Accounting Policies (note 1 to the notes to the accounts)	This explains the basis for the recognition, measurement and disclosure of transactions and other events in the accounts. It includes the basis of charges to revenue and the calculation of items in the Balance Sheet.
Comprehensive Income and Expenditure Statement supported by the Expenditure and Funding Analysis note	The Comprehensive Income and Expenditure Statement shows the cost in the year of providing services, in accordance with generally accepted accounting practices. The Expenditure and Funding Analysis reconciles this to the amount chargeable to General Fund and Housing Revenue Account reserves in the year.
Balance Sheet	This summarises the overall financial position of the council at the year end, showing its assets, liabilities and reserves.
Movement in Reserves Statement	This details the movement in the council's reserves during the year.
Cash Flow Statement	This summarises the inflows and outflows of cash arising from transactions with third parties for revenue and capital purposes.
Group Accounts	These bring together the accounts of Cheltenham Borough Council, Cheltenham Borough Homes Limited and the council's share of the net assets of Gloucestershire Airport Limited.
Housing Revenue Account (HRA)	A separate account, required by law, which shows income and expenditure associated with the provision of council housing.
Collection Fund	Reflects the statutory requirement to maintain a separate account showing transactions in relation to non-domestic (business) rates and council tax, indicating how the amounts collected are distributed to the Government, Gloucestershire County Council, Gloucestershire Police and Crime Commissioner and Cheltenham Borough Council.
Annual Governance Statement	This sets out how the council is meeting its obligations and the improvements it intends to make to its systems of internal control and corporate governance arrangements.

These accounts are supported by notes to the accounts and a glossary of terms to provide readers with further information.

STATEMENT OF ACCOUNTS 2022/23

THE COUNCIL'S FINANCIAL PERFORMANCE IN THE YEAR AND ITS POSITION AT THE YEAR END

General Fund Revenue Budget

The Council has experienced unprecedented financial challenges over the last two years in providing the resources and support to manage the response to the Covid-19 pandemic and then rising costs and challenges faced by the cost of living crisis. This is in addition to the ten years of austerity and year on year cuts to the Council's Government funding.

With inflation at a 40 year high and not expected to fall back to pre-pandemic levels for another two years and ten consecutive rises in interest rates since the 2022/23 interim budget proposal was approved by Cabinet in December 2021, these continue to be some of the most challenging times for Local Authorities.

The 2022/23 budget approved by Council on 20 February 2022 included a challenging savings target of £1.507m. This reflected action taken by Officers and Members to implement a realistic savings strategy in the 2022/23 Medium Term Financial Strategy to reduce reliance on some of the income streams impacted by COVID-19 and changes to customer behaviour and provide greater stability in post pandemic years.

REVENUE OUTTURN 2022/23		Current Budget 2022/23 £	Actual 2022/23 £	(Under)/Overspend 2022/23 £
DIRECTORATES:				
Chief Executive	(i)	3,823,454	3,691,085	(132,369)
Finance, Assets and Regeneration Directorate	(ii)	6,932,616	6,328,924	(603,692)
Communities and Place Directorate	(ii)	10,819,295	10,648,202	(171,093)
Net Expenditure on Services		21,575,369	20,668,211	(907,157)
Capital Charges		(3,386,938)	(3,118,625)	268,313
Interest payable and receivable		(2,319,480)	(2,308,420)	11,060
Use of balances and reserves		(6,533,063)	(6,443,377)	89,686
Total net expenditure		9,335,889	8,797,791	(538,097)
FINANCED BY:				
New Homes Bonus		(637,846)	(637,846)	-
Contribution from Capital Receipts to admin cost of disposals		-	(19,980)	(19,980)
National Non-Domestic Rates		(542,853)	(661,856)	(119,003)
National Non-Domestic Rates 2019/20 and 2020/21		(58,500)	(58,494)	6
Collection Fund Deficit Contribution		6,298,887	6,298,884	(3)
Section 31 NNDR Compensation Grant		(4,038,464)	(3,412,090)	626,374
Council Tax		(9,730,405)	(9,730,405)	()
Other Government Grants		(325,869)	(353,002)	(27,133)
Total Funding		(9,035,050)	(8,574,789)	460,261
Outturn		300,839	223,001	(77,838)

(i) Includes Strategic Management, Democratic Services, Elections

(ii) Includes Property & Assets, Treasury Management, Pensions backfunding, Housing Benefits, Revenues (council tax and business rates collection), Building and Development control, Car parking, Bereavement services and Homelessness

(iii) Includes Community Engagement, Commissioning & Modernisation, Planning, Climate Change, Economic Development and Marketing Cheltenham, Parks & Gardens, Public Protection

Despite significant progress been made in a number of areas and over £800k of savings being achieved, many of the proposed initiatives were unable to realise cost reduction or increased income generation due

STATEMENT OF ACCOUNTS 2022/23

to rising inflation and increasing interest rates. Not only did these pressures impact the savings strategy, in many areas costs were driven significantly over budget. The most significant of these being energy costs, a higher than budgeted pay award for staff and interest rate costs for a Council that is a net borrower.

Throughout the year, the strategy for 2022/23 has been to offset these pressures using general balances which have been strengthened in year following a legal settlement. However this is not a long term sustainable strategy and significant challenges continue into 2023/24 for officers and members in order that the Council can continue to deliver our core services for residents and communities.

Housing Revenue Account (HRA)

The HRA generated a surplus in the year of £2.961m but there was a decrease of £823k in the HRA balance, however it remains at the target level of £1.5m. Full details of the Housing Revenue Account activity for the year are provided on pages 90 to 94.

Capital Expenditure

In 2022/23 the council spent £26.279m million on capital projects, grants and loans, across the general fund and the Housing Revenue Account capital programmes. Key expenditure on capital schemes include:-

	£ '000
Property improvements and major repairs	5,930
Social Housing Decarbonisation	1,258
High Street Investment	3,339
Loan to Gloucestershire Airport for runway repairs	3,110
Delivery of the Minster Innovation Exchange	1,955

The council plans to continue to fund capital from a range of sources including revenue reserves, developer contributions and capital receipts, and will make further use of prudential borrowing to support the council's major capital schemes where it is both prudent and affordable.

Cash Management

Throughout 2022/23, the Council has continued to manage its cash flows, investments and borrowings to ensure sufficient resources were available to meet our commitments. The Council's strategy was to maintain borrowing and investments below their underlying levels, sometimes known as internal borrowing, in order to reduce risk and keep interest costs low.

As such, short term investments and borrowing are used to ensure strong returns whilst also balancing the availability of cash, particularly during the pandemic when there was greater uncertainty about potential commitments.

Significant Liabilities

The Council's pension liability decreased during 2022/23 by £32.232m from £43.368m to £11.136m. This is in part due to the Council's strategy implemented in 2020/21 to make an upfront payment of secondary employer pension contributions, providing greater value from our treasury management activity but also the impact of favourable investment decisions during 2022/23.

Reserves and Balances

In assessing the adequacy of reserves and balances as part of the 2023/24 budget, the Section 151 Officer used a risk based approach to assess the appropriate level of general balances which calculated the optimum level to be £1.526m. At the year end, the General Fund Balance stands at £1.398m and therefore

is slightly below the optimum level recommended by the Section 151 Officer. This is partly a result of the pressures experienced through 2022/23 and the cost of living emergency directly following the re-emergence of the country from the national restrictions of the pandemic.

Accepting that continuing pressures from inflation and interest rates could leave the Council exposed without clear decision-making in delivering a balanced budget, action has been taken in the 2023/24 budget to increase the robustness of the reserves through another transfer of £152k to general balances. This brings the expected general balance reserve to £1.55m.

Members will need to be mindful that there may be an expectation to further strengthen these reserves in order that the Council is robustly covered against further financial pressures which may emerge through recovery or future changes to local government financial support. With uncertainty continuing over central government support in the form of direct grant and New Homes Bonus, uncertainty over the long term impact of the cost of living crisis, and the impact on individual's ability to pay council tax or business rates, it may be the case that some difficult choices need to be made in respect of service provision.

Changes in accounting policies and estimates

The council has reviewed its accounting policies during the year and revised them as necessary in accordance with the 2022/23 Code of Practice in Local Authority Accounting. The policies are detailed in note 1 to the accounts (pages 18 to 36) and any changes in accounting policies are detailed in note 2 on page 36.

FURTHER INFORMATION

Further information about the accounts is available from the Executive Director (Finance & Assets), Cheltenham Borough Council, Municipal Offices, Promenade, Cheltenham GL50 9SA. This is part of the council's policy of providing full information about the council's affairs.

In addition interested members of the public have a statutory right to inspect the accounts during a 'period for the exercise of public rights' before the audit is completed. The accounts are available for inspection by appointment between 5 June 2023 and 7 July 2023 at the Municipal Offices, and local government electors for the area could exercise their rights to question the auditor about, or make objections to the accounts for the year ended 31 March 2023, in writing, during this period.

PAUL JONES FCPFA
EXECUTIVE DIRECTOR – FINANCE, ASSETS & REGENERATION

STATEMENT OF RESPONSIBILITIES FOR THE STATEMENT OF ACCOUNTS

THE COUNCIL'S RESPONSIBILITIES:

The council is required:

- to make arrangements for the proper administration of its financial affairs and to ensure that one of its officers has the responsibility for the administration of those affairs. In this council, that officer is the Executive Director Finance & Assets, who also undertakes the role of the Section 151 Officer.
- to manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- to approve the Statement of Accounts.

THE SECTION 151 OFFICER'S RESPONSIBILITIES:

The Section 151 Officer is responsible for the preparation of the council's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Council Accounting in the United Kingdom (the Code).

In preparing the Statement of Accounts, the Section 151 Officer has:

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

The Section 151 Officer has also:

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

CERTIFICATE OF SECTION 151 OFFICER

I certify that the Statement of Accounts on pages 14 to 109 gives a true and fair view of the financial position of the council at the reporting date and its income and expenditure for the year ended 31 March 2023

PAUL JONES FCPFA
31 MAY 2023
EXECUTIVE DIRECTOR – FINANCE, ASSETS & REGENERATION (SECTION 151 OFFICER)

STATEMENT OF ACCOUNTS 2022/23

COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT

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

2021/22				2022/23		
Gross expenditure £'000	Gross income £'000	Net expenditure £'000		Gross expenditure £'000	Gross income £'000	Net expenditure £'000
2,156	(266)	1,890	Chief Executive	4,003	(108)	3,895
8,289	(2,726)	5,563	Finance, Assets & Regeneration (Formerly Finance and Assets Directo	43,964	(38,717)	5,247
27,503	(23,165)	4,338	Communities & Place (Formerly People and Change Directorate)	19,535	(7,406)	12,129
21,747	(13,258)	8,489	Place and Growth Directorate	-	-	-
18,822	(21,222)	(2,400)	Housing Revenue Account (HRA)	19,263	(21,872)	(2,609)
78,517	(60,637)	17,880	Cost of Services	86,765	(68,103)	18,662
733	(1,138)	(405)	Other operating expenditure (<i>note 7</i>)	394	(1,214)	(820)
5,094	(5,208)	(114)	Financing and Investment (income) and expenditure (<i>note 8</i>)	11,550	(5,449)	6,101
24,599	(46,768)	(22,169)	Taxation and non-specific grant (income) and expenditure (<i>note 9</i>)	19,407	(37,705)	(18,298)
108,943	(113,751)	(4,808)	(Surplus) or Deficit on the provision of services	118,116	(112,471)	5,645
<i>Items that will not be reclassified to the (Surplus) or Deficit on the provision of services</i>						
		(14,317)	(Surplus) or Deficit on revaluation of non-current assets			(4,151)
		(13,678)	Remeasurement of the net defined benefit liability / (asset) (<i>note 32</i>)			(35,383)
		94	(Surplus) or deficit on revaluation of equity instruments carried at Fair Value through Other Comprehensive Income			-
		(27,901)	Other Comprehensive (Income) and Expenditure			(39,534)
		(32,709)	Total Comprehensive (Income) and Expenditure			(33,889)

The notes are shown on pages 18-86.

STATEMENT OF ACCOUNTS 2022/23

BALANCE SHEET

This statement 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 is usable reserves i.e. those reserves that the council may use to provide services, these being subject to the need to maintain a prudent level and constrained by statutory limitations on their use (for example the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt).

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

31 March 2022 £'000		Note	31 March 2023 £'000
457,382	Property, Plant & Equipment	18	465,920
41,932	Heritage Assets	19	41,932
66,415	Investment Property	22	65,268
354	Intangible Assets		214
8,382	Long Term Investments	24	7,878
13,169	Long Term Debtors	24	15,550
587,634	Long Term Assets		596,762
59	Short term Investments	24	62
307	Assets held for sale	20	2,163
142	Inventories		154
16,846	Short term Debtors	24	11,990
10,426	Cash and cash equivalents	26	4,925
27,780	Current assets		19,294
(663)	Bank overdraft	26	(992)
(57,657)	Short term borrowing	24	(65,195)
(25,383)	Short term creditors	27	(18,748)
(660)	Grants receipts in advance - capital	15	(1,260)
(1,712)	Grants receipts in advance - revenue	15	(1,789)
(1,257)	Provisions	28	(690)
(87,332)	Current Liabilities		(88,674)
(342)	Provisions	28	(293)
(118,417)	Long term borrowing	24	(114,931)
(80)	Grants receipts in advance - capital	15	(1,230)
(275)	Grants receipts in advance - revenue	15	(275)
(43,368)	Other long term liabilities	24	(11,165)
(162,482)	Long term liabilities		(127,894)
365,600	Net Assets		399,488
(20,957)	Usable Reserves	30	(13,003)
(344,643)	Unusable Reserves	31	(386,485)
(365,600)	Total Reserves		(399,488)

The notes are shown on pages 18 -86

Signed Paul Jones, FCPFA; Executive Director – Finance, Assets & Regeneration

STATEMENT OF ACCOUNTS 2022/23

MOVEMENT IN RESERVES STATEMENT

This statement shows the movement in the year of 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 statement shows how the movements in year of the council's reserves are broken down between gains and losses incurred in accordance with generally accepted accounting practices and the statutory adjustments required to return the amounts chargeable to council tax (or rents) for the year. The net increase or decrease line shows the statutory general fund balance and Housing Revenue Account balance movements in the year following those adjustments.

	General Fund Balance £'000	Earmarked General Fund Reserves £'000	Total General Fund £'000	Housing Revenue Account £'000	Capital Receipts Reserve £'000	Major Repairs Reserve £'000	Capital Grants Unapplied £'000	Total Usable Reserves £'000	Unusable Reserves £'000	Total Reserves £'000
Balance at 31 March 2021	1,213	19,346	20,559	1,499	6,973	-	2,084	31,115	301,776	332,891
<u>Movement in Reserves during 2021/22</u>										
Total Comprehensive Income and (Expenditure)	2,108		2,108	2,700				4,808	27,901	32,709
Adjustments between accounting basis and funding basis under regulations (Note 5)	(10,541)	-	(10,541)	(1,875)	(3,904)	-	1,355	(14,965)	14,965	-
Transfers to/from earmarked reserves (Note 30)	8,841	(8,841)	-	-	-	-	-	-	-	-
Increase / (decrease) in 2021/22	408	(8,841)	(8,433)	825	(3,904)	-	1,355	(10,157)	42,866	32,709
Balance at 31 March 2022	1,621	10,505	12,126	2,324	3,069	-	3,439	20,958	344,642	365,600
<u>Movement in Reserves during 2022/23</u>										
Total Comprehensive Income and (Expenditure)	(8,607)		(8,607)	2,961				(5,646)	39,534	33,888
Adjustments between accounting basis and funding basis under regulations (Note 5)	1,944		1,944	(3,785)	(457)	-	(10)	(2,308)	2,308	-
Transfers to/from earmarked reserves (Note 30)	6,443	(6,443)	-	-	-	-	-	-	-	-
Increase / (decrease) in 2022/23	(220)	(6,443)	(6,663)	(824)	(457)	-	(10)	(7,954)	41,842	33,888
Balance at 31 March 2023	1,401	4,062	5,463	1,500	2,612	-	3,429	13,004	386,484	399,488

The notes are shown on pages 18-86

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 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 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 flows 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.

2021/22 £'000		2022/23 £'000
(4,807)	Net (surplus) or deficit on the provision of services	5,646
2,727	Adjust net surplus or deficit on the provision of services for non-cash movements (note 35)	(1,246)
2,810	Adjust for items in the net surplus or deficit on the provision of services that are investing or financing activities (note 33)	3,898
<u>730</u>	Cash (inflows) / outflows generated from operating activities	<u>8,298</u>
16,144	Investing activities (note 34)	17,797
(20,436)	Financing activities (note 35)	(20,266)
<u>(3,562)</u>	Net (increase) / decrease in cash and cash equivalents	<u>5,829</u>
6,201	Cash and cash equivalents at beginning of the year	9,763
9,763	Cash and cash equivalents at end of the year (note 26)	3,934
<u>3,562</u>	Net increase / (decrease) in cash and cash equivalents	<u>(5,829)</u>

The notes are shown on pages 18-86

NOTES TO THE ACCOUNTS

1. ACCOUNTING POLICIES

1.1 GENERAL PRINCIPLES

The statement of account summarise the authority's transactions for the 2022/23 financial year and its position at the year end of 31 March 2023.

The authority is required to prepare an annual statement of accounts by the Accounts and Audit Regulations 2015, which those Regulations require to be prepared in accordance with proper accounting practices. These practices under Section 21 of the 2003 Act primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2022/23 ("the Code"), supported by International Financial Reporting Standards (IFRS) and statutory guidance issued under Section 12 of the 2003 Act.

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

1.2 ACCOUNTING CONCEPTS

Except where specified in the Code, or in specific legislative requirements, it is the council's responsibility to select and regularly review its accounting policies, as appropriate.

These accounts are prepared in accordance with a number of fundamental accounting principles:

- Relevance
- Reliability
- Comparability
- Materiality

Additionally three further concepts play a pervasive role in the selection and application of accounting policies:

Accruals of Income and Expenditure

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

- Revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed – where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.

- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue in financing and investment income and expenditure for the income that might not be collected.

1.3 EMPLOYEE BENEFITS

Benefits Payable during Employment

Short-term employee benefits are those due to be settled within twelve months of the year-end. They include such benefits as salaries and wages, paid annual leave and paid sick leave for current employees and are recognised as an expense for services in the year in which employees render service to the council. An accrual is made for the cost of holiday entitlements (or any form of leave, e.g. time off in lieu) earned by employees but not taken before the year-end, which employees can carry forward into the next financial year. The accrual is made at the salary rates applicable in the accounting year in which they were accrued. The accrual is charged to the 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. They are charged on an accruals basis to the relevant service line in the Comprehensive Income and Expenditure Statement when the council can no longer withdraw the offer of any benefits.

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. Therefore in the Movement in Reserves Statement appropriations are required to and from the pensions reserve to remove the notional charges and credits for pension enhancement termination benefits, and replace them with the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year end.

Post-Employment Benefits

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

- The liabilities of the Gloucestershire Local Government pension scheme attributable to the council are included in the Balance Sheet on an actuarial basis using the projected unit method – i.e. an assessment of the future payments that will be made in relation to retirement benefits earned to date by employees, based on assumptions about mortality rates, employee turnover rates, etc, and projections of earnings for current employees.
- Liabilities are discounted to their value at current prices, using a discount rate based on the

indicative rate of return on the adoption of the AA-rated corporate bond basis.

- The assets of the Gloucestershire pension fund attributable to the council are included in the balance sheet at their fair value on the following basis:
 - quoted securities – current bid value
 - unquoted securities – professional estimate of fair value
 - unitised securities – current bid price
 - property – market value.
- The change in the net pension liability is analysed into seven components:
 - Current service cost: the increase in liabilities as a result of the additional year of service earned - allocated in the Comprehensive Income and Expenditure Statement to the services for which the employees worked.
 - Past service cost: the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years - charged to the Surplus or Deficit in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs.
 - Interest cost on defined obligation: the expected increase in the present value of liabilities during the year as they move one year closer to being paid - charged to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.
 - Interest income on plan assets: the annual investment return on the fund assets attributable to the council, based on an average of the expected long-term return – credited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.
 - Gains/losses on settlements: the result of actions to relieve the council of liabilities or events that reduce the expected future service or accrual of benefits of employees – charged to the Cost of Services in the Comprehensive Income and Expenditure Statement as part of Non Distributed Costs.
 - Measurement of the net defined benefit liability: changes in the net pension liability that arise because events have not coincided with assumptions made at the last actuarial valuation or because the actuaries have updated their assumptions – charged to the Pensions Reserve.
 - Contributions paid to the Gloucestershire pension fund: cash paid as employer's contributions to the pension fund, in settlement of liabilities.

Statutory provisions limit the amount chargeable to council tax to that payable by the council to the pension fund in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement this means that there are appropriations to and from the Pension Reserve to remove the notional charges and credits for retirement benefits and replace them with the cash paid to the pension fund and any amounts payable to the fund but unpaid at the year end.

The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits are earned by employees.

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 as a result of an award to any member of staff are accrued in the year of the decision to make the award, and accounted for using the same policies as are applied to the Local Government Pension Scheme.

1.4 GRANTS AND CONTRIBUTIONS

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

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

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

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

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

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

Community infrastructure levy

The authority has elected to charge a community infrastructure levy (CIL). The levy is charged on new builds (chargeable developments for the authority) with appropriate planning consent. The council charges for and collects the levy, which is a planning charge. The income from the levy will be used to fund a number of infrastructure projects (these include transport, flood defences and schools) to support the development of the area. The CIL is received without outstanding conditions; it is therefore recognised at the commencement date of the chargeable development in the Comprehensive Income and Expenditure Statement in accordance with the accounting policy for government grants and contributions set out above. CIL charges will be largely used to fund capital expenditure.

1.5 OVERHEADS AND SUPPORT SERVICES

The authority operates and manages its overheads (including telephones and printing costs) and corporate and support services separately and expenditure relating to these activities is reported to key decision makers as separate activities. These overheads are not therefore apportioned to services within the general fund. Overhead charges between the General fund and Housing

Revenue services, however, continue to apply.

1.6 COUNCIL TAX AND NON-DOMESTIC RATES RECOGNITION

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

Accounting for council tax and NDR

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

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

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

1.7 VAT

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

1.8 NON-CURRENT ASSETS - RECOGNITION OF CAPITAL EXPENDITURE

The council recognises non-current assets when expenditure is incurred on assets:

- held for use in the production or supply of goods or services, rental to others, or for administrative purposes
- expected to be used for more than one financial period
- where it is expected that the future economic benefits associated with the asset will flow to the council
- where the cost can be measured reliably.

The initial cost of an asset is recognised to be:

- Purchase price, construction cost, minimum lease payments or equivalent including import duties and non-refundable purchase taxes, after deducting trade discounts and rebates.
- Costs associated with bringing the asset to the location and condition necessary for it to be capable of operating in the manner required by management.

- Any costs of dismantling and removing an existing asset and restoring the site on which it is located.

The cost of an asset acquired other than by purchase or construction is deemed to be its fair value, except where an asset is acquired via an exchange it is deemed to be the carrying amount of the asset given up by the council.

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

Subsequent 'enhancement' expenditure is treated as capital expenditure when it is considered it will increase the value of the asset or its useful life or increase the extent to which the council can use the asset.

De Minimis policy - expenditure below £10,000 (excluding VAT) is not treated as capital expenditure except where the sum of identical assets purchased exceeds this figure, as is the case with waste collection bins and caddies.

Capital assets are held on the Balance Sheet as Non-Current Assets.

1.9 NON-CURRENT ASSETS - PROPERTY, PLANT AND EQUIPMENT (PPE)

Assets that have physical substance and are held for use in the production or supply of goods or services, for rental to others, or for administrative purposes, and that are expected to be used during more than one financial year are classified as property, plant and equipment.

Recognition

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

Measurement

PPE assets are initially measured at cost, comprising all expenditure that is directly attributable to bringing the asset into working condition for its intended use. The council does not capitalise borrowing costs incurred whilst assets are under construction.

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

The assets are then carried on the Balance Sheet using the following measurement bases:

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

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

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

Increases in valuations are matched by credits to the revaluation reserve to recognise unrealised gains. Exceptionally, gains might be credited to the surplus or deficit on the provision of services where they arise from the reversal of a loss previously charged to a service.

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

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

The revaluation reserve contains revaluation gains recognised since 1 April 2007 only, the date of its formal implementation. Gains arising before that date have been consolidated into the capital adjustment account.

Impairment

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

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

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

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

Depreciation is provided for on all property, plant and equipment assets by the systematic allocation of their depreciable amounts over their useful lives. An exception is made for assets without a determinable finite useful life (ie freehold land and certain community assets) and assets that are not yet available for use (ie assets under construction).

Depreciation is calculated on the following bases:

- dwellings and other buildings – straight-line allocation over the useful life of the property as estimated by the valuer
- vehicles, plant, furniture and equipment – a percentage of the value of each class of assets in the Balance Sheet, as advised by a suitably qualified officer
- infrastructure – straight-line allocation over 25 years.

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

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

1.10 NON-CURRENT ASSETS - HERITAGE ASSETS

Assets with historical, artistic, scientific or technological qualities held principally for their contribution to knowledge or culture.

The council's collections of heritage assets are accounted for as follows:

Ceramics, Art, Regalia and Silverware, Furniture, Textiles, Ephemera, other collectables

These are reported in the Balance Sheet at their current insurance valuation, which is based on market values.

Statues and Monuments

These are reported in the Balance Sheet at their current insurance valuation, which is based on historic or replacement cost.

Archaeology

The council cannot obtain reliable cost or valuation information for its archaeological collection. This is because of the diverse nature of the assets held and lack of comparable market values. Consequently the council does not recognise these assets on its balance sheet.

The insurance valuations are updated for inflation on an annual basis, with gains credited to the Revaluation Reserve. The council has deemed that all the heritage assets have indeterminate lives,

hence it does not consider it appropriate to charge depreciation.

The carrying amounts of heritage assets are reviewed where there is evidence of impairment. Any impairment is recognised and measured in accordance with the council's policy on impairment for Property, Plant and Equipment. Occasionally the council will dispose of heritage assets. These are accounted for in accordance with the council's policy on disposals and assets held for sale.

1.11 NON-CURRENT ASSETS - INVESTMENT PROPERTY

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

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

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

1.12 NON-CURRENT ASSETS - INTANGIBLE ASSETS

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

Internally generated assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed (with adequate resources being available) and the authority will be able to generate future economic benefits or deliver service potential by being able to sell or use the asset. Expenditure is capitalised where it can be measured reliably as attributable to the asset and is restricted to that incurred during the development phase (research expenditure cannot be capitalised).

Expenditure on the development of websites is not capitalised if the website is solely or primarily intended to promote or advertise the authority's goods or services.

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

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

1.13 NON-CURRENT ASSETS – DISPOSALS AND ASSETS HELD FOR SALE

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an asset held for sale. The asset is revalued immediately before reclassification and then carried at the lower of this amount and fair value less costs to sell. Where there is a subsequent decrease to fair value less costs to sell, the loss is posted to the other operating expenditure line in the Comprehensive Income and Expenditure Statement. Gains in fair value are recognised only up to the amount of any previously recognised losses in the surplus or deficit on the provision of services. Depreciation is not charged on assets held for sale.

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

Assets that are to be abandoned or scrapped are not reclassified as assets held for sale.

When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale) is written off to the other operating expenditure line in the 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 (ie netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the revaluation reserve are transferred to the capital adjustment account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. A proportion of capital receipts relating to housing disposals is payable to the government. The balance of receipts remains within the capital receipts reserve, and can then only be used for new capital investment or set aside to reduce the authority's underlying need to borrow (the capital financing requirement) (England and Wales). Receipts are appropriated to the reserve from the General Fund balance in the Movement in Reserves Statement.

The written-off value of disposals is not a charge against council tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the capital adjustment account from the General Fund balance in the Movement in Reserves Statement.

1.14 REVENUE EXPENDITURE FUNDED FROM CAPITAL UNDER STATUTE (REFCUS)

Expenditure incurred during the year that may be capitalised under statutory provisions but does not result in the creation of non-current assets is charged to the relevant service revenue account in the year. To the extent the council has determined to meet the cost of this expenditure from capital resources (borrowing, capital receipts or grants) a transfer to the Capital Adjustment Account via the Movement in Reserves Statement reverses out the amounts charged to the General Fund Balance so there is no impact on the level of council tax.

1.15 CHARGES TO REVENUE FOR NON-CURRENT ASSETS

Service revenue accounts, support services and trading accounts are charged with the following amounts to record the real cost of holding assets during the year:

- Depreciation of property, plant and equipment used by the relevant service
- Amortisation of intangible assets used by the service
- Revaluation and impairment losses, where there are no accumulated gains in the Revaluation Reserve against which the losses can be charged.

The council cannot raise council tax to cover depreciation, amortisation or revaluation and impairment losses. It is, however, required to make an annual provision (known as Minimum Revenue Provision or MRP) from revenue towards reducing its overall borrowing requirement, equal to an amount calculated on a prudent basis by the council in accordance with statutory guidance. The above charges to the General Fund are therefore reversed out of the General Fund Balance and replaced by a MRP contribution to the Capital Adjustment Account in the Movement of Reserves Statement.

1.16 LEASES

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

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

Arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

The authority as lessee

Finance leases

Property, plant and equipment held under finance leases is recognised on the Balance Sheet at the commencement of the lease at its fair value measured at the lease's inception (or the present value of the minimum lease payments, if lower). The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the authority are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as expenses in the periods in which they are incurred.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the property, plant or equipment – applied to write down the lease liability, and
- a finance charge (debited to the financing and investment income and expenditure line in the Comprehensive Income and Expenditure Statement).

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

The authority is not required to raise council tax to cover depreciation or revaluation and impairment losses arising on leased assets. Instead, a prudent annual contribution is made from revenue funds towards the deemed capital investment in accordance with statutory requirements. Depreciation and revaluation and impairment losses are therefore substituted by a revenue contribution in the General Fund balance, by way of an adjusting transaction with the capital adjustment account in the Movement in Reserves Statement for the difference between the two.

Operating leases

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense to the services benefitting from use of the leased property, plant or equipment. Charges are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (eg there is a rent-free period at the commencement of the lease).

The authority as lessor

Finance leases

Where the authority grants a finance lease over a property or an item of plant or equipment, the relevant asset is written out of the Balance Sheet as a disposal. At the commencement of the lease, the carrying amount of the asset in the Balance Sheet (whether property, plant and equipment or assets held for sale) is written off to the other operating expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. A gain, representing the authority's net investment in the lease, is credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (ie netted off against the carrying value of the asset at the time of disposal), matched by a lease (long-term debtor) asset in the Balance Sheet.

Lease rentals receivable are apportioned between:

- a charge for the acquisition of the interest in the property – applied to write down the lease debtor (together with any premiums received), and
- finance income (credited to the financing and investment income and expenditure line in the Comprehensive Income and Expenditure Statement).

The gain credited to the Comprehensive Income and Expenditure Statement on disposal is not permitted by statute to increase the General Fund balance and is required to be treated as a capital receipt. Where a premium has been received, this is posted out of the General Fund balance to the capital receipts reserve in the Movement in Reserves Statement. Where the amount due in relation to the lease asset is to be settled by the payment of rentals in future financial years, this is posted out of the General Fund balance to the deferred capital receipts reserve in the Movement in Reserves Statement. When the future rentals are received, the element for the capital receipt for the disposal of the asset is used to write down the lease debtor. At this point, the deferred capital receipts are transferred to the capital receipts reserve.

The written-off value of disposals is not a charge against council tax, as the cost of non-current assets is fully provided for under separate arrangements for capital financing. Amounts are therefore appropriated to the capital adjustment account from the General Fund balance in the Movement in Reserves Statement.

Operating leases

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

1.17 FINANCIAL INSTRUMENTS

Financial liabilities

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

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

Where premiums and discounts have been charged to the CIES, regulations allow the impact on the General Fund balance to be spread over future years. The authority has a policy of spreading the gain or loss over the term that was remaining on the loan against which the premium was payable or discount receivable when it was repaid. The reconciliation of amounts charged to the CIES to the net charge required against the General Fund balance is managed by a transfer to or from the financial instrument adjustment account in the Movement in Reserves Statement.

Financial assets

Financial assets are classified based on a classification and measurement approach that reflects the business model for holding the financial assets and their cash flow characteristics. The authority holds financial assets measured at:

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

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

Financial assets at amortised cost

Financial assets measured at amortised cost are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the financing and investment income and expenditure line in the CIES for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for the instrument. For most of the financial assets held by the authority, this means that the amount

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

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

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

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

Expected credit loss model

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

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

Fair value through OCI

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

Fair value through P&L

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

1.18 FAIR VALUE MEASUREMENT

The authority measures certain non-financial assets (Surplus Assets, Investment Property and Assets Held for Sale) and its Fair value through OCI and Fair value through P&L financial assets at fair value at the balance sheet date, unless there is no material difference between carrying value and fair value.

Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

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

The fair value of an asset or liability is measured using the assumptions that market participants would use when pricing the asset or liability, assuming that market participants act in their best economic interest. In the case of a non-financial asset, the authority takes into account the market participants' ability to use the asset in its 'highest and best use' or by selling it to another market participant that would use the asset in its 'highest and best use'.

Inputs to the valuation techniques used in measuring fair value are categorised within the fair value hierarchy as follows:

- Level 1 - unadjusted quoted prices in active markets for identical assets or liabilities
- Level 2 - directly or indirectly observable inputs other than quoted prices
- Level 3 - unobservable inputs for the asset or liability.

1.19 INVENTORIES

Inventories held in stores are included in the Balance Sheet at the latest price paid. This is a departure from the requirements of the Code, which require inventories to be shown at the lower of cost and net realisable value. The effect of the different treatment is not considered material.

1.20 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 investments that mature in no more than three months or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

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

1.21 PROVISIONS

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

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

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

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

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

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

1.22 CONTINGENT LIABILITIES

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

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

1.23 RESERVES

The council sets aside specific amounts as usable reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts from the General Fund balance in the Movement in Reserves Statement. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service revenue account in that year to form part of the Surplus or Deficit in the Comprehensive Income and Expenditure Statement. The reserve is then appropriated back into the General Fund Balance in the Movement in Reserves Statement so that there is no net charge against council tax for the expenditure in that year.

Certain reserves are kept to manage the accounting processes for non-current assets, financial instruments, retirement and employee benefits, and they do not represent usable resources for the council – these reserves are known as unusable reserves.

1.24 CONTINGENT ASSETS

A contingent asset arises where an event has taken place that gives the council a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the council.

Contingent assets are not recognised in the Balance Sheet but, where material, disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

1.25 PRIOR PERIOD ADJUSTMENTS, CHANGES IN ACCOUNTING POLICIES AND ESTIMATES AND ERRORS

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

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the council's financial position or financial performance. Where a change made has a material effect, 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.

1.26 EVENTS AFTER THE BALANCE SHEET DATE

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

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

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

1.27 ESTIMATION TECHNIQUES

Estimation techniques are the methods adopted to assess the values of assets, liabilities, gains and losses and changes in reserves in situations where there is uncertainty as to their precise value. Unless specified in the Code or in legislative requirements, the method of estimation will generally be the one that most closely reflects the economic reality of the transaction.

1.28 JOINTLY CONTROLLED OPERATIONS

Jointly controlled operations are activities undertaken by the council, together with other organisations, involving the shared use of the assets and resources of the organisations, 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 and charges or credits the Comprehensive Income and Expenditure Statement with the expenditure it incurs and the share of income it earns from the activity of the operation.

Such operations, not being separate entities, are accounted for in the council only accounts and are not separate entities for Group Account purposes.

1.29 INTERESTS IN COMPANIES AND OTHER ENTITIES – GROUP ACCOUNTS

The council has material interests in companies that have the nature of being subsidiaries and joint ventures and require it to prepare Group Accounts. In the council's own single-entity accounts the interests in companies and other entities are recorded as financial assets at cost (if any), less any provision for losses.

Basis of Consolidation

The group accounts bring together the council's own accounts with those of Gloucestershire Airport Limited (GAL), in which the council has a 50% shareholding, and Cheltenham Borough Homes Limited (CBH), a company limited by guarantee in which the council is the sole member. The accounts of CBH include those of Cheltenham Borough Homes Services Limited (CBHSL), a wholly owned subsidiary of Cheltenham Borough Homes Limited.

GAL has been treated as a Joint Venture since it is jointly owned and controlled with Gloucester City Council. GAL has therefore been consolidated with the council's accounts on an equity accounting basis, in which the council's share of the company's operating results and net assets or liabilities (based on its proportionate shareholding) are shown as separate lines in the main group statements. There is no requirement to adjust for inter-organisation transactions and balances.

CBH has been treated as a Subsidiary (since it is wholly controlled by the council), so its accounts have been consolidated in the main group statements on a line-by-line basis, eliminating inter-organisation transactions and balances.

At 31 March 2023 the council also had a 14.29% shareholding in Ubico Limited, a local authority owned company which has seven members, providing environmental services to the shareholder councils. Since the council does not have control or significant influence over the company, its accounts are not consolidated into the group accounts, however full disclosure notes are provided.

The council also has an interest in Publica Group (Support) Limited, a Joint Venture company limited by guarantee, in which the council is one of four members. The council's share of the company's profit for the year and net assets at the balance sheet date have not been consolidated into the Group Accounts on the basis of immateriality.

The council also has an interest in the South West Audit Partnership Limited (SWAP), a company limited by guarantee. As the council does not have any controlling or significant influence in the company it is classed as an investment, and is not included in the Group Accounts.

Accounting Policies

The financial statements in the group accounts are prepared in accordance with the policies set out above, with the following additions and exceptions:

Cheltenham Borough Homes Limited (CBH)

The financial statements for CBH have been prepared under the historical cost convention in accordance with UK Generally Accepted Accounting Practice (UK GAAP), including Financial Reporting Standard 102 (FRS102) and the Housing SORP 2014: Statement of Recommended Practice for Registered Social Housing providers.

Consequently dwellings owned by CBH are initially valued at historic cost. For the purposes of the group accounts they have been re-valued at Current value to bring them into line with the council's accounting policies, using the existing use value for social housing (EUV-SH) appropriate to the dwellings' tenure as affordable homes. Any revaluation gains or losses are treated as described in paragraph 1.10 (Measurement).

In the company accounts capital grants are written off to the Income and Expenditure account over the estimated life of the asset in line with depreciation. However in the group accounts such grants are treated in accordance with paragraph 1.4, whereby they are credited to the Income and Expenditure account when any conditions attaching to the grant are met.

Gloucestershire Airport Limited

The financial statements of the Airport have been prepared under the historic cost convention

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(except for certain items that are shown at fair value) in accordance with Financial Reporting Standard 102 (FRS102).

Since Investment Property and Property, Plant and Equipment (PPE) assets held by the airport have been valued at fair value no adjustments are required to the value of non-current assets on consolidation with the council's accounts. Unlike in the airport accounts, however, where any gains in value over historic cost are credited to the Profit & Loss Account, such gains are credited in the group accounts to the Revaluation Reserve (for PPE assets) and the Capital Adjustment Account via the Group Income and Expenditure Statement (for Investment Property), in line with the council's accounting policies.

2. CHANGES IN ACCOUNTING POLICY AND ACCOUNTING STANDARDS THAT HAVE BEEN ISSUED BUT HAVE NOT YET BEEN ADOPTED

The Code requires changes in accounting policy to be applied retrospectively unless alternative transitional arrangements are specified. There is also the requirement for an authority to disclose information relating to the impact of an accounting change that will be required by a new standard that has been issued but not yet adopted.

The following standards and amendments are not expected to be introduced until the 1 April 2024:

- IFRS 16 Leases

IFRS 16 is not anticipated to have a material effect on the financial statements or balances of the council since the changes mainly affect the recognition of leases by lessees and the authority does not have any material finance or operating lease liabilities as lessee. The Council also have not opted to adopt the standard early.

3. CRITICAL JUDGEMENTS USED IN APPLYING ACCOUNTING POLICIES

In applying the accounting policies set out on pages 18-36, the council has had to make certain judgements about complex transactions or those which may be uncertain depending on future events.

Leases

Leases have been classified in accordance with the IFRS criteria. In making these assessments the council has deemed all existing lessor leases (with the exception of the leases of vehicles and plant to Ubico Limited) as being operating leases.

The leases of vehicles and plant to Ubico have been classified as finance leases. Ubico pay a market-rate for the use of the vehicles and are responsible for insuring and maintaining the vehicles/plant and determining their deployment (including use across other Ubico contracts where necessary). The company pays for new vehicles/plant over periods of 3 - 8 years, according to the estimated useful economic life of the assets. The leases have been treated as finance leases since i) the sum of the lease payments is equal the cost of purchasing the assets; ii) the length of the term represents 'substantially all' of the useful life of the assets; and iii) the rights and responsibilities of ownership of the assets (maintenance, insurance, deployment) sit with the company.

Business Rate Appeals Provision

The Local Government Finance Act 2012 introduced a business rates retention scheme that enables local authorities to retain a proportion of the business rates generated in their area. The new arrangements for the retention of business rates came into effect on 1 April 2013. From this date district councils such as

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Cheltenham assume a share of the liability for refunding ratepayers as a result of successful appeals and other reductions made by the Valuation Office in the rateable values on the rating list. A successful appeal or other reduction may mean the council having to refund rates paid in previous years. The council has therefore set aside a provision to cover its share of the repayments it estimates will be made and made a judgement as to the timescale over which they are likely to be repaid.

The provision is based on the expected success rate of appeals lodged at the year end, together with an estimated reduction in the rating list, based on historical experience.

Group Accounts

In assessing the need for group accounts the council has had to make judgements to establish the boundaries of the group (deciding which organisations over which it has or does not have a controlling or significant interest), and judgements as to the classification of group entities (as subsidiaries, associates or joint ventures). Further details are given in the Group Accounts section on page 89.

4. ASSUMPTIONS MADE ABOUT THE FUTURE AND OTHER MAJOR SOURCES OF ESTIMATION UNCERTAINTY

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

The items on the council's Balance Sheet at 31st March 2022 for which there is a significant risk of material adjustment in the forthcoming financial year are as follows:

Item	Uncertainties	Effect if actual results differ from assumptions
Valuation of non-current assets (£467.163m)	<p>The Covid-19 pandemic and lockdown arrangements in place through 2020/21 and 2021/22 have had a significant impact on daily life and the global and UK economies. In the period post pandemic recovery, the pressures of rising inflation and interest rates have also had a significant impact on the valuation of non-current assets and the property market as a whole.</p> <p>For those assets valued on a Depreciated Replacement Cost (DRC) basis, the rising building costs create uncertainty when determining the re-build cost of assets.</p> <p>For those assets valued on an Existing Use Value, the impact of both the pandemic and rising rental costs have also increased uncertainty about potential rental yields.</p>	<p>There is more information available than in the previous years to understand the impact of the pandemic on the carrying value of these assets.</p> <p>The carrying value of assets valued on a DRC basis is £81.799m. A 2% change in the build cost of these assets would mean the carrying value would increase or decrease by £1.636m.</p> <p>The carrying value of assets valued on an Existing Use basis is £57.770m. A change in the market rent estimate for these assets would result in a change in carrying value of the assets as the rental yield figures changed.</p> <p>However, although any change in carrying values would reduce the council's 'net worth', in themselves they would have no impact on the authority's revenue account and ability to deliver services, since they are chargeable to unusable reserves</p>

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Item	Uncertainties	Effect if actual results differ from assumptions
		and not the surplus or deficit on the provision of services.
Property, Plant and Equipment (£467.163m)	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 assets falls. It is estimated that the annual depreciation charge for buildings (including council dwellings), vehicles, plant and equipment, Infrastructure and surplus assets would increase by £0.100 million for every year that useful lives had to be reduced.
Fair Value measurements (£110.990m)	When the fair values of financial assets and financial liabilities cannot be measured based on quoted prices in active markets (i.e. Level 1 inputs) their fair value is measured using valuation techniques. Where possible, the inputs to these valuation techniques are based on observable data but where this is not possible judgement is required in establishing fair values. These judgements typically include considerations such as uncertainty and risk. However, changes in the assumptions used could affect the fair value of the Council's assets and liabilities.	The unobservable inputs used in the fair value measurement of our assets and liabilities include management assumptions made in relation to rents, growth, vacancy levels and discount rates. Of £65.268m of investment property, £13.408m of the carrying value is based on assumptions relating to income and yields. A 2% change in yield would result in the investment property balance changing by £268k. Likewise, fair value measurement has been applied to value the surplus assets portfolio with a carrying value of £43,417k. A 2% change in the key assumptions would result in the balance changing by £868k. The Council has used a discounted cash flow model to measure the fair value its investment in an unlisted company. The carrying value of this investment is Nil and a significant change in the basis of the assumptions for cash inflows, outflows and discount rate would be required for this to have a material impact on the disclosure in the statement of accounts. Separate sensitivity analysis is disclosed below for the fair value measurement of the pension liability.
Pensions Liability (£11.136m)	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of	The effects on the net pensions' liability of changes in individual assumptions can be measured. For example, a 0.1% decrease in the discount rate assumption would result in an increase in the pension liability

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Item	Uncertainties	Effect if actual results differ from assumptions
	consulting actuaries is engaged to provide the council with expert advice about the assumptions to be applied.	of approximately 1% (£1,826k). A sensitivity analysis is included in Note 34. The impact of the continuing economic uncertainties on the value of the pension liability is somewhat offset by the strategy to make lump sum overpayments, minimising the financial risk to the Council.
Non-domestic rates (NDR) appeals provision (£0.972m)	This provision has been set up to meet losses arising from the successful appeal of businesses against the rateable value of their properties and other rateable value reductions. The provision is based on an expected success rate of appeals submitted at 31 March and on an estimated reduction in rateable value. Although based on past experience, both the actual success rate and actual reduction may differ from the estimate.	For appeals and other rateable value reductions relating to charges from 1 st April 2017, a 1% increase in the estimated rateable value reduction would result in an increase in the estimated provision required of £143,344, of which the council's share would be £57,377 (based on 2022/23 shares). The provision required is therefore sensitive to small changes in the reductions awarded and any under-provision could have significant impact on the council's income.

5. ADJUSTMENTS BETWEEN ACCOUNTING AND FUNDING BASIS UNDER THE REGULATIONS

This note details the adjustments that have been made to Total Comprehensive Income and Expenditure so that it equals the resources which, under statutory provisions, are available to meet future capital and revenue expenditure. The following describes the major reserves and the adjustments made to each reserve:

General Fund Balance

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

Housing Revenue Account (HRA) Balance

The HRA Balance reflects the council's statutory obligation to maintain a separate revenue account for local authority council housing in accordance with Part VI of the Local Government and Housing Act 1989.

It contains the balance of income and expenditure as defined by the 1989 Act that is available to fund future expenditure in connection with the council's landlord function.

Capital Receipts Reserve

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

Major Repairs Reserve

The council is required to maintain a Major Repairs Reserve, which is used to finance capital expenditure incurred by the HRA.

Capital Grants Unapplied Reserve

The Capital Grants Unapplied Reserve holds the grants and contributions received towards capital projects for which the council has met the conditions that would otherwise require repayment of the monies, but which have yet to be applied to meet expenditure.

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2021/22 Usable Reserves					2022/23 Usable Reserves					
General Fund Balance £'000	Housing Revenue Account £'000	Capital Receipts Reserve £'000	Major Repairs Reserve £'000	Capital Grants Unapplied £'000		General Fund Balance £'000	Housing Revenue Account £'000	Capital Receipts Reserve £'000	Major Repairs Reserve £'000	Capital Grants Unapplied £'000
					Adjustments to Revenue Resources					
					<i>Amounts by which income and expenditure included in the Comprehensive Income and Expenditure Statement are different from revenue for the year calculated in accordance with statutory requirements</i>					
					Reversal of entries included in the surplus or deficit on the provision of services in relation to capital expenditure (charged or credited to the Capital Adjustment Account)					
(4,395)	5,108	-	-	-	- Charges for depreciation, amortisation and impairment of non-current assets	(4,378)	5,432	-	-	-
(1)	-	-	-	-	- Revaluation losses on, and derecognitions of, Property, Plant and Equipment	-	-	-	-	-
(18)	(5)	-	-	-	- Movements in the fair value of Investment properties	(4,509)	-	-	-	-
5,253	1,033	-	-	(5,873)	- Capital grants and contributions	1,602	1,195	-	-	(1,602)
(615)	-	-	-	-	- Revenue Expenditure Funded from Capital Under Statute	(877)	-	-	-	-
(365)	(1,307)	-	-	-	- Amounts of non-current assets written off on sale as part of the gain/loss on disposal	(1,009)	(1,689)	-	-	-
55	-	(55)	-	-	- Capital grants repaid	17	-	(17)	-	-
(473)	-	-	-	-	- Pension costs transferred from the Pensions Reserve	(733)	-	-	-	-
146	-	-	-	-	- Financial instruments transferred from the Financial Instruments Adjustment Account	146	-	-	-	-
733	-	-	-	-	- Fair value gains and losses of Pooled Investment Funds	(804)	-	-	-	-
9,209	-	-	-	-	- Council tax and NNDR net deficit transferred to the Collection Fund Adjustment Account	6,427	-	-	-	-
168	-	-	-	-	- Holiday Pay transferred to the Accumulated Absences Account	9	-	-	-	-
9,697	4,829	(55)	-	(5,873)	Total adjustments to Revenue Resources	(4,109)	4,938	(17)	-	(1,602)
					Adjustments between Revenue and Capital resources					
397	2,444	(1,904)	-	-	- Transfer of non-current asset sale proceeds from revenue to capital receipts	1,075	2,845	(3,345)	-	-
(397)	(31)	31	-	-	- Administrative costs of non-current asset disposals funded by capital receipts	(20)	(22)	42	-	-
-	-	396	-	-	- Payments to the government housing receipts pool funded by a transfer from capital receipts	-	-	-	-	-
-	-	-	(5,368)	-	- Transfer of HRA resources from revenue to the Major Repairs Reserve	-	-	-	(5,589)	-
759	-	2,980	-	-	- Statutory and voluntary provision for the repayment of debt transferred to the Capital Adjustment Account	842	-	1,245	-	-
85	2	-	-	-	- Capital expenditure financed from revenue balances transferred to the Capital Adjustment Account	268	1,613	-	-	-
844	2,415	1,503	(5,368)	-	Total adjustments between Revenue and Capital Resources	2,165	4,436	(2,058)	(5,589)	-
					Adjustments to Capital resources					
-	-	3,611	-	-	- Use of capital receipts to finance capital expenditure	-	-	3,734	-	-
-	(5,368)	-	5,368	-	- Use of the Major Repairs Reserve to finance capital expenditure	-	(5,589)	-	5,589	-
-	-	-	-	4,517	- Application of capital grants and contributions to fund capital expenditure	-	-	-	-	1,612
-	-	(855)	-	-	- Transfer from Deferred Capital Receipts upon receipt of cash	-	-	(897)	-	-
-	-	(300)	-	-	- Capital loans repaid	-	-	(305)	-	-
-	(5,368)	2,456	5,368	4,517	Total adjustments to Capital Resources	-	(5,589)	2,532	5,589	1,612
10,541	1,876	3,904	-	(1,356)	Total adjustments between Accounting and Funding basis under the regulations	(1,944)	3,785	457	-	10

STATEMENT OF ACCOUNTS 2022/23

6. EVENTS AFTER THE REPORTING PERIOD

This Statement of Accounts was authorised for issue by the Section 151 Officer on 31 May 2023. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2023, the figures in the financial statements and notes have been adjusted in all material respects to reflect the impact of this information.

7. OTHER OPERATING EXPENDITURE

	2022/23 £000	2021/22 £000
Parish Precepts	380	337
Payments to the Government Housing Capital Receipts Pool	-	397
Net (Gains) / losses on disposal of non-current assets	(1,200)	(1,138)
Total Other Operating Expenditure	(820)	(405)

8. FINANCING AND INVESTMENT (INCOME) AND EXPENDITURE

	2022/23 £000	2021/22 £000
Interest payable and similar charges	4,549	3,835
Net interest on the net defined benefit liability/(asset)	1,121	1,096
Interest and investment income	(1,035)	(653)
Fair value changes in financial assets (Pooled Funds)	804	(740)
Income and expenditure on investment properties and changes in their fair value	658	(3,652)
Net Financing and Investment (Income) and Expenditure	6,097	(114)

9. TAXATION AND NON SPECIFIC GRANT (INCOME) AND EXPENDITURE

	2022/23 £000	2021/22 £000
Council Tax	(10,146)	(9,812)
Non -Domestic Rates (income) and expenditure		
- Billing authority share	(20,220)	(21,945)
- Collection Fund deficit	(151)	4,970
- Tariff payable to central government	19,245	19,245
- Levy payable to central government less Pool surplus	313	408
	(813)	2,678
General government grants	(4,403)	(7,873)
Capital grants and contributions	(2,936)	(7,162)
Net Taxation and Non Specific Grant Income	(18,298)	(22,169)

STATEMENT OF ACCOUNTS 2022/23

10. MEMBERS' ALLOWANCES

In 2022/23 the council paid £403,189 (2021/22 £380,152) in allowances to its 40 members. The expenditure reflects members' allowances approved by council for 2022/23. Full details of the Members' Allowances scheme for the year can be found on the council's website.

11. OFFICERS' REMUNERATION

Senior Officers whose salary is equal to or more than £50,000 per annum:

2022/23

Post Title	Salary £	Expenses/Allowances £	Compensation for the Loss of Office £	Other Payments £	Total remuneration excluding pensions contributions £	Pension contributions £	Total Remuneration including pension contributions £
Chief Executive Officer	126,705	610	-	235	127,550	25,277	152,827
Executive Director , Communities & Place	93,355	609	-	-	93,964	18,671	112,635
Managing Director , Place & Economic Development (Left 31/08/2022)	45,701	861	36,143	180	82,884	237,658	320,543
Executive Director , Finance, Assets & Regeneration	101,470	93	-	5,320	106,882	20,703	127,586
Total	367,230	2,172	36,143	5,735	411,280	302,309	713,589

2021/22

Post Title	Salary £	Expenses/Allowances £	Compensation for the Loss of Office £	Other Payments £	Total remuneration excluding pensions contributions £	Pension contributions £	Total Remuneration including pension contributions £
Chief Executive Officer	124,780	755	-	720	126,255	24,956	151,211
Executive Director - People & Change	85,352	579	-	-	85,931	17,090	103,021
Managing Director - Place & Growth	102,175	24	-	750	102,949	20,435	123,384
Executive Director , Finance and Assets	85,352	-	-	14,604	99,956	19,328	119,284
Total	397,659	1,358	-	16,074	415,091	81,809	496,900

Notes:

For the purposes of this disclosure 'Senior Officer' means Chief Executive, their direct reports and statutory chief officers whose salary is between £50,000 and £150,000. The Council changed their Directorate structure on 1 August 2022 from three Directorates to two. As part of this exercise the Place & Growth Directorate was split and merged into the new structure of Finance, Assets and Regeneration and Place and Communities. The Managing Director, Place & Growth left the Council as part of this transition.

STATEMENT OF ACCOUNTS 2022/23

In 2022/23, the position of statutory role of Monitoring Officer for the council was carried out by Claire Hughes from 24 October 2022, under a shared arrangement with Stroud District Council. The Council pays a contribution of 50% of her costs, being £36,645 in 2022/23. Prior to this appointment, Mr Howard Norris was engaged as the Council's interim monitoring officer. The council paid £59,500 in relation to the provision of this service in 2022/23.

The number of other employees whose remuneration, excluding employer's pension contributions, was £50,000 or more in bands of £5,000 was:

Remuneration Band	No of Employees 2022/23	No of Employees 2021/22
£50,000 - £54,999	6	8
£55,000 - £59,999	10	3
£60,000 - £64,999	2	0
£65,000 - £69,999	0	1
£70,000 - £74,999	2	1
£75,000 - £79,999	0	1
£80,000 - £84,999	0	
£85,000 - £89,999	0	
£90,000 - £94,999	1	
Total	21	14

12. TERMINATION BENEFITS

The council terminated the contract of six in 2022/23 (eight in 2021/22). Total costs incurred were £331,865.95 (£80,675 in 2021/22). These costs have been charged to the relevant service lines within the Comprehensive Income and Expenditure Statement.

These termination benefits are summarised in the table below:

2022/23		Bands	2021/22	
No. of staff	£		No. of staff	£
5	67,204	£0 - £40,000	8	80,675
		£40,001 - £80,000		
		£80,001 - £120,000		
		£120,001 - £160,000		
		£160,001 - £200,000		
		£200,001 - £240,000		
1	264,662	£240,001 - £280,000		
6	331,866		8	80,675

13. RELATED PARTY TRANSACTIONS

Transactions do not in themselves create a related party relationship: there has to be some element of control or influence by one party over another, or by a third party over the two parties. The most common form of influence is having representation on the board or governing body, but it can also be gained from an ownership interest, from statutory provisions or by agreement. This note summarises the transactions undertaken with parties which meet this definition for the Council, its Senior Officers and its Members in 2022/23.

Central Government

The UK Government has effective control over the general operations of the council - it is responsible for providing the statutory framework and legislation within which the council operates, provides a large proportion of its funding in the form of grants and prescribes the terms of many of the transactions that the council has with other parties (e.g. council tax bills, housing benefits). Grants received from government departments are shown in note 16 on page 49.

Council Members

Members of the council have direct control over the council's financial and operating policies. The total of members' allowances paid in 2022/23 is shown in note 11 on page 43. Members complete an annual declaration to report any business interests on an annual basis. Only one Member has declared an interest where control and influence may be exercised within an outside commercial organisation in which the Council has transacted in 2022/23.

A grant payment of £195,050 (2021/22 £195,050) was made to the Everyman Theatre in 2022/23. This is an annual payment where there is a grant agreement in place. The Council Member in place does not vote or, nor is involved in the discussions around the grant payment.

A grant payment of £60,000 was made to the Playhouse Theatre in 2022/23. This is an annual payment where there is a grant agreement in place. The Council Member in place does not vote or, nor is involved in the discussions around the grant payment.

Other public bodies (subject to common control by central government)

The council collects precepts on behalf of Gloucestershire County Council, the Gloucestershire Police and Crime Commissioner and the Parish Councils within the borough. Precepts for the County and Police and Crime Commissioner are shown in the Collection Fund on page 86.

Companies

Gloucestershire Airport Limited

The council has a 50% shareholding in Gloucestershire Airport Limited. The airport's accounts have been consolidated into the Group Accounts. At the latest version of the 2022/23 Statement of Accounts, the Airport is currently being marketed for sale for Cheltenham Borough Council and Gloucester City Council.

The airport paid a profit share of rental income to the Council in the year of £29,811(2021/22 £27,954).The temporary overdraft facility that was provided has increased during 2022/23 by £300,000 taking the overdraft as at 31 March 2023 to £1,225,000. Two further small capital loans totalling £165,000 were loaned to them in October 2020, with £12,487 paid in 2022/23 reducing the outstanding amount to £136,513 A new capital loan facility was added in 2021/22 for the runway project which amounted to £2.3 million. A further loan was added in 2022/23 for £3.11 million, taking the combined total to £5.41 million. The loans were provided on an arm's length basis and are disclosed in Note 26 of the accounts.

STATEMENT OF ACCOUNTS 2022/23

Cheltenham Borough Homes Limited (CBH)

The council wholly owns an Arm's Length Management Organisation (Cheltenham Borough Homes Limited), which is limited by guarantee. The accounts for this company have been consolidated into the Group Accounts. One councillor serves on the company's Board of Directors.

The council procured supplies and services totalling £13,749,527 from CBH during 2022/23 (£12,651,913 in 2021/22). CBH procured supplies and services from the council totalling £545,477 during 2022/23 (£1,192,073 in 2021/22). Overall, at year end the council owed CBH £1,006,445 as a creditor on the balance sheet. A Management Agreement is in place between the two parties for the provision of services to the Council. Services were provided to CBH in line with our financial regulations.

Balances outstanding at the year-end were as follows:

	2023 £'000	2022 £'000
The Council owed CBH	(1,074)	(1,541)
CBH owed the Council	8,218	8,493
	<u>7,144</u>	<u>6,952</u>

Ubico Limited

Ubico Limited delivers environmental services for eight County Councils. Cheltenham County Council holds an equal 1/8th shareholding in the company. The Executive Director for Finance and Assets is also a Board Member for Ubico Limited.

The company provides services to the shareholder councils on a not-for-profit basis and therefore qualifies for the Teckal exemption (named after the EU case that established the principle). As a Teckal company, Ubico Limited must ensure that the percentage of work undertaken outside of the shareholder contracts is less than 20% of its total activity.

The council procured supplies and services totalling £9,516,634 from Ubico Limited in the year (£8,750,927 in 2021/22), £403,187 (£57,284 in 2021/22) of which is included in the council's balance sheet as a short term creditor at the year end. The company procured supplies and services from the council totalling £450,829 in the year (£464,434 in 2021/22), £164,338 (£429,416 in 2021/22) of which is included in the council's balance sheet within the short term debtor at the year end. A Management Agreement is in place between the two parties for the provision of services to the Council. Services were provided to Ubico Limited in line with our financial regulations.

Vehicles and plant used by Ubico to provide environmental services in the borough are initially purchased by the council and then leased to the company in the year of purchase under a finance lease arrangement. At 31st March 2023 the amount owing to the council under these leases totalled £2.62 million (£2.94 million at 31st March 2022). The leases are disclosed in Note 23 on page 60.

Publica Group (Support) Limited

Publica Group (Support) Limited is a not-for-profit company limited by guarantee, with no share capital. The company has Mutual Trading Status to deliver services on behalf of the council and services to other member councils under contract.

The company is a Teckal company, fulfilling the conditions set out in Regulation 12(4) of the Public Contracts Regulations 2015. The company is subject to management supervision by the Members. As such, the company is a body governed by public law as defined in the Public Contracts Regulations 2015.

STATEMENT OF ACCOUNTS 2022/23

In the year the council purchased services from Publica Group (Support) Limited to the value of £939,337 (£1,210,310 in 2021/22).

South West Audit Partnership Limited (SWAP)

The council is a member of SWAP which is a company limited by guarantee, wholly owned and controlled as an in-house company by its members. It is a local authority controlled company for the purposes of Part V of the Local Government and Housing Act 1989. The liability of each member is limited to £1, being the amount that each member undertakes to contribute to the assets of the company in the event of it being wound up whilst a member or within one year after ceasing to be a member. The Executive Director for People and Change is also a Board Member for SWAP.

In the year the council purchased services from SWAP totalling £114,180 (£108,374 in 2021/22). The services are provided under a Service Level Agreement.

Cheltenham Business Improvement District

Cheltenham Business Improvement District (BID) is an elected organisation set up to deliver a range of projects that benefit businesses in the district of Cheltenham covering the town centre, including the Promenade, Montpellier and The Brewery Quarter. Cheltenham Borough Council's Managing Director of Place and Growth was a Director of the BID until July 2022 which the Council do undertake transactions with. Following the departure of the Managing Director of Place and Growth the position was taken up by the Executive Director of Communities and Place in July 2022.

In the year the council purchased services from BID totalling £32,541. The council also provided services in the year totalling £89,648.

Officers

Monitoring Officer (MO)

Cheltenham Borough Council shares its Monitoring Officer with Stroud District Council. The MO is an employee of, and paid by, Stroud District Council. Whilst the officer is shared and has influence in both councils, she is required to act separately for each council.

14. EXTERNAL AUDIT COSTS

	2022/23 £	2021/22 £
Fees payable to the External Auditor with regard to external audit services carried out by the appointed auditor	71,394	69,143
Fees paid to the External Auditor for the certification of grant claims and returns	25,000	28,923
Fees paid to the External Auditor for the certification of grant claims and returns for prior period		20,044
Other work provided by the appointed auditor:		
Audit of Pooled Capital Housing receipts	6,000	7,500
	102,394	125,610

STATEMENT OF ACCOUNTS 2022/23

15. GRANT INCOME

The council credited the following grants and contributions to the Comprehensive Income and Expenditure Statement:

	2022/23 £'000	2021/22 £'000
Credited to Other Income and Expenditure		
New Homes Bonus	(638)	(747)
Section 31 Business Rates compensation grants	(3,412)	(6,773)
Capital Grants and Contributions	(2,578)	(6,940)
Other grants and contributions	(353)	(403)
	(6,981)	(14,863)
Credited to Services		
Housing Benefits subsidy & administration grants	(19,449)	(21,246)
Council Tax Benefit administration grants	(121)	(123)
Other Grants and contributions	(2,117)	(1,796)
Covid-19 Loss of Income grants	-	(551)
Covid-19 Expenditure grants	(15)	(1,282)
Energy rebate payment scheme	(6,511)	-
Partnership funding and contributions	(694)	(628)
	(28,907)	(25,627)

The council has received a number of grants and contributions that have yet to be recognised as income as they have conditions attached to them which have yet to be met. The balances at the year-end are as follows:

	2022/23 Current £'000	2022/23 Long Term £'000	2021/22 Current £'000	2021/22 Long Term £'000
Receipts in Advance – Revenue				
Commuted Grounds Maintenance contributions	-	(95)	-	(95)
Flood Relief	(145)	-	(361)	-
Homelessness	(219)	-	(37)	-
Community Welfare Grants	(825)	-	(524)	-
Covid-19 Enforcement Grants	(277)	-	(540)	-
Garden Communities Grant	(69)	-	(135)	-
UK Shared Prosperity Fund	(108)	-	-	-
Other grants and contributions	(146)	(180)	(114)	(180)
	(1,789)	(275)	(1,711)	(275)
Receipts in Advance – Capital				
Affordable housing contributions	-	(1,231)	-	(80)
Government grants	(136)	-	(150)	-
Partnership funding	(12)	-	(138)	-
Other grants and contributions	(1,112)	-	(372)	-
	(1,260)	(1,231)	(660)	(80)

STATEMENT OF ACCOUNTS 2022/23

16. SEGMENTAL REPORTING

EXPENDITURE & FUNDING ANALYSIS

The objective of the Expenditure and funding Analysis is to demonstrate to council tax and rent payers how the funding available to the authority (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 by authorities 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.

2021/22				2022/23		
Net expenditure chargeable to the General Fund and HRA balances £'000	Adjustments between the funding and accounting basis (note below) £'000	Net expenditure in the Comprehensive Income and Expenditure statement £'000		Net expenditure chargeable to the General Fund and HRA balances £'000	Adjustments between the funding and accounting basis (note below) £'000	Net expenditure in the Comprehensive Income and Expenditure statement £'000
1,706	183	1,889	Chief Executive	3,691		3,895
8,234	(2,671)	5,563	Finance, Assets and Regeneration (formally Finance and Assets Directorate)	6,329	204 (1,102)	5,246
3,756	582	4,338	Communities and Place (formally People and Change Directorate)	10,648	1,499	12,129
6,004	2,485	8,489	Place and Growth Directorate	-	-	-
(2,674)	273	(2,401)	Local Authority housing (HRA)	(2,761)	157	(2,604)
17,027	851	17,878	Net Cost of Services	17,907	758	18,666
(9,416)	(13,272)	(22,688)	Other income and expenditure	(10,422)	(2,598)	(13,020)
7,611	(12,417)	(4,810)	(Surplus) or Deficit	7,485	(1,840)	5,646
(22,059)			Opening General Fund and HRA balance including earmarked reserves at 1 April	(14,448)		
7,611			Add (Surplus) / deficit in year	7,485		
(14,448)			Closing General Fund and HRA balance including earmarked reserves at 31 March**	(6,962)		

** for a split of the balance between the General Fund, HRA and earmarked reserves see the Movement in Reserves Statement

STATEMENT OF ACCOUNTS 2022/23

NOTE TO THE EXPENDITURE AND FUNDING ANALYSIS

2021/22				Adjustments from General Fund to arrive at the Comprehensive Income and Expenditure Statement amounts	2022/23			
Adjustments for capital purposes (note 1 below) £'000	Net changes for the Pension Adjustments (note 2 below) £'000	Other Differences (note 3 below) £'000	Total Adjustments £'000		Adjustments for capital purposes (note 1 below) £'000	Net changes for the Pension Adjustments (note 2 below) £'000	Other Differences (note 3 below) £'000	Total Adjustments £'000
-	204	(21)	183	Chief Executive		207	(3)	204
1	(2,636)	(36)	(2,671)	Finance, Assets and Regeneration (formally Finance and Assets Directorate)	125	(1,231)	4	(1,102)
125	488	(31)	582	Communities and Place (formally People and Change Directorate)	872	636	(10)	1,499
1,419	1,147	(81)	2,485	Place and Growth Directorate		-	-	-
273	-	-	273	Local Authority housing (HRA)	157	-	-	157
1,818	(797)	(169)	851	Net Cost of Services	1,155	(387)	(9)	758
(5,014)	1,096	(9,354)	(13,272)	Other Income and Expenditure from the Funding Analysis	2,050	1,121	(5,769)	(2,598)
(3,195)	299	(9,524)	(12,417)	Difference between General Fund surplus or deficit and Comprehensive Income and Expenditure Statement surplus or deficit	3,205	734	(5,778)	(1,840)

Notes

(1) **Adjustments for capital purposes** – this column adds in revaluation gains/losses on Property, Plant and Equipment, capital grants repaid and Revenue Expenditure Funded from Capital under Statute (REFCUS) in the service lines and for:

- Other Operating Expenditure – adds gains/losses on disposals of Property, Plant and Equipment and capital receipts paid to the housing pool
- Financing and Investment Income and Expenditure – the statutory charges for capital financing (Minimum and Voluntary Revenue Provision) and revenue financing of capital expenditure are deducted as these are not chargeable under generally accepted practices, and changes in the fair value of Investment properties are added
- Taxation and Non-specific Grant Income and Expenditure – this line is credited with capital grants and donations receivable in the year which have no conditions or for which conditions were satisfied in the year.

Depreciation and amortisation charges are included in the service lines in the Net Expenditure chargeable to the General Fund and HRA balances column of the Expenditure and Funding Analysis (as they are included in reports to management), but then (in the case of the General Fund) reversed out in Other Income and Expenditure so they have no impact on council tax. The reversal is removed in the Other Income and Expenditure line in the adjustments for capital purposes column above to ensure such charges are included in the surplus or deficit on the provision of services in the Comprehensive Income and Expenditure Statement.

(2) **Net change for the Pensions Adjustments**

- for services - the removal of employer pension contributions and their replacement with current and past service costs
- for Financing and Investment Income and Expenditure – the addition of net interest on the pensions defined benefit liability.

(3) **Other Differences**

- for Financing and Investment Income and Expenditure – adjustments to the general fund for timing differences in premiums and discounts on financial instruments and for changes in the fair value of pooled investment funds
- for Taxation and Non-specific Grant income and Expenditure – timing differences between the income for council tax and non-domestic rates (NDR) credited under statutory regulations and that recognised under generally accepted accounting practice.
- for services – accruals for holiday pay.

STATEMENT OF ACCOUNTS 2022/23

SEGMENTAL INCOME AND EXPENDITURE

The net expenditure chargeable to the general fund and HRA balances in the Expenditure and Funding Analysis includes the following items on a segmental basis:-

	2022/23		2021/22	
	Depreciation, amortisation and impairment £'000	Revenues from external customers* £'000	Depreciation, amortisation and impairment £'000	Revenues from external customers* £'000
Chief Executive	233	(71)	-	(11)
Finance, Assets and Regeneration (formally Finance and Assets Directorate)	3,545	(11,004)	2,089	(868)
Communities and Place (formally People and Change Directorate)	601	(5,878)	583	(1,062)
Place and Growth Directorate	-	-	1,724	(11,851)
Housing Revenue Account (HRA)	5,748	(21,872)	5,630	(21,151)
Total analysed on a segmental basis	10,126	(38,825)	10,026	(34,943)

*Revenues from external customers are included in "Fees, charges & other service income" in note 17 below.

17. EXPENDITURE AND INCOME ANALYSED BY NATURE

	2022/23 £'000	2021/22 £'000
Expenditure		
Employee benefit expenses	13,441	12,692
Other service expenses	63,577	55,980
Depreciation, amortisation, impairment	10,126	10,025
Losses on revaluation of Property, Plant & Equipment, Investment property and financial assets	5,501	(16)
Interest payments	5,670	4,930
Precepts and levies	19,786	24,936
Payments to Housing Capital Receipts Pool	-	397
Total Expenditure	118,102	108,944
Income		
Fees, charges and other service income	(43,613)	(39,096)
Interest and investment income	(1,003)	(1,297)
Income from council tax and non-domestic rates	(30,366)	(31,733)
Government grants and contributions	(36,275)	(40,487)
Net gains on disposal of non-current assets	(1,199)	(1,138)
Total Income	(112,456)	(113,751)
(Surplus) or Deficit on the Provision of Services	5,646	(4,807)

STATEMENT OF ACCOUNTS 2022/23

18. PROPERTY, PLANT & EQUIPMENT

Property, Plant & Equipment

2021/22							2022/23							
Council dwellings	Other Land and buildings	Vehicles, Plant and equipment	Community assets	Surplus assets	Assets under construction	Total	Council dwellings	Other Land and buildings	Vehicles, Plant and equipment	Community assets	Surplus assets	Assets under construction	Total	
£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
							Cost or valuation							
231,838	137,640	5,814	148	44,147	9,969	429,556	At 1 April	251,637	140,594	6,117	148	45,336	10,781	454,613
10,582	395	620	-	3	7,546	19,146	Additions	13,073	1,028	1,217	3	-	3,200	18,521
4,353	2,723	-	-	863	-	7,939	- Revaluation increases / (decreases) recognised in the Revaluation Reserve	(6,368)	1,205	-	-	(4)	-	(5,167)
-	(6)	-	-	(92)	-	(98)	- Revaluation increases / (decreases) recognised in the surplus / deficit on the provision of services	-	-	-	-	-	-	-
(1,307)	-	(317)	-	-	-	(1,624)	Derecognition - disposals	(1,689)	-	(576)	-	(130)	-	(2,395)
-	(158)	-	-	415	-	257	Derecognition - other	-	-	-	-	-	-	-
6,171	-	-	-	-	(6,734)	(563)	Assets reclassified (to)/from held for resale	19	1,891	-	-	(3,674)	(19)	(1,783)
251,637	140,594	6,117	148	45,336	10,781	454,613	At 31 March	256,672	144,718	6,758	151	41,528	13,962	463,789
							Accumulated Depreciation and Impairment							
-	(734)	(3,039)	(1)	(22)	(42)	(3,838)	At 1 April	(70)	(3,200)	(3,458)	(1)	(10)	(150)	(6,889)
(5,063)	(3,481)	(418)	-	(211)	-	(9,173)	Depreciation charge	(5,338)	(3,425)	(388)	-	(157)	-	(9,308)
5,056	1,006	-	-	227	-	1,233	Depreciation written out to the Revaluation Reserve	5,401	3,507	-	-	31	-	8,939
-	5	-	-	(4)	-	1	- Depreciation written out to the surplus / deficit on the provision of services	-	-	-	-	3	-	3
(63)	4	-	-	-	(108)	(167)	Impairments	-	-	-	-	-	(158)	(158)
(70)	(3,200)	(3,457)	(1)	(10)	(150)	(6,888)	At 31 March	(7)	(3,118)	(3,846)	(1)	(133)	(308)	(7,413)
251,567	137,394	2,660	147	45,326	10,631	447,725	Net Book Value at 31 March	256,665	141,600	2,912	150	41,395	13,654	456,376

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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.

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

Infrastructure Assets	2021/22	2022/23
	£'000	£'000
Opening Net Book Value	10,028	9,657
Additions	103	356
Depreciation charged in the year	(474)	(469)
Closing Net Book Value	9,657	9,544

Total Property, Plant & Equipment reported on Balance Sheet	2021/22	2022/23
	£'000	£'000
Council dwellings; Other Land & Buildings; vehicles plant and equipment; community, s	447,725	456,376
Infrastructure Assets	9,657	9,544
Non-current assets Net Book Value	457,382	465,920

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Depreciation

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

- Council dwellings – between 10 - 75 years depending on the component, for example 20 years for kitchens, 30 years for bathrooms and windows, 60 years for roofs
- Other Buildings – between 15 - 60 years, depending on the individual building
- Vehicles, Plant, Furniture and Equipment - between 5 - 15 years, depending on the type of asset
- Infrastructure - 40 years for General Fund assets, 25 years for HRA assets.

The individual remaining useful lives of each asset are reviewed annually or on revaluation and amended as necessary.

Revaluations

The council formally re-values its land and buildings on a rolling programme to ensure they are revalued at least every five years, however in accordance with the Code all land and building values are reviewed annually for material changes and re-valued at 31 March if necessary. Valuations have been carried out both internally by the council's property section and externally. Valuations of land and buildings were carried out using the methodologies and bases of estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

The table below summarises the valuation basis and date of valuation (if applicable):

	Council Dwellings £'000	Other land and buildings £'000	Vehicles, plant, furniture & equipment £'000	Infrastructure assets £'000	Community assets £'000	Surplus assets £'000	Assets under construction £'000	Total £'000
Carried at (depreciated) historical cost	-	-	2,912	9,544	150	-	11,194	23,800
Valued at current value as at 31 st March:								
2018	-	444	-	-	-	-	-	444
2019	-	799	-	-	-	-	-	799
2020	-	3,051	-	-	-	-	-	3,051
2021	231,838	130,620	-	-	-	43,464	-	405,922
2022	18,993	2,480	-	-	-	1,862	(564)	22,771
2023	5,834	4,206	-	-	-	(3,931)	3,024	9,133
Total cost or valuation	256,665	141,600	2,912	9,544	150	41,395	13,654	465,920

Componentisation

Under the Code the council is required to account separately for significant building components as defined in the council's Componentisation policy. This is to ensure material components are depreciated over their respective useful lives. Components separately identified relate only to council dwellings, where the main ones are roofs, walls, kitchens, bathrooms, electrics, heating, windows/doors, solar panels, and communal lifts and services.

Fair value measurement of Surplus assets

The fair values of surplus assets valued at 31 March 2023 have been based on a market approach using current market conditions, recent sale prices and other relevant information for similar assets in the local

area. The level of observable inputs is therefore significant, leading to the properties being categorised at Level 2 in the fair value hierarchy.

19. HERITAGE ASSETS

The council's buildings house most of the authority's heritage assets, held to support the provision of arts and culture in Cheltenham. In addition the council owns a number of statues and monuments located within the town.

The heritage assets housed in the council's buildings comprise the collections either exhibited or stored at the Cheltenham Art Gallery and Museum (The Wilson), the Pittville Pump Room, the Holst Birthplace Museum, the Municipal Offices and the Town Hall. These assets include many items donated by local people.

The four principal collections are:

- Fine Art
- Decorative Arts
- Social History and Ethnography
- Archaeology.

The council does not recognise the archaeological collection on its balance sheet, as obtaining valuations for these would involve a disproportionate cost. This exemption is permitted by the Code and is due to the diverse nature of the assets held, and lack of comparable market values.

The museum holds significant collections in the following areas:

- Fine art: British and foreign paintings, drawing and prints from the 16th century onwards, including English water colours from the 18th century onwards
- Decorative art: British and European ceramics, British furniture, clocks, glass, metalwork and treen from the 16th century onwards
- Oriental art: Chinese ceramics, costume, armour and artefacts from the 9th century to the present day
- Costumes and textiles: garments, underwear and accessories from the 17th century onwards
- The Arts and Crafts Movement: books, ceramics, furniture, metalwork, paintings, textiles, archives, designs and drawings relating to the English Arts and Crafts Movement from the 1860's to the present day, recognised nationally by the government as a Dedicated Collection
- Archaeology: Prehistoric, Romano-British and medieval archaeology
- Local history: printed ephemera, photographs, postcards, topographical prints and objects relating to the history of Cheltenham
- Numismatics: British and foreign coins from the Roman empire to the 21st century
- Firearms and edged weapons: British and European examples
- Natural sciences: geology, herbaria, eggs

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- Social history: objects relating to English domestic, personal and working life from the 17th century to the present day.

The museum maintains all its present collections, and where appropriate enhances those collections by building on present strengths and filling gaps by purchase, gift or bequest. The museum does not undertake disposals motivated by financial reasons. Disposals are only undertaken by the governing body after full consideration of the reasons for disposal. External expert advice is sought, along with the views of stakeholders. Any proceeds are accounted for in accordance with statutory accounting requirements relating to capital receipts.

The collections are managed by curators employed by the Cheltenham Trust, who manage the collections on behalf of the council in accordance with council policy and guidance.

A detailed breakdown of the carrying values of the council's heritage assets are shown below:

	Ceramics £'000	Art Collection £'000	Furniture £'000	Civic Regalia & Silver £'000	Textiles, Ephemera and other collectables £'000	Statues and Monuments £'000	Total £'000
Valuation							
1 April 2021	2,451	27,336	4,605	221	5,579	1,648	40,748
Revaluations*	92	-	-	-	-	-	1,092
31 March 2022	2,543	27,336	4,605	221	5,579	1,648	41,932
Revaluations	-	-	-	-	-	-	-
31 March 2023	2,543	27,336	4,605	221	5,579	1,648	41,932

* Except for two items professionally revalued during 2016/17 in preparation for their forthcoming loan, all the major works of art were last revalued at 1st April 2010. However the insurance valuations are reviewed annually for inflationary increases. Unlike a building, art does not attract standard inflationary increases.

20. CURRENT ASSETS HELD FOR SALE

	2022/23 £000	2021/22 £000
Assets held for sale at 1 April	307	48
Property, plant and equipment newly classified as held for sale	1,784	307
Revaluation gains	379	-
Assets sold	(307)	(48)
Assets held for sale at 31 March	2,163	307

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21. CAPITAL EXPENDITURE AND FINANCING

The total amount of capital expenditure incurred (investment made) in the year is shown in the table below, together with the resources 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 financed by borrowing. The CFR is analysed in the second part of the note.

	2022/23 £'000	2021/22 £000
Opening Capital Financing Requirement	182,002	178,107
Capital Investment		
Property, Plant and Equipment	18,522	19,144
Investment Property	3,362	-
Infrastructure assets	357	103
Intangible assets	51	85
Surplus assets	-	3
Revenue Expenditure Funded from Capital under Statute	877	615
Long Term Capital Loans	3,110	2,300
	26,279	22,250
Sources of Finance		
Capital Receipts	(3,734)	(3,611)
Government Grants	(707)	(1,275)
Capital Contributions	(1,294)	(25)
Partnership Funding	(844)	(3,788)
Minimum Revenue Provision (MRP)	(654)	(579)
Voluntary Revenue Provision (VRP)	(188)	(179)
Major Repairs Reserve	(5,593)	(5,368)
Capital receipts applied to repay debt	(1,244)	(2,980)
Revenue	(1,882)	(549)
	(16,140)	(18,355)
Closing Capital Financing Requirement	192,140	182,002
Explanation of movement in year		
Increase in underlying need to borrowing (unsupported by Government financial assistance)	12,225	7,634
Minimum and Voluntary Revenue Provision (MRP/VRP)	(842)	(759)
Capital receipts applied to repay the principal of debt	(1,244)	(2,980)
Increase (Decrease) in Capital Financing Requirement	10,138	3,895

Commitments under capital contracts

At 31 March 2023 the council was committed to completing the schemes within its capital programme for 2022/23. A total of £857k had not been spent but was committed at 31 March 2023 (£879k at 31 March 2022).

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22. INVESTMENT PROPERTIES

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

	2022/23 £'000	2021/22 £'000
Rental income from Investment Property	(4,187)	(3,879)
Direct operating expenses	328	262

In 2021/22 there was £0.293 million of rental income from investment properties included in the Housing Revenue Account (HRA) line. On 1 April 2022 these properties were appropriated from the HRA and now sit solely in the General Fund.

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

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

	2022/23 £'000	2021/22 £'000
Balance at 1st April	66,415	66,438
Additions – construction	3,362	-
Reclassifications (to) / from Property, Plant and Equipment	-	-
Net gains / (losses) for the period included in the surplus or deficit on the provision of services resulting from changes in fair value	(4,509)	(23)
Balance at 31st March	65,268	66,415

The fair value of the investment property is reviewed and re-measured annually at the balance sheet date. All properties were revalued in 2022/23 by both internal and an external valuer, in accordance with the methodologies and bases of estimation set out in the professional standards of the Royal Institution of Chartered Surveyors.

The valuations have been based where possible on a market approach using current market conditions, recent sale prices and other relevant information for similar assets in the local area. In these cases, where existing rents have been capitalised, the yield has been obtained by using market knowledge and evidence. The level of observable inputs is therefore significant, leading to £51.860 million of the value of the properties at 31 March 2023 being categorised at Level 2 in the fair value hierarchy.

The remaining valuation of £13.408 million has been based on an income approach using a discount rate, which are significant unobservable inputs, so have been categorised at level 3 in the fair value hierarchy.

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Such valuations are therefore sensitive to significant changes in rental income and in the discount rate used.

In estimating the fair values of the investment properties, the highest and best use of the properties is their current use.

23. ASSETS HELD UNDER LEASES

The council as Lessor

Finance Leases

The council's policy is to purchase the vehicles and plant required by Ubico Limited to provide environmental services within Cheltenham and then lease them to the company. The vehicles and plant used on these services at 1st April 2012 were transferred under a finance lease to the company when it commenced operations on that date. The present value of the lease at the date of transfer was £1.364 million. Subsequent purchases of £6.794 million (including £0.576 million in 2022/23) have been subject to further finance leases.

The repayments due under the leases are based on recovering the cost of each vehicle or item of plant over its remaining estimated useful life, together with a finance charge on the amounts outstanding. The council does not anticipate residual values for the items at the end of the leases as they are not considered material, consequently the gross investment in the leases is deemed equal to the present value of the lease payments due. These are due as follows:

	31st March 2023 £'000	31st March 2022 £'000
Not later than 1 year	905	878
2 – 5 years	1,511	1,889
More than 5 years	203	173
	2,619	2,940

A loss provision for uncollectable amounts has not been provided on the basis the lessee is a wholly owned local authority company.

Operating Leases

The council seeks to obtain income from property it owns but does not need for its own occupation by granting operating leases. Where the council grants leases it does so at best consideration unless it wishes to support the tenant financially, for example where tenants provide a service to the community.

Where the council wishes to support a tenant financially it needs to be satisfied that the use of the property supports the authority's Corporate Plan objectives and is not otherwise commercially viable. The council uses a system where the tenant pays a rent equivalent to best consideration and enters into a service

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agreement linked to the lease, which includes a grant from the council in lieu of some or all of the rent, depending on the service provided from the property.

The council received £5,266,004 in rental income in 2022/23 from its granted leases (£5,470,933 in 2021/22).

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

	31st March 2023 £'000	31st March 2022 £'000
Not later than 1 year	4,754	4,842
2 – 5 years	18,189	14,234
More than 5 years	111,503	114,909
	134,445	133,985

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24. FINANCIAL INSTRUMENTS

Categories of financial instrument

The following categories are carried on the Balance Sheet:

	Current		Long term	
	31st March 2023 £'000	31st March 2022 £'000	31st March 2023 £'000	31st March 2022 £'000
Investments				
Financial assets at amortised cost (note i below)	116	6	1,760	1,460
Fair value through other comprehensive income - shares in unlisted companies (note ii)		-		-
Fair value through P&L - Pooled Funds (note iii)	62	59	6,118	6,922
Total Investments	178	65	7,878	8,382
Debtors				
Financial assets at amortised cost	6,487	5,509	15,551	13,169
Total included in debtors (note iv)	6,487	5,509	15,551	13,169
Cash and Cash equivalents				
Financial assets at amortised cost	-	-		
Fair value through P&L (note v)	4,925	10,426		
Financial liabilities at amortised cost	(991)	(663)		
Total cash and cash equivalents	3,994	9,763		
TOTAL FINANCIAL ASSETS	10,578	15,337	23,429	21,551
Borrowings				
Financial liabilities at amortised cost				
- Public Works Loan Board (PWLB) loans	1,273	1,362	101,031	102,517
- Bank and other loans	63,900	56,272	13,900	15,900
- Internal borrowing	22	22		
Total borrowings	65,195	57,657	114,931	118,417
Creditors				
Financial liabilities at amortised cost	7,402	6,978	-	-
Total included in creditors (Note vi)	7,402	6,978	-	-
TOTAL FINANCIAL LIABILITIES	72,575	64,634	114,931	118,417

Notes

(i) These comprise deposits with banks and other local authorities and bank certificates of deposit.

(ii) These comprise shares held in Gloucestershire Airport Limited. The fair value has been assessed by the council's treasury management advisors, based on projected company cash flows using the airport's

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business plans (Level 3 inputs in the fair value hierarchy). The valuation is therefore sensitive to small changes in rental, interest and operating income and cost inflation, including aviation fuel and pension costs.

The shares are not held for trading and there are no plans to dispose of them.

In addition the council holds shares costing £1 in Ubico Limited. The fair value of the council's interests in the company at 31st March 2023 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 was an in house department and the shareholder councils for now are able to enter into service contracts with the company without undertaking an EU compliant procurement process. There is a new Procurement Bill going through the House of Lords currently. We are anticipating that this will be approved sometime early 2023.

- (iii) These comprise units in the CCLA pooled property fund, the Schrodgers Income Maximiser Fund and CCLA Diversified Income Fund, the carrying (fair) value of which has been assessed using Level 1 inputs in the fair value hierarchy (quoted prices for identical units) at 31st March 2023.
- (iv) Further details of current debtors are given in note 27, page 71. The figures shown above exclude payments in advance and non-exchange transactions, such as taxes and grants due, which are not classified as financial instruments.

Long term debtors at 31st March 2023 mainly comprise:

- an outstanding loan of £0.302 million (£0.320 million at 31st March 2022) to the Cheltenham Everyman Theatre (made in 2011/12 for 25 years towards the redevelopment of the theatre)
- loans totalling £7.615million (£7.759 million at 31st March 2022) made to Cheltenham Borough Homes Limited for between 30 and 50 years for housing redevelopment
- finance lease repayments of £1,714 million (£2.062 million at 31st March 2022) due from Ubico Limited (relating to leases of vehicles and plant)
- loan balance of £1.225 million (£0.925 million at 31st March 2022) to Gloucestershire Airport Limited towards the revolving credit facility has increased by £0.300 million. A further £0.137 million is outstanding for loans provided as a loan to fund the sub-station and radar project in 2020/21. A further £5.410 million was loaned to the airport for the runway major repairs in 2021/22 and 2022/23.

The remainder comprises mortgages for house purchase and other loans.

- (v) These comprise money market funds that are readily convertible to known amounts of cash and subject to insignificant risk of changes in value.
- (vi) Further details of current creditors are given in note 29, page 71. The figures shown above exclude receipts advance, which are not classified as financial instruments.

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*Income, Expense, gains and losses
Fair Value of financial assets and liabilities*

	2022/23				2021/22			
	Financial Liabilities at amortised cost £'000	Financial Assets at amortised cost £'000	Financial Assets: Fair value through P&L £'000	Total £'000	Financial Liabilities at amortised cost £'000	Financial Assets at amortised cost £'000	Financial Assets: Fair value through P&L £'000	Total £'000
Interest expense	4,549	-	-	4,549	3,835	-	-	3,835
Fee expense	51	-	-	51	42	-	-	42
Changes in fair value mpairment losses			804	804				
Total expenses in Surplus or Deficit on the Provision of Services	4,600	-	804	5,404	3,877	-	-	3,877
Interest Income	-	(701)	(289)	(990)	-	(396)	(257)	(653)
Interest Income accrued on impaired financial assets	-	-	-	-	-	-	-	-
Changes in fair value	-	-	-	-	-	-	(740)	(740)
Total income in Surplus or Deficit on the Provision of Services	-	(701)	(289)	(990)	-	(396)	(997)	(1,393)
(Net gain)/loss for the year	4,600	(701)	515	4,414	3,877	(396)	(997)	2,484

The fair values of the authority's financial assets and liabilities are shown below, where different to their

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carrying amounts. The fair values have been assessed as equal to the present value of the expected cash flows over the remaining term of the instruments, using the following assumptions:

- for financial liabilities, the new maturity rates from the Public Works Loan Board (PWLB) at 31st March have been used. The valuation basis therefore uses Level 2 inputs (i.e. observable inputs other than quoted prices) in the fair value hierarchy.
- no early repayment or impairment is recognised
- where an instrument will mature in the next twelve months, fair value is assumed to approximate to amortised cost
- the fair value of trade and other short term payables and receivables is taken to be the invoiced or billed amount
- the fair value can be reliably estimated.

	2022/23		2021/22	
	Carrying amount £'000	Fair Value £'000	Carrying amount £'000	Fair Value £'000
Financial Assets				
Investments at amortised cost	1,760	1,760	1,460	1,460
Long term debtors at amortised cost	15,551	14,513	13,169	13,973
Total	17,311	16,273	14,629	15,433

The fair value of long term debtors is higher than the carrying amount because the debtors include fixed rate loans where the interest rate receivable from borrowers is higher than the rates available for similar loans at the Balance Sheet date.

	2022/23		2021/22	
	Carrying amount £'000	Fair Value £'000	Carrying amount £'000	Fair Value £'000
Financial Liabilities				
Borrowing – PWLB loans*	101,031	80,210	102,517	106,062
- long term bank loans	13,900	15,534	15,900	21,630
Total borrowing	114,931	95,744	118,417	127,692

*includes current borrowing

The fair value is lower than the carrying amount because the council's borrowing includes fixed rate loans where the interest rate payable is lower than the rates available for similar loans at the Balance Sheet date. The commitment to pay interest above current market rates increases the amount that the council would have to pay if it requested early repayment of the loans.

In the case of long term bank loans £7 million is subject to 'Lenders Option, Borrowers Option' (LOBO loans) the borrower's options to accept the increased rate or repay the loan have been valued at nil, on the

assumption that lenders will only exercise their options when market rates have risen above the contractual rate.

Nature and extent of risks arising from financial instruments

The council's activities expose it to a variety of financial risks. The key risks are:

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

The council's overall risk management procedures focus on the unpredictability of financial markets, and are structured to implement suitable controls to minimise these risks. The procedures for risk management are set out through a legal framework based on the Local Government Act 2003 and associated regulations. These require the council to comply with the CIPFA Prudential Code for Capital Finance and the CIPFA Code of Practice on Treasury Management in Local Authorities (both revised in December 2021) and government investment guidance issued under the Act (revised in February 2018). Overall, these procedures require the council to manage risk in the following ways:

- by the adoption of a Treasury Policy Statement and treasury management practices within its financial regulations
- by approving annually in advance prudential and treasury indicators for the following three years
- by approving an investment strategy for the forthcoming year, setting out its criteria for both investing and selecting investment counterparties in compliance with government guidance.

These are required to be reported and approved at or before the council's annual Council Tax setting or before the start of the financial year to which they relate. The items are reported with the annual treasury management strategy, which outlines the detailed approach to managing risk in relation to the council's financial instrument exposure. Actual performance is also reported after each year, as is a mid-year update.

The annual treasury management strategy which incorporates the prudential indicators was approved by Council on 21st March 2022. The two key controls were:

- The Authorised Limit for 2022/23 was set at £274 million. This is the maximum limit of external borrowings or other long term liabilities
- The Operational Boundary for 2022/23 was set at £264 million. This is the expected level of debt and other long term liabilities during the year.

These policies are implemented by a central treasury team. The council maintains written principles for overall risk management, as well as written policies (Treasury Management Practices or TMPs) covering specific areas such as interest rate risk, credit risk and the investment of surplus cash. These TMPs are a requirement of the Code of Practice and are reviewed periodically.

Credit Risk

Credit risk arises from investments mainly with banks and other financial institutions, as well as credit exposure to the council's customers. This risk is minimised through the Annual Investment Strategy, which

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requires that investments are not made with financial institutions unless they meet identified minimum credit criteria, in accordance with the Fitch, Moody's and Standard & Poor's Credit Ratings Services. The Annual Investment Strategy also sets the maximum amounts and time limits in respect of each counterparty. Investments are not made with banks and financial institutions unless they meet the minimum requirements of the investment criteria.

The council used the creditworthiness services of Arlingclose Limited during 2022/23. The maximum investment that could be made with an approved UK counterparty was £6 million in 2022/23. No breaches of the council's counterparty criteria occurred during the reporting period and the council does not expect any losses from non-performance by any of its counter-parties.

The council's maximum exposure to credit risk in relation to its investments cannot be assessed generally, as the risk of any institution failing to make interest payments or repay the principal sum will be specific to that individual organisation. Recent experience has shown that it is rare for such entities to be unable to meet their commitments. A risk of default applies to all of the council's investments, but there was no evidence at 31st March 2023 that this is likely to materialise. The following analysis summarises the council's potential maximum exposure to credit risk for investments outstanding at 31st March 2023 (excluding Group equities), based on experience of default assessed by the ratings agencies and adjusted to reflect current market conditions.

	Amount at 31 March 2023 £000 (a)	Historical experience of default % (b)	Adjustment for market conditions at 31 March 2023 % (c)	Estimated maximum exposure to Default £000 (a*c)
Investments with banks and other financial institutions				
A+ rated counterparties	102	0.1	1.12	1
Unrated pooled funds/MMF's	4,822	-	-	-
	4,924			1

The historical experience of default has been taken from average one year default rates published by the three main rating agencies at May 2023, relating to 2022 figures. Whilst current economic conditions have raised the overall possibility of default, the council maintains strict credit criteria for investment counterparties.

Due to the estimated maximum exposure to default amount being immaterial, no loss provision for 12 month expected credit losses under IFRS 9 has been charged to the Comprehensive Income and Expenditure Statement.

The council does not generally allow credit for its trade debtors as payment is due immediately. This means that all of the £3,415k trade debtor balance is technically past its due date for payment. The past due amount can be analysed by age as follows:

	2022/23 £000	2021/22 £000
Less than 3 months	3,241	2,095
3 to 6 months	133	36
6 months to 1 year	37	13
Over 1 year	4	5
	3,415	2,149

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A loss provision of £218,100 as at 31st March 2023 (£209,300 31st March 2022) has been provided to cover the expected lifetime credit losses on these debts under IFRS 9.

Liquidity risk

The council has ready access to borrowings from the money markets to cover any day to day cash flow needs, and the Public Works Loan Board and money markets for access to longer term funds, ensuring there is no significant risk that it will be unable to raise finance to meet its commitments under financial instruments. Instead, the risk is that the council could be required to replenish a significant portion of its borrowings at a time of unfavourable interest rates. This risk is reduced by working towards a rolling programme to ensure the maturity of loans is spread over a period of time.

The maturity analysis of borrowings (excluding interest payable) is as follows:

	31st March 2023 £'000	31st March 2022 £'000
Less than 1 year	816	1,540
2-5 years	5,838	7,848
6-10 years	19,632	18,072
Uncertain date maturing in more than 10 years*	88,645	90,957
Total	114,931	118,417

*The council has £7 million (£7 million at 31st March 2022) of 'Lender's option, Borrower's option' (LOBO) loans where the lenders have the option to propose an increase in the rates payable; if this occurs the council will have the option to accept the new rate or repay the loans without penalty. Due to current low interest rates, in the unlikely event the lenders exercise their options; the council is likely to repay the loan(s). The repayment dates of these loans are therefore uncertain, although they are due to mature in 45 years.

Market risk

The council is exposed to risk in terms of its exposure to interest rate movements on its borrowings and investments. By way of illustration, if interest rates were 1% higher in 2022/23, this would have had the following effect on the interest charged or credited to the surplus or deficit on the provision of services in the Comprehensive Income and Expenditure Statement:

	Amount outstanding (weighted average) in year £'000	Average actual interest rate %	Actual Interest payable / (receivable) £'000	Projected interest rate %	Projected interest payable / (receivable) £'000	Variation £'000
Borrowing Variable rate	50,185	1.53	768	2.53	1,270	502
Lending Fixed rate (up to 1 year) Variable rate	15,377	3.06	471	4.06	624	(153)
Net loss / (gain) on surplus / deficit for year						349

Due to the large proportion of borrowing held at fixed rates the impact on interest payable is limited. Conversely, the proportion of lending at variable rates and fixed rate allows the council to benefit from any

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increase in interest rates in the future. A large proportion of fixed rates is short term so any rate increases will benefit future investment returns.

Changes in interest rates will also affect the fair values of financial liabilities and financial assets classed as Loans and Receivables, however because these are carried at amortised cost rather than fair value, do not impact on the surplus or deficit on the provision of services or reserves. A rise in interest rates for example will reduce the fair value of borrowings and long term investments.

The council has a number of strategies for managing interest risk. During periods of falling interest rates, and where economic circumstances make it favourable, fixed rate loans will be repaid early to limit exposure to losses.

The authority is also exposed to risk in terms of its exposure to market prices. With the exception of 'pooled' funds, nominal gains and losses on borrowings and investments do not impact on the Comprehensive Income and Expenditure Statement or the Movement in Reserves Statement.

The council's investment in a pooled property fund is subject to the risk of falling commercial property prices. For example a 5% fall would result in a £135k charge to Other Comprehensive Income and Expenditure, although it would not affect the surplus or deficit on the provision of services unless the fund units were

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sold. The risk is limited by the council setting a maximum exposure to financial assets invested in property of £3 million and its intention to hold the units in the fund for a minimum period of 5 years.

The risk of rental income affecting future revenue from the fund would occur if commercial properties were to become vacant for long periods of time and would reduce the returns due to be received.

25. SHORT TERM DEBTORS

	31st March 2023 £'000	31st March 2022 £'000
Central Government Bodies	2,202	6,644
Other Local Authorities	2,130	2,717
Other entities and individuals-		
- Council Taxpayers	537	494
- Business Ratepayers	297	536
- Cheltenham Borough Homes Limited	643	174
- Ubico Limited	1,069	1423
- Housing Rents	329	426
- Sundry Debtors	4,783	4,432
Total	11,990	16,846

Each line is shown net of any allowance for impairments (provision for bad debts). The breakdown of the allowance for impairment for 2022/23 is broken down below:

	Gross £'000	Impairment £'000	Net £'000
Central Government Bodies	2,202	-	2,202
Other Local Authorities	2,445	(315)	2,130
Other entities and individuals-			
- Council Taxpayers	768	(231)	537
- Business Ratepayers	510	(213)	297
- Cheltenham Borough Homes Limited	643	-	643
- Ubico Limited	1,069	-	1,069
- Housing Rents	749	(420)	329
- Sundry Debtors	5,133	(350)	4,783
Total	13,519	(1,529)	11,990

There is a significant decrease in the Central Government Bodies debtor balance at 31 March 2023 when compared to the prior year. This is because at 31 March 2022 there was a grant balance owing from the Council to Central

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Government for NNDR deficit relief as Government policy was introduced to provide exemption from business rates. This grant funded the deficit on the collection fund resulting from this policy which was reversed in 2022/23.

25.1 FINANCIAL INSTRUMENTS – SHORT TERM DEBTORS

	31st March 2023 £'000	31st March 2022 £'000
Debtors per table in Note 24	11,990	16,846
Less – Payments in advance	(589)	(414)
Central Government debtors	(2,202)	(6,644)
Local Government debtors	(2,130)	(2,733)
Benefit overpayments - invoiced	(330)	(339)
Benefit overpayments - ongoing	(78)	(178)
Council Taxpayers	(537)	(493)
Business ratepayers	(297)	(536)
Total	5,827	5,509

26. CASH AND CASH EQUIVALENTS

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

	31st March 2023 £'000	31st March 2022 £'000
Cash held by the Authority	1	2
Bank current accounts	-	(1)
Short term deposits and money market funds	4,924	10,426
Cash and cash equivalent assets	4,925	10,426
Cash and cash equivalent liabilities - bank overdraft	(992)	(663)
Net Cash and cash equivalents per Cash flow Statement	3,993	9,763

27.1 SHORT TERM CREDITORS

	31st March 2023 £'000	31st March 2022 £'000
Central Government Bodies	7,528	16,584
Other Local Authorities	1,663	1,466
Public corporations and trading funds	-	-
Other entities and individuals-		
- Council Taxpayers	155	141
- Business Ratepayers	2,080	290
- Cheltenham Borough Homes Limited	1,067	1,539
- Ubico Limited	403	57
- Housing Rents	525	592
- Sundry Creditors	5,326	4,714
Total	18,748	25,383

There is a significant decrease in the Central Government Bodies creditor balance at 31 March 2023 when compared to the prior year. This is because at 31 March 2022 there was a COVID-19 business grant income balance owing from the Council to Central Government. Business grant income which was not distributed by the Council is required to be repaid to Central Government so is recognised as a creditor at the year end. At 31 March 2023, there is significantly

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less of this balance owing as the Government backed schemes have reduced through 2022/23 as national restrictions have been lifted.

27.2 FINANCIAL INSTRUMENTS- SHORT TERM CREDITORS

	31st March 2023 £'000	31st March 2022 £'000
Creditors per Note 26.1	18,748	25,383
Less non-contractual items at 31 March		
Receipts in advance – Local Government	(83)	(717)
Receipts in advance – other entities	(1,500)	(726)
Central Government creditors	(7,528)	(16,584)
County Council Pension contributions	-	53
Council taxpayers	(155)	(141)
Business Ratepayers	(2,080)	(290)
Total	7,402	6,978

28. PROVISIONS

	Balance at 1st April £'000	Additional provisions made in Year £'000	Amounts used/reallocated in Year £'000	Balance at 31st March £'000
Short term				
Insurance	6	5	0	11
Business rates retention – RV reductions	1,252	370	(943)	679
	1,258	375	(943)	690
Long term				
Business rates retention – RV reductions	342	0	(50)	293
Total	1,600	375	(992)	982

Insurance

The Insurance Provision was established to fund the cost of insurance policy excesses arising from claims against the council by third parties. The provision represents the value of an assessment of the council's liability in respect of the current insurance claims outstanding with the council's insurers. Transfers between the Insurance Provision and the Insurance Reserve are made in order to provide adequate funding for the outstanding claims liability notified by the insurance company.

The insurance reserve is used to fund losses for which the council does not carry insurance cover, fluctuations in insurance premiums and corporate risk management strategy implementation.

Business Rates Retention – RV reductions including Appeals

The Local Government Finance Act 2012 introduced a business rates retention scheme that enables local authorities to retain a proportion of the business rates generated in their area. The new arrangements for the retention of business rates came into effect on 1st April 2013.

From this date local authorities acquired a share of the liability for refunding ratepayers who have successfully appealed against the rateable value of their properties and other reductions resulting from changes in the rating list. This includes amounts paid over to central government in respect of 2012/13 and

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prior years. Consequently the council considers it necessary to make a provision to cover its share of the repayments likely to be made. The provision is based on the expected success rate of appeals recorded by the Valuation Office at 31st March 2023 relating to appeals raised against charges up to 31st 2017 and, for charges after this date, on an estimated reduction on the rating list based on historical experience, together with other known likely reductions. It has been split into short and long term elements to reflect the estimated time until settlement.

29. CONTINGENT LIABILITIES

Municipal Mutual Insurance Limited

The council's former insurers, Municipal Mutual Insurance Limited, ceased trading in 1992; the council became a party to the scheme of administration for liabilities outstanding at that time. Whilst there is a very low risk that the assets of the company will not meet the liabilities from insurance claims, the scheme guarantees that the council will reimburse the total of payments made in respect of claims less £50,000. At 31st March 2023 this potential total liability equated to £318,014, made up as follows:

	£
Gross claim payments to date	474,019
15% levy paid 2013/14	(63,603)
10% levy paid 2016/17	(42,402)
Net Payments	368,014
Levy retention	(50,000)
Potential liability 31st March 2023	318,014

This position has not changed since 2016/17, but is kept under review annually to ensure that a solvent run-off of the company's business is still anticipated. The likelihood and timing of any additional liabilities is unknown at this stage.

Development Agreement with Henry Boot Development and Factory

On 25 April 2022, Full Council agreed to underwrite all proper costs incurred by FB SHELFSCO 2022 Limited between the signing of the Conditional Development Agreement between Henry Boot Developments Limited and Cheltenham Borough Council for the development of council owned land to the west of Cheltenham within the Golden Valley Development, up until the primary conditions of that agreement are satisfied. The total value of that underwrite is up to £8m.

Any costs incurred in relation to site wider infrastructure would enhance the value of the council owned land. If at any point the Council became liable for the costs and the contingent liability was transferred to an obligation, they would be reclassified as an asset on the Council's Balance Sheet. This would only occur if the Development Agreement was terminated, the risk of which is low.

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30. USABLE RESERVES AND TRANSFERS TO / FROM EARMARKED RESERVES

Movements in the authority's usable reserves are detailed in the Movement in Reserves Statement. Movements in the *earmarked* reserves shown on the statement are detailed below:

	Balance at 31 March 2021 £'000	Transfers out 2021/22 £'000	Transfers in 2021/22 £'000	Balance at 31 March 2022 £'000	Transfers out 2022/23 £'000	Transfers in 2022/23 £'000	Balance at 31 March 2023 £'000
Earmarked Reserves							
Capital Reserve	143	150	-	293	(414)	200	79
Equalisation Reserves	15,634	(8,907)	65	6,792	(6,260)	-	532
Repairs & Renewals Reserve	1,463	(314)	184	1,333	(477)	150	1,006
Reserves for Commitments	609	(609)	705	705	(705)	931	931
Other earmarked reserves	1,497	(495)	380	1,382	(364)	496	1,514
Total	19,346	(10,175)	1,334	10,505	(8,220)	1,777	4,062

Purpose of reserves

- **Capital Reserve** – to help finance the general fund capital programme.
- **Equalisation Reserves** – to smooth out fluctuations in expenditure or income resulting from cyclical events, for example bi-annual local elections, and to cushion the impact of fluctuating activity levels (for example in housing benefit payments or business rates).

The significant values in the Equalisation Reserves in 2021/22 results from additional Section 31 NDR compensation grant received from the government during the year being transferred to the Business Rates Retention Reserve. This money is required to help meet the increased NDR deficit for 2021/22 resulting from the additional business rate retail reliefs awarded during the year due to Covid-19. The increased deficit was charged to the General Fund in 2022/23.

- **Repairs and Renewals Reserve** – to meet the cost of planned and reactive repairs to buildings and infrastructure.
- **Reserves for Commitments** – to cover the cost of budget commitments where spending did not take place in the year approved, but is planned to take place in the following year.
- **Other earmarked reserves** – sums built up to cover future planned expenditure, for example support for the revenue budget, risk management, and Public Realm improvements.

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31. UNUSABLE RESERVES

The council keeps a number of reserves which do not represent usable resources for the council as they are required to be held for statutory reasons, or to comply with proper accounting practice.

Reserve	31st March 2023 £'000	31st March 2022 £'000	Purpose of Reserve
Revaluation Reserve	193,717	189,752	Store of gains on revaluation of non-current assets not yet realised through sales
Financial Instruments - Revaluation Reserve	(602)	(602)	Store of gains and losses arising from changes in the value of financial instruments (excluding on pooled funds from 1st April 2018) carried at fair value through other comprehensive income and not yet realised through sales
Pooled Investment Funds - Adjustment Account	(714)	88	Store of gains and losses arising from changes in the fair value of pooled investment funds since 1st April 2018
Capital Adjustment Account	203,318	205,549	Store of capital resources set aside to meet past expenditure
Financial Instruments - Adjustment Account	(1,165)	(1,310)	Balancing account to allow for differences in statutory requirements and proper accounting practices relating to borrowing and investments
Pensions Reserve	(11,136)	(45,786)	Balancing account to allow inclusion of Pension Liability in the Balance Sheet.
Collection Fund - Adjustment Account	592	(5,835)	Balancing account to allow for differences in statutory requirements and proper accounting practices for council tax and NNDR (business rates) surpluses/deficits
Accumulating Compensated Absences - Adjustment Account	(144)	(154)	Balancing account to allow for differences in statutory requirements and proper accounting practices for staff leave and additional hours not taken at the year end
Deferred Capital Receipts - Reserve	2,619	2,940	Capital receipts to be received in future years e.g. from finance lease or mortgage repayments
Total Unusable Reserves	386,485	344,643	

Revaluation Reserve

	2022/23 £'000	2021/22 £'000
Balance at 1st April	189,752	177,219
Revaluation gains on non-current assets	17,409	15,861
Downward revaluation of assets and impairments	(13,259)	(1,543)
Surplus or Deficit on revaluation of non-current assets not posted to the Surplus or Deficit on the Provision of Services	193,902	191,537
Accumulated gain on assets sold, derecognised or reclassified	-	-
Difference between fair value and historical cost depreciation	(185)	(1,784)
Amount written off to the Capital Adjustment Account	(185)	(1,784)
Balance at 31st March	193,717	189,752

The Revaluation Reserve contains gains arising from increases in the value of Property, Plant and Equipment, Heritage Assets and Assets Held for Sale arising since 1st April 2007. Accumulated gains arising before that date are consolidated into the Capital Adjustment Account. The balance is reduced when assets with accumulated gains are re-valued downwards or impaired, depreciated or disposed of. The balance on the reserve therefore represents the amount by which the current values of non-current assets carried on the Balance Sheet are greater because they are carried at re-valued amounts rather than at depreciated historical cost.

Financial Instruments Revaluation Reserve

This reserve (formerly the Available-for-Sale Financial Investments Reserve) contains gains arising from increases in the value of investments that have quoted market prices or otherwise do not have fixed or determinable payments, with the exception of gains and losses on pooled investment funds since 1st April 2018, which are contained in a separate reserve (see below). The balance is reduced when investments with accumulated gains are revalued downwards and the gains are lost, or when the investments are disposed of and the gains realised.

	2022/23 £'000	2021/22 £'000
Balance at 1st April	(602)	(508)
Revaluation of investments not charged to the surplus or deficit on the provision of services:		
Downward revaluations	-	(94)
Balance at 31st March	(602)	(602)

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Pooled Investment Funds Adjustment Account

This reserve contains gains and losses on pooled funds arising from changes in their fair value from 1st April 2018. Such changes are initially charged to the surplus or deficit in the provision of services but reversed out to this reserve by a statutory override in the Movement in Reserves Statement.

Capital Adjustment Account

	2022/23 £'000	2021/22 £'000
Balance at 1st April	205,549	198,042
Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement		
· Charges for depreciation and impairment of non-current assets	(9,935)	(9,908)
· Revaluation gains/(losses) on Property, Plant and Equipment	-	(1)
· Amortisation of intangible assets	(189)	(115)
· Revenue expenditure funded from capital under statute	(877)	(615)
· Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	(2,699)	(1,671)
	191,849	185,732
Capital receipts received on repayment of long term loans	(305)	(299)
Adjusting amounts written out of the Revaluation Reserve	185	1,784
Net amount written out for the cost of non-current assets consumed in the year	191,729	187,217
Capital Financing applied in the year:		
· Use of Capital Receipts Reserve to finance new capital expenditure	3,734	3,611
· Use of Capital Receipts Reserve to repay debt	1,244	2,980
· Use of the Major Repairs Reserve to finance new capital expenditure	5,593	5,368
· Capital grants and contributions credited to the Comprehensive Income and Expenditure Statement that have been applied to capital financing and application of grants to capital financing from the Capital Grants Unapplied Account	2,807	5,551
· Statutory and voluntary provision for the financing of capital investment charged against the General Fund Balance	842	759
· Statutory provision for the financing of capital investment charged against usable capital receipts	-	-
· Capital expenditure charged against the general fund and HRA balances	1,882	87
	207,831	205,573
Movements in the market value of Investment properties (charged) or credited to the Comprehensive Income and Expenditure Statement	(4,509)	(23)
Balance at 31st March	203,322	205,549

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The Capital Adjustment Account accumulates the resources that have been set aside to finance capital expenditure, which are then reduced by the write-down of the historical cost of non-current assets as they are consumed by depreciation and impairments, or written off on disposal.

The balance thus represents the timing differences between the historical cost of non-current assets that have been consumed, and the cost financed in accordance with statutory requirements.

The Account also contains accumulated gains and losses on Investment properties that have yet to be consumed by the council and revaluation gains accumulated on Property, Plant and Equipment before 1st April 2007, the date that the Revaluation Reserve was created to hold such gains.

Financial Instruments Adjustment Account

	2022/23 £'000	2021/22 £'000
Balance at 1st April	(1,310)	(1,455)
Net Premiums incurred in previous years charged against the General Fund	145	145
Balance		
Balance at 31st March	(1,165)	(1,310)

This account absorbs the timing differences between the accounting treatment of income and expenses relating to certain financial instruments, and their statutory provisions.

Where premiums and discounts arising on the early repayment of loans are required to be charged to the Comprehensive Income and Expenditure Statement, regulations allow the impact on the General Fund Balance to be spread over a number of years. The council has a policy of spreading the gain or loss over the period that was remaining on the loan when it was repaid. The reconciliation of amounts required to be charged to the Comprehensive Income and Expenditure Statement to the net charge made against the General Fund Balance is managed by a transfer to or from the Financial Instruments Adjustment Account in the Movements in Reserves Statement.

Collection Fund Adjustment Account

This account reflects the difference between the rate at which collection fund surpluses or deficits are released to the council's General Fund Balance according to proper accounting practice, and the rate at which they are released according to statute. Proper accounting practice requires the surpluses or deficits generated in the year to be included in the Comprehensive Income and Expenditure Statement for the year, whereas statute does not allow these to be released to the general fund balance until the following year. The balance on this account therefore represents the surplus available to be released to the general fund

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balance in the future.

	2022/23 £'000	2021/22 £'000
Balance at 1st April	(5,835)	(15,044)
Amount by which council tax and non-domestic rates income credited to the Comprehensive Income and Expenditure Statement is different from that calculated for the year in accordance with statutory requirements	6,427	9,209
Balance at 31st March	592	(5,835)

Pensions Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post-employment benefits and for funding benefits in accordance with statutory provision. 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 the resources set aside to meet the costs.

However statutory arrangements require benefits earned to be financed when the council makes employer's contributions, or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the council has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.

	2022/23 £'000	2021/22 £'000
Balance at 1st April	(45,786)	(58,991)
Re-measurement of the net defined benefit liability	35,383	13,678
Reversal of items relating to retirement benefits charged or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(5,023)	(4,895)
Employer's Pension contributions and direct payments to pensioners payable in the year	4,290	4,422
Balance at 31st March	(11,136)	(45,786)

Deferred Capital Receipts Reserve

This comprises capital receipts receivable in future years, for example from finance leases and mortgage repayments, which are not usable until they are received. The amount at 31st March 2023 includes £2.619 million (£2.940 million at 31st March 2022) for vehicles and plant leased to Ubico Limited under finance leases.

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	2022/23 £'000	2021/22 £'000
Balance at 1st April	2,940	3,479
Transfer of deferred sale proceeds credited as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	576	317
Transfer to the Capital Receipts Reserve upon receipt of cash	(897)	(856)
Balance at 31st March	2,619	2,940

32. DEFINED BENEFIT PENSION SCHEME**Participation in the pension scheme**

As part of the terms and conditions of employment of its officers and members, 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.

Cheltenham Borough Council is a member of the Gloucestershire County Council Pension Fund, for which Gloucestershire County Council is the administering authority. It is contracted out of the State Second Pension. The scheme is a defined benefit statutory scheme that is administered in accordance with the Local Government Pension Scheme Regulations 1997 (as amended). This means that the council and employees pay contributions into a fund, calculated at a level intended to balance the pensions' liabilities with investment assets.

The principal risks to the authority of the pension 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 equity investments held by the scheme. These are mitigated to a certain extent by the statutory requirements to charge to the General Fund and Housing Revenue Account the amounts required by statute.

Transactions relating to post-employment benefits

The council recognises the costs of retirement benefits in the Net 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 retirement benefits is reversed out of the General Fund in the Movement in Reserves Statement (MIRS). The following transactions have been made in the Comprehensive Income and Expenditure Statement (CIES) and the General Fund Balance via the MIRS during the year:

	2022/23 £000	2021/22 £000
Comprehensive Income and Expenditure Statement (CIES):		
Service cost comprising:		
Current service cost	(3,549)	(3,783)
Past service cost	(353)	(16)
Financing and Investment Income and Expenditure:		
Net Interest Expense	(1,121)	(1,096)
Total post-employment benefits charged to Surplus or Deficit on Provision of Services	(5,023)	(4,895)
Other post-employment benefits charged to the CIES:		
Re-measurement of the net defined benefit liability comprising:		
Return on assets (excluding the amount included in the net interest expense)	(5,558)	5,841
Changes in demographic assumptions	2,133	304
Changes in financial assumptions	51,257	8,841
Other experience	(12,449)	(1,281)
Total post-employment benefit charged to CIES	35,383	13,678
Movement in Reserves Statement:		
Reversal of net charges made to Surplus or Deficit on Provision of Services for post-employment benefits in accordance with the Code	(5,023)	(4,895)
Actual amount charged against General Fund Balance for pensions in the year		
Employer's pension contributions and direct payments to pensioners	4,287	4,422

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Up-front Payment of Secondary Pension Contributions

On 1 April 2020, the Council made an up-front payment of £8.675m for secondary employer pension contributions for the three years 2020/21 to 2022/23. This payment covers the discounted cost of the future employer contribution which will be required for these three periods.

The actuary calculated the Equivalent Discounted annual Lump Sums Certified across the three years as follows:

- £3.375 million relating to 2020/21;
- £2.882 million relating to 2021/22; and
- £2.418 million relating to 2022/23.

The savings generated by the payment in advance were judged to be greater value than could have been achieved by investing the balance as part of the Council's treasury management strategy and represented good value for money.

Pension Assets and Liabilities recognised in the Balance Sheet

The amount included in the balance sheet arising from the council's obligation in respect of its defined benefit plan is as follows:

	2022/23 £'000	2021/22 £'000
Present value of the defined benefit obligation	(134,473)	(172,186)
Fair value of plan assets	123,335	128,819
Net liability arising from defined benefit obligation	(11,138)	(43,367)

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

	Funded Liabilities Local Government Pension Scheme	
	2022/23 £'000	2021/22 £'000
Opening Balance at 1st April	(172,186)	(172,864)
Current service cost	(3,549)	(3,783)
Past service cost (including curtailments)	(353)	(16)
Interest cost	(4,422)	(3,444)
Contributions from scheme participants	(513)	(488)
Remeasurement gain/(loss):		
Arising from changes in demographic assumptions	2,133	304
Arising from changes in financial assumptions	51,257	8,841
Other experience	(12,466)	(6,135)
Benefits paid	5,526	5,331
Unfunded benefits paid	100	95

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Closing balance at 31st March	(134,473)	(172,186)

Present value of Funded liabilities	(133,307)	(170,859)
Present value of Unfunded liabilities	(1,166)	(1,327)
Closing balance 31st March	(134,473)	(172,186)

The Local Government Pension scheme assets comprised:

-	Fair Value of Scheme Assets 2022/23			Fair Value of Scheme Assets 2021/22		
	Quoted prices in active markets	Quoted prices not in active markets	Total	Quoted prices in active markets	Quoted prices not in active markets	Total
	£0	£0	£0	£0	£0	£0
Debt Securities:						
Corporate Bonds - investment grade				-	-	-
Corporate Bonds - non investment grade				-	-	-
UK Government				-	-	-
Other				-	-	-
Private equity:						
All		2,254.7	2,254.7	-	1,405	1,405
Real Estate:						
UK Property	4,154.4	3,760.9	7,915.3	5,363	3,737	9,101
Overseas property	-	2,070.2	2,070.2	-	896.6	896.6
Investment Funds and Unit Trusts:						
Equities	-	75,816.0	75,816.0	-	87,601	87,601
Infrastructure	-	4,230.3	4,230.3	-	1,297	1,297
Bonds	7,575.2	12,774.0	20,349.2	8,228	15,512	23,740
Other		4,711.4	4,711.4	-	3,063	3,063
Derivatives:						
Foreign Exchange				-	-	0
Other				-	-	0
Cash & Cash equivalents:						
All	1,133.9		1,133.9	1,716	-	1,716
Totals	12,863.5	105,617.5	118,481.0	15,307	113,512	128,819

The Local Government Pension Scheme's assets consist of the following categories by proportion of the total assets held:

	2022/23 %	2021/22 %
Equity investments	65	70
Bonds	17	18

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Property	9	8
Other	4	2
Infrastructure	4	1
Cash	1	1
Total	100	100

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

	Funded Assets Local Government Pension Scheme	
	2022/23 £000	2021/22 £000
Opening fair value of scheme assets 1st April	128,819	119,173
Interest income	3,301	2,348
Re-measurement gain/(loss):		
Return on plan assets (excluding the amount included in the net interest expense)	(5,558)	5,841
Other experience	17	4,854
Contributions from employees into the scheme	513	488
Contributions from employer	1,769	1,446
Contributions from employer in respect of unfunded benefits	100	95
Unfunded benefits paid	(100)	(95)
Benefits paid	(5,526)	(5,331)
Closing fair value of scheme assets 31st March	123,335	128,819

Basis for estimating assets and liabilities

Liabilities have been assessed on an actuarial basis using the projected unit method, an estimate of the pensions that will be payable in future years dependent upon assumptions about mortality rates, salary levels, etc.

It is expected that a standard roll-forward process to produce the asset and liability values which have a potential inaccuracy of up to 2-3% per year since the last triannual valuation date of 31 March 2019. Hence at 2022, there are three years uncertainty for our fund, resulting in around 6-9% maximum potential inaccuracy in the accounting results. It is not necessarily expected that the uncertainty would work in the same direction each year and the impact could be lower than 2% per year in many cases.

The Gloucestershire County Council pension fund liabilities have been assessed by Hymans Robertson LLP, an independent firm of actuaries, estimates for the fund being based on the latest full valuation of the scheme as at 1 April 2019. The significant assumptions made in their calculations have been:

	Local Government Pension Scheme	
	2022/23	2021/22
Mortality assumptions:		
Longevity at 65 for current pensioners		

STATEMENT OF ACCOUNTS 2022/23

Men	21.7 years	21.7 years
Women	24.3 years	24.1 years
Longevity at 65 for future pensioners *		
Men	22.7 years	22.6 years
Women	25.9 years	25.8 years
Rate of pension increase / inflation (CPI)	3.00%	3.20%
Rate of increase in salaries	3.50%	3.50%
Rate for discounting scheme liabilities	4.75%	2.70%

* Future pensioners' numbers assume members aged 45 as at the last formal valuation date.

Commutation

An allowance is included for future retirements to elect to take 35% of the maximum additional tax-free cash up to HMRC limits for pre-April 2008 service and 68% of the maximum tax-free cash for post-April 2008 service.

Sensitivity analysis

The estimation of the defined benefit obligations is sensitive to the actuarial assumptions set out in the tables above. The sensitivity analysis below has been determined based on reasonably possible changes of the assumptions occurring at the 31 March 2023 and assumes for each change that the assumption analysed changes whilst all other assumptions remain constant. The methods and types of assumptions used in preparing the sensitivity analysis did not change from those used in the previous financial year.

Change in assumptions at year ended 31 March 2023	Approximate % increase to Employer	Approximate cost to Employer £000
0.1% decrease in Real Discount Rate	1.00%	1,826
1 year increase in member life expectancy	4.00%	5,070
0.1% increase in the Salary Increase Rate	0.00%	173
0.1% increase in the Pension Increase Rate	1.00%	1,679

The above figures have been derived based on the membership profile of the scheme as at the most recent actuarial valuation, being 31 March 2023.

Impact on the Council's Cash Flows

The objectives of the scheme are to keep employer's contributions at as constant a rate as possible. Funding levels are monitored on an annual basis, with the most recent triennial valuation on 31 March 2019.

33. CASH FLOW STATEMENT – OPERATING ACTIVITIES

The cash flows for operating activities include the following items:

	2022/23 £'000	2021/22 £'000
Interest received	(775)	(592)
Interest paid	5,918	3,494

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The surplus or deficit on the provision of services has been adjusted for the following non-cash or additional cash movements:

	2022/23 £'000	2021/22 £'000
Depreciation	(9,778)	(9,648)
Impairment and downward valuations	(157)	(261)
Amortisation	(191)	(117)
Increase (-) / decrease in creditors	26,641	10,485
Increase / decrease (-) in debtors	(7,179)	6,750
Increase / decrease (-) in inventories	12	(11)
Movement in pension liability	(3,180)	(3,355)
Carrying amount of non-current assets sold or derecognised	(2,699)	(1,672)
Other non-cash items charged to the net surplus or deficit on the provision of services	(4,715)	556
	(1,246)	2,727

The surplus or deficit on the provision of services has been adjusted for the following items that are investing and financing activities:

	2022/23 £'000	2021/22 £'000
Proceeds from the sale of PPE, investment property and intangible assets	3,898	2,810

34. CASH FLOW STATEMENT – INVESTING ACTIVITIES

	2022/23 £'000	2021/22 £'000
Purchase of property, plant and equipment, investment property and intangible assets	22,001	19,382
Purchase of Investments	31,400	5,060
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(4,199)	(3,349)
Proceeds from the sale of short and long term investments	(31,100)	(4,650)
Other receipts from investing activities	(305)	(299)
Net cash (inflows) / outflows from investing activities	17,797	16,144

35. CASH FLOW STATEMENT – FINANCING ACTIVITIES

	2022/23 £'000	2021/22 £'000
Cash receipts of short and long term borrowing	(120,001)	(57,000)
Other receipts/payments for financing activities	(16,841)	(18,472)
Repayments of short and long term borrowing	116,576	55,036
Net cash flows from financing activities	(20,266)	(20,436)

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THE COLLECTION FUND - INCOME AND EXPENDITURE ACCOUNT

The Collection Fund is an agent's statement that reflects the statutory obligation of billing authorities (such as Cheltenham) to maintain a separate fund to record the collection and distribution of non-domestic rates and council tax.

2021/22 £'000		Note	2022/23 £'000
INCOME			
82,584	Council Tax	(i)	85,798
43,972	Non-Domestic Rates	(iii)	51,990
Contribution towards previous year's deficit			
35,236	Non-domestic rates		15,747
193	Council Tax		
161,985	Total Income		153,536
EXPENDITURE			
81,912	Precepts & Demands from major preceptors and the Authority - Council Tax	(ii)	85,296
Non-Domestic Rates			
27,431	Shares paid to county council and the billing authority	(iii)	25,275
27,431	Payment of central share to government		25,275
214	Transitional protection payments		(18)
164	Charge payable to General Fund for Costs of Collection		166
Impairment of debts for Council Tax			
162	Allowance for Impairment		196
Impairment of debts/appeals for non-domestic rates			
1,156	Allowance for Impairment		915
Contribution towards previous year's surplus			
0	Council Tax		493
138,470	Total Expenditure		137,597
23,515	Surplus / (Deficit) for the Year		15,939
(37,870)	Balance of fund at 1st April		(14,355)
(14,355)	Balance of fund at 31st March	(iv)	1,583

NOTES TO THE COLLECTION FUND

(i). COUNCIL TAX

Council Tax is a property based tax with various reductions being made for differing circumstances e.g. single occupancy (25% discount). The Valuation Office has valued all domestic property in the area as at 1st April 1991 prices and has placed them into one of eight bands. A factor is then applied to each band of that the tax base can be expressed as a "Band D" equivalent (see below). A Band D council tax for the council and each preceptor is then calculated by dividing their requirements (their demands and precepts). by the Tax Base. Council taxes for other bands are then calculated by multiplying the Band D tax by the relevant proportion shown below.

Band	Estimated Number of Properties in each Band (adjusted for discounts)	Ratio	Band "D" Equivalents
A Disabled	5.0	5/9	2.8
A	8,086.15	6/9	5,390.8
B	11,666.25	7/9	9,073.8
C	12,548.75	8/9	11,154.4
D	8,650.75	1	8,650.8
E	4,842.0	11/9	5,918.0
F	2,547.75	13/9	3,680.1
G	1,975.75	15/9	3,292.9
H	106.5	2	213.0
	50,428.90		47,376.6
Less Council Tax support (Band D equivalents)			-3,514.2
Less adjustment for collection rates and for anticipated changes during the year for successful appeals against valuation bandings, demolitions, disabled persons' relief, and exemptions, plus adjustments for new properties and 2 nd homes (this amounts to 1% of the tax base)			-438.6
Council Tax Base for 2022/23			43,423.8

(ii). PRECEPTS & DEMANDS

	2022/23 £'000	2021/22 £'000
Gloucestershire County Council	63,024	60,555
Cheltenham Borough Council	9,730	9,414
Gloucestershire Police & Crime Commissioner	12,163	11,606
Charlton Kings Parish Council	177	146
Leckhampton with Warden Hill Parish Council	64	64
Prestbury Parish Council	97	88
Swindon Parish Council	12	12
Up Hatherley Parish Council	29	26
	85,296	81,911

In practice the council precepts for its own requirements and for the parishes. The parishes' requirements are in turn paid out of the council's General Fund.

(iii). NON-DOMESTIC RATES

The council collects non-domestic rates for its area based on business rateable values (as assessed by the Valuation Office) multiplied by a uniform rate set by the government. Certain reliefs are available and the figure shown is net of these reliefs.

From 1st April 2013 the Local Government Finance Act 2012 introduced a business rates retention scheme that enables local authorities' general funds to retain a proportion of the business rates generated in their area, subject to their general funds paying a 'Tariff' payment to the government if the amount exceeds a 'baseline funding' level or receiving of a 'Top-up' if it is below the funding level.

Normally district councils such as Cheltenham receive 40%, county councils 10% and central government 50% of business rates collectable, with write offs, provision for impairment of debts and any surplus or deficit generated being shared in the same proportions. If growth exceeds a certain threshold then the council's general fund must pay a 'levy' to central government on the extra growth, or if the rates collectable fall below a certain amount the council receives a 'safety net' payment from the government.

The council is, however, a member of the Gloucestershire Business Rates Pool, in which any levy payment or safety receipt is 'pooled' across several authorities. This enables each pool member to benefit from a lower levy rate payable should the growth in its business rates exceed its levy threshold, whilst receiving from the pool a safety net payment should its rates fall below its safety net threshold, contributed by the pool members.

The total non-domestic rateable value at 31st March 2023 was £135.141 million (£134.698 million at 31st March 2022) and the national non-domestic multipliers for 2022/23 were 51.2p (51.2p in 2021/22) (standard rate) and 49.90p (49.10p in 2020/21) (small business rate).

STATEMENT OF ACCOUNTS 2022/23

(iv). FUND BALANCE

The fund balance for council tax is shared between the council and its major precepting authorities (Gloucestershire County Council and the Gloucestershire Police & Crime Commissioner), in proportion to their precepts. The fund balance for non-domestic rates is shared between the council, Gloucestershire County Council and central government, in the statutory proportions.

The respective authorities' share of the balance is as follows:

	Borough Council share £'000	County Council share £'000	Police share £'000	Central Government share £'000	Total £'000
Council Tax					
Balance at 1 st April 2022	39	243	47	-	329
Increase/decrease (-) in the year	-23	-137	-26	-	-186
Balance at 31st March 2023	16	106	21	-	143
Business Rates					
Balance at 1 st April 2022	-	1,468	-	7,343	-14,685
Increase/decrease (-) in the year	6,451	1,612	-	8,063	16,126
Balance at 31st March 2023	576	144	-	720	1,441
Fund Balance at 31st March 2023	592	250	21	720	1,584

GROUP ACCOUNTS

The Group Accounts bring together the council's accounts with its share of those of:

- Cheltenham Borough Homes Limited (CBH), a company limited by guarantee, in which the council is the sole member, and
- Gloucestershire Airport Limited, in which the council has a 50% shareholding (the remaining 50% of shares are owned by Gloucester City Council). The company is currently being marketed for sale by the two Councils.

The purpose of the Group Accounts is to show the full value of the council's investments in companies within the financial statements, since the council's shareholdings may not fully reflect its actual share of the companies' assets and liabilities.

Cheltenham Borough Homes Limited has been categorised as a subsidiary company of Cheltenham Borough Council and its interests have been consolidated in accordance with IAS 27 and IFRS10, which require income and expenditure, assets and liabilities to be consolidated with the council's accounts on a line-by-line basis, eliminating inter-organisational transactions and balances. The operating income and expenditure of the company has been included within the local authority housing line in the Group Comprehensive Income and Expenditure Statement, before the net cost of services.

Gloucestershire Airport Limited has been categorised as a Joint Venture as any decisions regarding its operating and financial policies require the consent of another party in addition to the council (the company is 'jointly controlled'). The company's assets and liabilities have therefore been consolidated with the council's in accordance with IAS 28 and IFRS11, which require the Equity Method to be used. Under this method, the council's share of the operating results of the company before tax is reported as a separate line, after the net surplus or deficit on the provision of services, within the Group Comprehensive Income and Expenditure Statement. Any taxation payable is also disclosed as a separate line.

In the Group Balance Sheet the council's share of the joint venture's net assets are included as a long-term investment, matched by the council's share of the company's reserves, eliminating the share capital. There is no requirement to adjust for transactions incurred and balances held between the council and any joint venture companies.

STATEMENT OF ACCOUNTING POLICIES FOR THE GROUP ACCOUNTS

These are set out in note 1.29 on page 34.

STATEMENT OF ACCOUNTS 2022/23

GROUP COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT

This statement shows the cost in the year of providing group services, in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. Authorities raise taxation to cover expenditure in accordance with regulations; and this may be different from the accounting cost.

The taxation position is shown in the Group Movement in Reserves Statement.

2021/22				2022/23		
Gross expenditure £'000	Gross income £'000	Net expenditure £'000		Gross expenditure £'000	Gross income £'000	Net expenditure £'000
Continuing Operations						
1,703	(29)	1,674	Chief Executive	4,003	(108)	3,895
7,441	(979)	6,462	Finance and Assets Directorate	43,964	(38,717)	5,247
28,131	(23,499)	4,632	People and Change Directorate	19,535	(7,406)	12,129
19,811	(10,650)	9,161	Place and Growth Directorate	-	-	-
18,203	(21,542)	(3,339)	Local Authority housing	21,068	(22,442)	(1,374)
75,289	(56,699)	18,590	Cost of Services	88,570	(68,673)	19,897
701	(996)	(295)	Other operating expenditure	469	(1,325)	(856)
7,558	(4,395)	3,163	Financing and Investment (income) and expenditure	11,837	(5,169)	6,668
34,460	(57,218)	(22,758)	Taxation and non-specific grant (income) and expenditure	19,439	(37,641)	(18,202)
118,008	(119,308)	(1,300)	(Surplus) or Deficit on the provision of services	120,315	(112,808)	7,507
		(195)	Share of (Surplus) or deficit of Joint Ventures			61
		23	Share of Tax expenses of Joint Ventures			71
		(1,472)	Group (Surplus) or Deficit			7,639
Items that will not be reclassified to the (Surplus) or Deficit on the provision of services						
		(20,488)	(Surplus) or Deficit on revaluation of non-current assets			(4,151)
		14,620	Remeasurement of the net defined benefit liability /(asset) (note 32)			(46,933)
		(431)	Share of other comprehensive income and expenditure of Joint Ventures			-
		(6,299)	Other Comprehensive (Income) and Expenditure			(51,084)
		(7,771)	Total Comprehensive (Income) and Expenditure			(43,445)

The notes are shown on pages 18 – 86 and 96-103

STATEMENT OF ACCOUNTS 2022/23

GROUP BALANCE SHEET

This statement shows the value as at the balance sheet date of the assets and liabilities recognised by the group. The net assets of the group (assets less liabilities) are matched by reserves held. Reserves are reported in two categories. The first category of reserves are usable reserves i.e. those reserves that the group may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use. The second category of reserves comprises those that the group is not able to use to provide services. This category 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.

31 March 2022		Note	31 March 2023
£'000			£'000
467,150	Property, Plant & Equipment	41	475,685
41,932	Heritage Assets	19	41,932
66,415	Investment Property	22	65,268
975	Intangible Assets		776
7,847	Long Term Investments	43	7,343
10,678	Investments in Joint Ventures	37	10,544
5,554	Long Term Debtors	24	8,084
600,551	Long Term Assets		609,632
59	Short term Investments	24	62
307	Assets held for sale	20	2,163
142	Inventories		154
16,621	Short term Debtors	38	11,549
11,181	Cash and cash equivalents	39	5,702
28,310	Current assets		19,630
(663)	Bank overdraft	39	(992)
(57,657)	Short term borrowing	24	(65,195)
(25,581)	Short term creditors	40	(18,713)
(660)	Grants receipts in advance - capital	15	(1,260)
(1,712)	Grants receipts in advance - revenue	15	(1,789)
(1,258)	Provisions	28	(690)
(87,531)	Current Liabilities		(88,639)
(342)	Provisions	28	(293)
(118,417)	Long term borrowing	24	(114,931)
(80)	Grants receipts in advance - capital	15	(1,230)
(275)	Grants receipts in advance - revenue	15	(275)
(52,937)	Other long term liabilities	42	(11,165)
(172,051)	Long term liabilities		(127,894)
369,279	Net Assets		412,729
(22,739)	Usable Reserves	44	(14,665)
(346,540)	Unusable Reserves	46	(398,064)
(369,279)	Total Reserves		(412,729)

The notes are shown on pages 18 – 86 and 96-103

STATEMENT OF ACCOUNTS 2022/23

GROUP STATEMENT OF MOVEMENT IN RESERVES

This statement shows the movement in the year in the different reserves held by the group, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and unusable reserves. A breakdown of the Total Comprehensive Income & Expenditure line is shown in the Group Comprehensive Income and Expenditure Statement, where the group surplus or deficit line shows the true economic cost of providing the group's services.

	Total Authority Usable Reserves	Authority's share of Usable Reserves of subsidiaries and Joint Ventures	Total Group Usable Reserves	Total Authority Unusable Reserves	Authority's share of Unusable Reserves of subsidiaries and Joint Ventures	Total Group Unusable Reserves	Total Group Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March 2021	31,115	(625)	30,490	301,776	1,037	302,813	333,303
<u>Movement in Reserves during 2021/22</u>							
Total comprehensive Income & (Expenditure)	4,807	(3,338)	1,469	27,901	6,606	34,507	35,976
Adjustments between company reserves (Note 45)	-	5,746	5,746	-	(5,746)	(5,746)	-
Adjustments between accounting basis and funding basis under regulations (Note 5)	(14,966)	-	(14,966)	14,966	-	14,966	-
Increase / (decrease) in 2021/22	(10,159)	2,408	(7,751)	42,867	860	43,727	35,976
Balance at 31 March 2022	20,956	1,783	22,739	344,643	1,897	346,540	369,279
<u>Movement in Reserves during 2022/23</u>							
-							
Total comprehensive Income & (Expenditure)	(5,645)	(1,994)	(7,639)	39,534	11,555	51,089	43,450
Adjustments between company reserves (Note 45)	-	1,874	1,874	-	(1,874)	(1,874)	-
Adjustments between accounting basis and funding basis under regulations (Note 5)	(2,309)	-	(2,309)	2,309	-	2,309	-
Increase / (decrease) in 2022/23	(7,954)	(120)	(8,074)	41,843	9,681	51,524	43,450
Balance at 31 March 2023	13,002	1,663	14,665	386,486	11,578	398,064	412,729

The notes are shown on pages 18 – 86 and 96-103

STATEMENT OF ACCOUNTS 2022/23

GROUP CASH FLOW STATEMENT

The cash flow statement shows the changes in cash and cash equivalents of the group (excluding those of the joint venture Gloucestershire Airport Limited) during the reporting period. The statement shows how the group generates and uses cash by classifying cash flows as operating, investing and financing activities. Cash flows between the council/CBH Limited and the airport are included; cash flows between the council and CBH Limited are excluded.

	2022/23	
	£'000	£'000
Net (surplus) or deficit on the provision of services	7,551	
Adjust net surplus or deficit on the provision of services for non-cash movements and that are investing or financing activities (see Note 47)	396	
Cash inflows generated from operating activities		7,947
Investing activities (see Note 48)		18,126
Financing activities (see Note 49)		(20,266)
Net (increase) / decrease in cash and cash equivalents		5,807
Cash and cash equivalents at beginning of the year		10,518
Cash and cash equivalents at end of the year (note 39)		4,711
Net increase / (decrease) in cash and cash equivalents		(5,807)

The notes are shown on pages 18 – 86 and 96-103

NOTES TO THE GROUP ACCOUNTS

These notes follow on from those of the council's single entity accounts above, since many of these are also applicable to the group accounts. Notes that are unique to the group accounts are shown below.

36. Cheltenham Borough Homes Limited

Cheltenham Borough Homes Limited (CBH) is a company limited by guarantee and is governed by its memorandum and articles of association. The liability in respect of the guarantee is set out in the memorandum of association and is limited to £1 per member of the company, the sole member being Cheltenham Borough Council. The company commenced operations on 1st April 2003, with a seven year contract to manage and maintain the council's social housing stock. The contract was renewed on 1st April 2010 for a further ten years. This was replaced by a new 30 year contract from 1st April 2015. The registered name of the company is Cheltenham Borough Homes Limited (Registration No. 04587658).

During 2010/11 the company commenced the construction of new rented housing stock to be owned and managed by the company. To facilitate this process the company set up a wholly owned subsidiary during 2009/10, the registered name of which is Cheltenham Borough Homes Services Limited (CBHS Limited) (Registration No. 07118944). The principal activity of CBHS is the supply of construction services to CBH.

The audited group accounts for CBH Limited (including CBHS Limited) show net assets at 31 March 2023 of £2.426 million (liabilities of £7.219 million at 31 March 2022) and an after tax deficit of £1.905 million in the year to 31 March 2023 (£2.102 million in the year to 31 March 2022).

Since CBH's accounts show non-current assets at historic cost, the company's dwellings were re-valued at 31 March 2022 at Current value to bring them into line with the council's accounting policies. The Current value was assessed by internal and external valuers using the existing use value for social housing (EUV-SH) appropriate to the dwellings' tenure as affordable homes.

In October 2023, the Cabinet took the decision to wind up Cheltenham Borough Homes and a date of 1 July 2024 has been agreed with the Cheltenham Borough Homes Board for the transfer of all staff back to the Council. This doesn't impact the consolidation in the 2022/23 accounts but the relevant disclosures will be made in the 2023/24 accounts.

The full accounts of Cheltenham Borough Homes Limited and Cheltenham Borough Homes Services Limited for the year ending 31 March 2023 can be obtained from the Company Secretary at the company's registered office – Oakley Community Resource Centre, 113a Clyde Crescent, Cheltenham, GL52 5QJ.

37. Gloucestershire Airport Limited

Gloucestershire Airport Limited is a wholly owned local authority airport company which was voluntarily established during 1992/93 by Cheltenham Borough Council and Gloucester City Council, using powers available to them under the Airports Act 1986. This replaced the previous joint committee arrangements. The shares allotted were divided equally between the two councils. The market value of the shares is unknown as they are not listed, however their current fair value has been estimated and is included in the council's single entity accounts under long term investments: financial assets at fair value through other comprehensive income.

The registered name of the airport company is Gloucestershire Airport Limited (Registration No. 02774189). The audited accounts of the company show net assets at 31 March 2023 of £21.088

STATEMENT OF ACCOUNTS 2022/23

million (£21.356 million at 31 March 2022), and an after tax loss of £0.265 million for the year to 31 March 2023 (£4.772 million loss to 31 March 2022). The council's commitment to meet losses is limited to the shares that it holds.

The following table discloses the council's share of the airport's results and net assets.

	Gloucester- shire Airport Limited 2022/23 £'000	Council's share 2022/23 £'000	Gloucester- shire Airport Limited 2021/22 £'000	Council's share 2021/22 £'000
Turnover	5,195	2,598	4,256	2,128
Profit on ordinary activities before taxation	(123)	(61)	(4,830)	(2,415)
Less tax on profit on ordinary activities	(142)	(71)	57	28
Profit for the financial year after taxation	(265)	(133)	(4,772)	(2,386)

	Gloucester- shire Airport Limited 31 March 2023 £'000	Council's share 31 March 2023 £'000	Gloucester- shire Airport Limited 31 March 2022 £'000	Council's share 31 March 2022 £'000
Non-current Assets	42,271	21,135	34,721	17,360
Current Assets	2,377	1,188	2,706	1,353
Liabilities due within one year	(16,467)	(8,233)	(7,506)	(3,753)
Liabilities due after one year (excluding pensions)	(1,046)	(523)	(2,662)	(1,331)
Deferred tax liabilities	(6,045)	(3,022)	(5,903)	(2,951)

The airport did not pay any dividends in the year to 31 March 2023 (nil to 31 March 2022).

During 2011/12 the council loaned £1.190 million to the airport towards the cost of the runway safety project, which was redeemed in full on 31st March 2023. Further loans of £0.165 million in 2020/21, £2.3 million in 2021/22 and £3.11 million in 2022/23 towards capital items. In addition the council provided the company with a temporary overdraft during 2020/21 of £1.050 million, and a further £0.175 million in 2022/23. The temporary balance remained at £1.225 million at 2 31st March 2023.

The Airport's accounts for the year ended 31 March 2023 can be obtained from the Managing Director at the company's registered office - The Terminal Building, Staverton, Cheltenham, Gloucestershire, GL51 6SR.

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38. Short term debtors

These are as stated in note 26 to the single entity statements, with the addition of CBH debtors (excluding those with the council), which are sundry debtors.

39. Cash and Cash Equivalents

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

	31st March 2023 £'000	31st March 2022 £'000
Cash held by the council and subsidiaries	1	1
Bank current accounts of the council and subsidiaries	777	754
Short term deposits and money market funds	4,924	10,426
Cash and cash equivalent assets	5,702	11,181
Cash and cash equivalent liabilities - bank overdraft	(992)	(663)
Net Cash and cash equivalents per Cash flow Statement	4,710	10,519

40. Short term creditors

	31st March 2023 £'000	31st March 2022 £'000
Central Government Bodies	7,528	16,584
Other Local Authorities	1,663	1,466
Other entities and individuals-		
- Council Taxpayers	155	141
- Business Ratepayers	2080	290
- Ubico Limited	403	57
- Housing Rents	1557	2330
- Sundry Creditors	5,326	4,714

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41. Property, Plant & Equipment

2021/22							2022/23							
Dwellings	Other Land and buildings	Vehicles, Plant and equipment	Community assets	Surplus assets	Assets under construction	Total		Dwellings	Other Land and buildings	Vehicles, Plant and equipment	Community assets	Surplus assets	Assets under construction	Total
£'000	£'000	£'000	£'000	£'000	£'000	£'000		£'000	£'000	£'000	£'000	£'000	£'000	£'000
							Cost or valuation							
238,281	138,232	6,811	148	44,147	11,741	439,360	At 1 April	261,300	141,181	7,142	148	45,335	10,780	465,886
10,582	395	675	-	3	8,007	19,662	Additions	13,073	1,028	1,365	3	-	3,200	18,669
							Revaluation increases / (decreases) recognised in the Revaluation Reserve	(6,368)	1,205	-	-	(4)	-	(5,167)
4,353	2,723	-	-	863	-	7,939	Revaluation increases / (decreases) recognised in the surplus / deficit on the provision of services							
987	(11)	-	-	(92)	-	884	Derecognition - disposals	(1,689)	(314)	(1,465)	-	(130)	-	(3,598)
(1,307)		(344)	-	-	-	(1,651)	- Derecognition - other	-	-	-	-	-	-	-
-	(158)	-	-	414	-	256	Assets reclassified to/from held for resale	-	-	-	-	-	-	-
8,404	-	-	-	-	(8,968)	(564)	Other Reclassifications	19	1,891	-	-	(3,674)	(19)	(1,783)
261,300	141,181	7,142	148	45,335	10,780	465,886	At 31 March	266,335	144,991	7,042	151	41,527	13,961	474,007
							Accumulated Depreciation and Impairment							
-	(1,274)	(3,975)	(1)	(22)	(42)	(5,314)	At 1 April	(70)	(3,740)	(4,423)	(1)	(10)	(150)	(8,394)
(5,063)	(3,483)	(475)	-	(211)	-	(9,232)	Depreciation charge	(5,338)	(3,426)	(436)	-	(157)	-	(9,357)
							Depreciation written out to the Revaluation Reserve	5,401	3,507	889	-	31	-	9,828
5,056	1,008	-	-	227	-	6,291	Depreciation written out to the surplus/ deficit on the provision of services							
	5	-	-	(3)	-	2	Impairments	(104)	314	-	-	3	-	317
(63)	4	-	-	-	(108)	(167)			3	-	-	-	(158)	(259)
(70)	(3,740)	(4,423)	(1)	(9)	(150)	(8,420)	At 31 March	(111)	(3,342)	(3,970)	(1)	(133)	(308)	(7,865)
261,230	137,441	2,719	147	45,326	10,630	457,493	Net Book Value at 31 March	266,224	141,649	3,072	150	41,394	13,653	466,142

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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	2021/22	2022/23
	£'000	£'000
Opening Net Book Value	10,028	9,657
Additions	103	356
Depreciation charged in the year	(474)	(469)
Closing Net Book Value	9,657	9,544

Total Property, Plant & Equipment reported on Balance Sheet	2021/22	2022/23
	£'000	£'000
Council dwellings; Other Land & Buildings; vehicles plant and equipment; community, surplus and assets under construction	457,493	466,142
Infrastructure Assets	9,657	9,544
Non-current assets Net Book Value	467,150	475,686

42. Other Long term liabilities

These comprise the group pension fund liabilities of Cheltenham Borough Council and Cheltenham Borough Homes Limited (CBH). Further details of the council's liabilities are included in note 32 on pages 81-85 and for CBH in their accounts.

43. Long term investments and Long term debtors

Long term investments differ from note 24 in the single entity accounts by the fair value of the shares in Gloucestershire Airport Limited, which is replaced in the group accounts by a long term investment in the Airport equivalent to a 50% share of the company's net assets, shown immediately below long term investments.

Long term debtors differ from note 24 in the single entity accounts by the elimination on consolidation of the loans to CBH Limited of £8.001 million.

44. Usable Reserves

These are detailed in the Group Movement in Reserves Statement.

45. Group Movements in the Movement in Reserves Statement

Adjustments are required between group usable and unusable reserves:

- for the receipt by CBH of social housing capital grants, which in the company accounts remain in the Income and Expenditure Reserve but in the group accounts are reversed out

STATEMENT OF ACCOUNTS 2022/23

to the Capital Adjustment Account, as they have been used to finance newly constructed properties

- for the value of land donated to CBH by the council, which in the company accounts has been credited to Income and Expenditure Reserve but in the group accounts are eliminated as inter-organisational transactions within the Capital Adjustment Account
- for revaluation gains or losses arising from the difference between the cost of CBH properties shown in the company accounts and their existing use for social housing value (EU-SH) included in the Group Balance Sheet.

46. Unusable Reserves

	31st March 2023 £'000	31st March 2022 £'000
Revaluation Reserve	196,407	192,442
Capital Adjustment Account	211,773	213,890
Financial Instruments Adjustment Account	(167)	(167)
Financial Instruments Revaluation Reserve	(1,165)	(1,310)
Pooled Funds Adjustment Account	(714)	88
Collection Fund Adjustment Account	592	(5,835)
Pensions Reserve	(11,137)	(55,354)
Deferred Capital Receipts Reserve	2,619	2,940
Accumulating Compensated Absences Adjustment Account	(144)	(154)
Total Unusable Reserves	398,064	346,540

47. Cash Flow Statement – Operating Activities

The cash flows for operating activities include the following items:

	2022/23 £'000	2021/22 £'000
Interest received	(494)	(312)
Interest paid	5,918	3,494

The surplus or deficit on the provision of services has been adjusted for the following non-cash movements:

	2022/23 £'000	2021/22 £'000
Depreciation	(10,051)	(9,920)
Impairment and downward valuations	(157)	(261)
Amortisations	(216)	(216)
Increase (-) / decrease in creditors	26,881	10,455
Increase / decrease (-) in debtors	(7,396)	7,009
Increase / decrease (-) in inventories (stock)	12	(11)
Movement in pensions	(4,875)	(5,282)
Carrying amount of non-current assets sold or derecognised	(2,699)	(1,672)
Other non cash items charged to the net surplus or deficit on the provision of services	(5,001)	337
	(3,502)	439

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48. Cash Flow Statement – Investing Activities

	2022/23 £'000	2021/22 £'000
Purchase of property, plant and equipment, investment property and intangible assets	22,186	19,873
Purchase of Investments	31,400	5,060
Proceeds from the sale of property, plant and equipment, investment property and intangible assets	(4,199)	(3,490)
Proceeds from the sale of short and long term investments	(31,100)	(4,650)
Other receipts from investing activities	(161)	(100)
	18,126	16,693

49. Cash Flow Statement – Financing activities

	2022/23 £'000	2021/22 £'000
Cash receipts of short and long term borrowing	(120,001)	(57,000)
Other receipts for financing activities	(16,841)	(19,005)
Repayments of short and long term borrowing	116,576	55,036
	(20,266)	(20,969)

HOUSING REVENUE ACCOUNT INCOME AND EXPENDITURE STATEMENT

The Housing Revenue Account (HRA) reflects a statutory obligation to keep a separate revenue account for the provision and maintenance of council owned houses and flats. The HRA Income and Expenditure Statement shows the cost in the year of providing these housing services.

	2022/23	2021/22
	£'000	£'000
Expenditure		
Repairs and Maintenance	4,861	4,700
Supervision and Management	8,203	7,827
Rents, Rates, Taxes and Other Charges	116	120
Depreciation and Impairment of Non-current Assets	5,748	5,629
Debt Management Costs	95	87
Movement in Bad Debts	53	160
Total Expenditure	19,076	18,524
Income		
Dwelling Rents	(20,390)	(19,497)
Non-dwelling Rents	(241)	(491)
Charges for services and facilities	(636)	(613)
Contributions towards expenditure	(594)	(496)
Total Income	(21,861)	(21,097)
Net cost of HRA services as included in the Comprehensive Income and Expenditure Statement	(2,785)	(2,573)
HRA share of Corporate and Democratic core	176	173
Net cost of HRA Services	(2,609)	(2,400)
HRA Share of the operating income and expenditure included in the Comprehensive Income and Expenditure Statement:		
Gain on sale of HRA Non-current Assets	(1,133)	(1,106)
Interest Payable and Similar Charges	2,017	1,865
Interest and Investment Income	(45)	(25)
Capital Grants and Contributions Receivable	(1,195)	(1,033)
Surplus for the Year on HRA Services	(2,965)	(2,699)

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MOVEMENT ON THE HRA STATEMENT

This statement shows how the surplus or deficit on the HRA Income and Expenditure Statement reconciles to the movement in the Housing Revenue Account Balance, which is governed by statute.

	2022/23 £'000	2021/22 £'000
Balance on the HRA at the end of the previous year	2,323	1,500
Surplus for the year on the HRA Income and Expenditure Statement	2,965	2,699
Adjustments between accounting basis and funding basis under statute (note 1)	(3,789)	(1,876)
Increase / (decrease) on the HRA	(824)	823
Balance on the HRA at the end of the current year	1,500	2,323

NOTES TO THE HRA STATEMENTS

1. Adjustments between accounting and funding basis under the legislative framework

	2022/23 £'000	2021/22 £'000
Items included in the HRA Income and Expenditure Account but excluded from the Movement in the HRA Balance		
Capital contributions applied	(1,195)	(1,033)
(Gain)/loss on sale of HRA non-current assets	(1,133)	(1,106)
Movements in the fair value of assets	153	265
	(2,175)	(1,874)
Items not included in the HRA Income and Expenditure Account but included in the Movement in the HRA Balance		
Capital expenditure funded by the HRA	(1,614)	(2)
Net adjustments between accounting basis and funding basis under the regulations	(3,789)	(1,876)

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2. Housing Stock

An analysis of the number and types of dwellings is detailed below:

Type	Total at 1st April 2022	Additions	Sales	Total at 31st March 2023
Houses and Bungalows	2,097	4	16	2,085
Flats	2,425	13	7	2,431
Shared Ownership (flats)*	15	2	2	15
Shared Ownership (houses)*	3	-	1	2
Total Stock	4,540	19	26	4,533

*Council share of shared ownership properties.

3. HRA Non-Current Assets

The non-current assets included in the Balance Sheet that relate to the HRA are shown below:

	1 st April 2022	Revaluations/ Impairments	Additions	Reclass- ifications	Disposals	Depreci- ation	31 st March 2023
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Dwellings	251,344	(968)	13,074	249	(1,689)	(5,338)	256,672
Assets under construction	4,657	(157)	1,245	(19)	-	-	5,726
Garages*	2,282	95	-	-	-	(33)	2,344
Other land and buildings	2,712	34	-	(1,395)	-	(7)	1,344
Infrastructure	5,191	-	283	-	-	(208)	5,266
Surplus assets	13,693	5	-	14	-	-	13,712
Investment property	2,282	-	-	(2,282)	-	-	-
Equipment	14	-	-	-	-	(3)	11
Intangible Assets	8	(2)	-	-	-	-	6
Total non-current assets	282,183	(993)	14,602	(3,433)	(1,689)	(5,589)	285,081

*Garages are included in Other Land & Buildings on the Balance Sheet.

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4. Impairment and Revaluation of Non-Current Assets

HRA dwellings are revalued every five years (the last revaluation was undertaken as at 31st March 2020). In interim years the dwelling valuation is updated by the movement in the house price index for Cheltenham published by the Land Registry. The valuation is at Existing Use Value for Social Housing (EUV-SH) or market value (MV) adjusted by a factor to reflect the fact that the properties are socially rented. The adjustment factor is published by the Department for Communities and Local Government and is set regionally. The south-west adjustment factor is currently 35% of Market Value.

5. Dwellings Valuation

The vacant possession value of dwellings within the HRA (i.e. their value without secure tenants) at 1st April 2023 was £736,928,606.

The difference between the vacant possession value and the lower Balance Sheet valuation (existing use value for social housing (EUV-SH)) measures the economic cost of providing council housing at less than open market rents.

6. Major Repairs Reserve

An analysis of the movements on the reserve during the year is shown below:

	£'000
Balance 1st April 2022	-
Transfer to reserve	5,589
Financing of HRA capital expenditure	(5,589)
Balance 31st March 2023	-

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7. HRA Capital Expenditure

A summary of HRA capital expenditure and sources of finance for 2022/23 is shown below:

Category	Total Expenditure £'000	Major Repairs Reserve £'000	Capital Receipts £'000	Capital Conts £'000	Revenue Conts £'000	Grants £'000	Loans £'000	Committed Sums £'000
New Build	1,245	-	484	-	-	-	761	-
Acquisitions	2,433	-	958	-	-	-	1,437	38
Major repairs & improvements	10,641	5,585	578	358	1,614	799	1,707	-
Infrastructure	283	4	-	-	-	-	279	-
Total	14,602	5,589	2,020	358	1,614	799	4,184	38

8. HRA Capital Receipts

An analysis of HRA capital receipts realised during the year is shown below:

	2022/23 £000	2021/22 £000
Sales of Dwellings	2,456	1,758
Sale of Shared Ownership Flats/Houses	357	686
Sales of Land	32	-
Total	2,845	2,444

9. Rent Arrears

Rent arrears at 31st March 2023 amounted to £725,325 (£827,088) as at 31st March 2022) and the Balance Sheet includes a bad debt provision of £420,000 relating to those arrears (£437,000 as at 31st March 2022).

10. Interest and Investment Income

This includes £45,150 interest from notional cash balances (£24,800 and Mortgage Int £53 in 2021/22).

STATEMENT OF ACCOUNTS 2022/23
GLOSSARY OF FINANCIAL TERMS

Accounting Code of Practice	Although the preparation and control of accounting is regulated, there is no statutory basis for accounting entries. Instead, Local Authorities have to comply with the CIPFA/LASAAC Code of Practice on Local authority accounting in the United Kingdom (The Code).
Accounting Period	The period of time covered by the accounts, normally a period of twelve months commencing on 1 st April for local authority accounts. The end of the accounting period is the balance sheet date.
Accounts	A generic term for statements setting out details of income and expenditure or assets and liabilities or both, in a structured manner. Accounts may be categorised either by the type of transactions they record, e.g. revenue account, capital account or by the purpose they serve, e.g. management accounts, final accounts, balance sheets.
Accounting Policies	The principles, bases, conventions, rules and practices applied by an organisation that specify how the effects of transactions and other events are to be reflected in its financial statements.
Accruals	Sums included in the final accounts to cover income or expenditure attributable to the accounting period but for which payment has not been made/received at the balance sheet date.
Actual	Actual, as opposed to budget, expenditure and income directly attributable to an accounting period.
Actuarial Basis	The estimation technique applied when estimating the liabilities to be recognised for defined benefit pension schemes in the financial statements of an organisation.
Amortised cost	Financial instruments are shown on the balance sheet at amortised cost, being the principal amount of the loan plus or minus the balance of any premium or discount associated with that loan, plus any interest accrued at the balance sheet date.
Audit of Accounts	An audit is an examination by an independent expert of an organisation's financial affairs to check that the relevant legal obligations and codes of practice have been followed.
Balances	Working balances are reserves needed to finance expenditure in advance of income from debtors, precepts and grants. Any excess may be applied, at the discretion of the council, to reduce future demands on the Collection Fund or to meet unexpected costs during the year. Balances on holding accounts and provisions are available to meet expenditure in future years without having adverse effect on revenue expenditure.
Billing Authority	The authority that sets council tax and collects it from council tax payers.
Budget	A financial plan that expresses an organisation's service delivery plans and capital programmes in monetary terms.
Budget Strategy	A document setting out how an organisation is going to meet its policies and priorities, taking into account the resources available to the organisation. This will include proposals for efficiency savings and possible service changes or reductions, which may free up resources for use on other policies or priorities.

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Capital Expenditure	This is expenditure on items providing benefits to the organisation over more than one year, such as land, buildings or vehicles.
Capital Financing	The raising of money to finance capital expenditure. In the past the cost of capital assets was usually met by borrowing, but capital expenditure may also be financed by other means such as contributions from revenue accounts, the proceeds from the sale of capital assets, and capital grants and contributions from developers or others.
Capital Financing Requirement	The capital financing requirement measures the council's underlying need to borrow for capital purposes.
Capital Grants	Grants received towards capital expenditure on a specific service or project.
Capital Programme	This is a financial plan of the capital expenditure projects that the organisation intends to carry out over a specified time period.
Capital Receipt	This is income resulting from the sale of assets such as land or property. The Government decides what proportion of each capital receipt can be used by the council to finance new capital expenditure. Capital receipts cannot be used to fund revenue expenditure.
Cash & Cash equivalents	Cash in hand plus deposits in banks or building societies, repayable on demand or within 24 hours, and deposits maturing within 3 months of the date taken out.
CIPFA	The Chartered Institute of Public Finance and Accountancy. This is the professional body for accountants working in local government and other public bodies. The Institute provides financial and statistical information services for local government and advises central Government and other bodies on local government and public finance matters.
Collection Fund	This is a statutory fund kept separate from the main accounts of the council. It records all income due from Council Tax and National Non Domestic Rates and shows how that income was shared between central government, the County Council and the Police and Crime Commissioner.
Consistency	One of the fundamental accounting concepts, it requires accountants to treat similar items of income and expenditure in the same way both within an accounting period and from one accounting period to the next.
Contingent Asset	An asset which exists at the balance sheet date where the outcome will be confirmed only on the occurrence or non-occurrence of one or more uncertain future events, for example a claim for compensation that a council is pursuing through the due legal process, where the outcome will only be decided by the decision of the courts.
Contingent Liability	A liability which exists at the balance sheet date where the outcome will be confirmed only on the occurrence or non-occurrence of one or more uncertain future events, for example, the default by a borrower on a loan from a third party for which the council has given a guarantee.
Council Tax	A local tax levied on dwellings within the local authority area. The level of taxation is based on the capital value of the property, which is categorised into one of eight bands from A to H, and the number of people living in the dwelling.

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Creditors	Amounts owed by the council for work done, goods received or services rendered within the accounting period, but for which payment was not made at the balance sheet date.
Current Assets	Assets which can be expected to be consumed or realised during the next accounting period.
Current Liabilities	Amounts which will become due or could be called upon during the next accounting period.
Debtors	An amount due to an organisation within the accounting period not received at the balance sheet date.
Depreciation	A charge made to the revenue account each year that reflects the reduction in value of assets used to deliver services. This is the loss in value of an asset, owing to age, wear and tear, deterioration, or obsolescence.
Employee Costs	These include salaries, wages and employers' national insurance and pension contributions, together with training expenses and charges relating to the index-linking of pensions of former employees.
Estimates	<p>Original estimate: the estimate for the new year approved before the start of the financial year, usually at the previous November's price levels.</p> <p>Revised estimate: the original estimate for the year updated by price changes since it was prepared and by supplementary estimates and virements.</p>
Final Accounts	Accounts prepared for an accounting period, usually in a summarised form. They include a statement showing the net surplus (profit) or deficit (loss) on the provision of services and a balance sheet. They are produced as a record of stewardship for interested parties. Local authorities are required by the Accounts and Audit Regulations 1993 (as amended) to publish a Statement of Accounts at the end of each financial year.
Finance Lease	A lease that transfers substantially all of the risks and rewards of ownership of a non-current asset to the lessee (the person or organisation leasing the asset).
Financial Year	The local authority financial year commences on 1 st April and finishes on 31 st March in the following year.
Government Grants	Grants made by the Government towards either revenue or capital expenditure to help with the cost of providing services and capital projects. Some Government grants have restrictions on how they may be used, whilst others are general purpose.
Impairment	Impairment of an asset is caused by a consumption of economic benefits (e.g. physical damage such as an office fire) or a deterioration in the quality of service provided by the asset (e.g. an industrial unit closing and becoming a storage facility), or by a general fall in prices of that particular asset or class of assets.
Interest	An amount received or paid for the use of a sum of money when it is invested or borrowed.
International Financial Reporting Standards (IFRS)	Provide the required accounting treatment and disclosure of transactions so that an organisation's financial statements present fairly the financial position of the organisation.

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Inventories	Items of raw materials and stores a council has purchased to use on a continuing basis but which have not yet been used.
Joint Venture	An entity in which the reporting authority has an interest on a long-term basis and is jointly controlled by the reporting authority and one or more entities under a contractual or other binding agreement.
Materiality	One of the main accounting concepts, it ensures that the statement of accounts includes all the transactions that, if omitted, would lead to a significant distortion of the financial position at the end of the accounting period.
Minimum Revenue Provision (MRP)	The minimum amount which must be charged to a council's revenue account as a contribution towards the reduction in its overall borrowing requirement. The amount represents that which the council considers to be prudent, taking into account the period over which the borrowing was taken, which is usually equivalent to the life of the asset.
National Non Domestic Rates (NNDR)	An NNDR rate (multiplier) is set annually by central government and is applied to the rateable value of a business to calculate the non-domestic rates collected by Billing Authorities. The rates collected are shared between central government, district and county councils in statutory proportions.
Non-Current Asset	Assets which can be expected to be of use or benefit to the council for more than one accounting period.
Operating Lease	A lease under which the ownership of the asset remains with the lessor (the person or organisation leasing the asset) and is equivalent to contract hiring.
Precepts	The levy made by a precepting authority (County Council, Police Authority, Parish Council) on the billing authority, requiring it to collect income from Council Taxpayers on their behalf.
Provision	A sum of money set aside in the accounts for liabilities or losses that are due but where the amount due or the timing of the payment is not know with certainty.
Revenue Expenditure	Expenditure on the day to day running costs of the council such as wages and salaries, utility costs, repairs and maintenance.
Revenue Expenditure funded from capital under statute (REFCUS)	Expenditure which can by law be financed from capital resources (e.g. capital receipts) but which does not result in a non-current asset for the authority e.g. renovation grants.
Revenue Support Grant	A general grant paid by central Government to local authorities to provide the services that it is responsible for delivering.
Subsidiary	An entity is a subsidiary of the reporting council if the council is able to exercise control over the operating and financial policies of the entity, and is able to gain benefits from the entity or is exposed to the risk of potential losses arising from this control.



Annual Governance Statement 2022/23

1. Scope of Responsibility

Cheltenham Borough Authority (“the authority”) is responsible for ensuring that:

- Its business is conducted in accordance with the law and proper standards;
- Public money is safeguarded and properly accounted for
- Public money is used economically, efficiently and effectively; and
- There is a sound system of governance, incorporating the system of internal control and risk management

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

In discharging these responsibilities, the authority is responsible for putting in place proper arrangements for the governance of its affairs, facilitating the effective exercise of its functions, and including arrangements for the management of risk.

The authority has developed and approved a code of corporate governance, which is consistent with the core principles and sub-principles as set out in the CIPFA/SOLACE “Delivering Good Governance in Local Government: Framework (2016)” (‘the Framework’). This statement explains how the authority has complied with the code and also meets the requirements of Regulation 6(1)(a) of the Accounts and Audit Regulations 2015 (England) which requires the authority to conduct a review at least once a year on the effectiveness of its system of internal control and include a statement reporting on the review with any published Statement of Accounts.

In addition to this, CIPFA issued its “Statement on the Role of the Chief Finance Officer in Local Government (2015)”. The Annual Governance Statement (AGS) reflects compliance with that Statement for reporting purposes. The Executive Director Finance and Assets is the Statutory Section 151 Officer (S151 Officer) for Cheltenham Borough Council.

In February 2021 CIPFA published Bulletin 06, the Application of the Good Governance Framework 2020/21, which contains guidance concerning the impact of the continuing Covid-19 pandemic on governance in local government bodies and the requirements of the Delivering Good Governance in Local Government Framework 2016 CIPFA and Solace (the Framework). It also takes into account the introduction of the CIPFA Financial Management Code 2019 (FM Code) during 2020/21. This AGS has been prepared taking into account this latest guidance.

2. Purpose of Governance Framework

The governance framework comprises the systems, processes, culture and values, by which the authority is directed and controlled including activities through which it is held accountable by, engages with and leads its communities. It enables the authority to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate, cost effective services.

The system of internal control is a significant part of the governance framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an on-going process designed to:

- Identify and prioritise the risks to the achievement of the authority’s policies, aims and

- objectives;
- Evaluate the likelihood of those risks occurring;
- Assess the impact should those risks occur; and
- Manage the risks efficiently, effectively and economically

The governance framework has been in place at the authority for the year ended 31 March 2023 and up to the date of approval of the Annual Statement of Accounts.

3. Governance Environment

The key elements of the authority's governance arrangements are outlined in the Local Code of Corporate Governance. The governance framework includes arrangements for:

- Identifying and communicating the authority's vision of its purpose and intended outcomes for citizens and service users;
- Reviewing the authority's vision and its implications for the authority's governance arrangements;
- Measuring the quality of services for users, ensuring that they are delivered in accordance with the authority's objectives and ensuring that they represent the best use of resources;
- Defining and documenting the roles and responsibilities of the executive (Cabinet), non-executive, scrutiny and officer functions, with clear delegation arrangements and protocols for effective communication;
- Developing, communicating and embedding codes of conduct, defining the standards of behaviour for members and staff;
- Reviewing and updating Financial Rules, Contract Rules, Constitution, Scheme of Delegation and supporting procedure notes / manuals, which clearly define how decisions are taken and the processes and controls required to manage risks;
- Ensuring effective counter fraud and anti-corruption arrangements are developed and maintained;
- Ensuring the authority's financial management arrangements meet the governance requirements of the *CIPFA* Statement on the Role of the Chief Financial Officer in Local Government (2015);
- Undertaking the core functions of an Audit Committee, as identified in *CIPFA's* Audit Committees: Practical Guidance for Local Authorities;
- Ensuring compliance with relevant laws and regulations, internal policies and procedures, and that expenditure is lawful;
- Whistleblowing referrals and for receiving and investigating complaints from the public;
- Identifying the development needs of members and senior officers in relation to their strategic roles, supported by the appropriate training;
- Establishing clear channels of communication with all sections of the community and other stakeholders, ensuring accountability and encouraging open consultation; and
- Incorporating good governance arrangements in respect of partnerships, including shared services and other joint working and reflecting these in the authority's overall governance arrangements.

4. Principles Framework

The main areas of the authority's governance framework and the assurance on compliance are set out over the next pages under the headings of the core principles and sub-principles from the CIPFA/SOLACE "Delivering Good Governance in Local Government: Framework (2016).

Governance Principle	Sub-Principle	Assurance on Compliance
Principle A - Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law	Behaving with integrity	<ul style="list-style-type: none"> • The political and executive leadership sets the tone for CBC and ensure that the required policies are put into place and monitored. • The Council's Constitution sets out how decisions are made and the procedures that are followed to ensure these are efficient, transparent and accountable to local people. • Statutory Officers' responsibilities are defined in the Constitution and are employed in accordance with statutory guidance. • The Employee Code of Conduct forms part of the Constitution and sets out the behaviours expected of employees. • The Members' Code of Conduct, which was updated in December 2022 and forms part of the Constitution sets out the standards of conduct expected by Members of the Council. • The Planning Code of Conduct and Probity in Licensing, both of which are currently being updated, supplement the Members Code of Conduct and set out the standards of conduct expected from members dealing with planning and licensing matters. • The Protocol for Member/Officer Relations is designed to guide Members and Officers of the Council in their relations with one another to maintain the integrity of local government. • The standards committee is in place to promote and maintain high standards of conduct and to assist Members and Co-opted Members to observe the Code of Conduct.
	Demonstrating strong commitment to ethical values	<ul style="list-style-type: none"> • In accordance with the Localism Act 2011 we have adopted a Code of Conduct for our Councillors that is in keeping with the general principles of public life and based upon the Local Government Association Model. All Councillors and co-opted Members undertake that they will observe the Code of Conduct. • All members keep their register of interests up to date. The registers are available for public viewing either at the Council Offices or via the website. • Members are required to declare relevant interests at meetings and these are recorded in the minutes. • The Employee Code of Conduct provides guidance to our employees on the ethical framework within which we seek to conduct its activities; and on the processes that the Council uses to ensure compliance with the highest ethical standards. These standards reflect the Nolan Principles which form the basis of the Members' Code of Conduct. • A register of gifts and hospitality is maintained for both Officers and Members.

	Respecting the rule of law	<ul style="list-style-type: none"> • The roles and responsibilities of Members and all holders of an office are set out in the authority's Constitution. • Codes of Conduct set out the standards of behaviour that are expected of our Councillors and Officers. Should these standards be breached they will be dealt with, either through the standards Committee or, in relation to Officers, action taken under our capability and/or disciplinary procedures. • The Whistleblowing Policy adopted by the Council ensures its effectiveness from a safeguarding perspective and to make it easier for staff to raise concerns about malpractice or illegal activity. The Policy contains clear guidance about how to report a concern, who to contact and sources of internal and external support. • Internal audit reviews are designed to ensure services are complying with internal and external policies and procedures and statutory legislation. Where non-compliance is identified, this is reported to management and to Members via the Audit, Compliance and Governance Committee. • CBC work with a Gloucestershire wide Counter Fraud and Enforcement Unit to help prevent and detect fraud and corrupt practices, including abuse of position. The service reports to the Audit, Compliance and Governance Committee twice a year. • Throughout 2022/23 the Counter Fraud and Enforcement Unit has worked closely with our Revenues and Benefits team to ensure that all energy support grants put in place have sufficient pre and post payment checks and controls in place to give assurance that the COVID19 grants were paid in accordance with the eligibility criteria.
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Governance Principle	Sub-Principle	Assurance on Compliance
Principle B - Ensuring openness and comprehensive stakeholder engagement	Openness	<ul style="list-style-type: none"> • The annual accounts are published in a timely manner and in accordance with specified timescales so that the financial position and performance of the authority is open to public scrutiny. • Committee meetings, agendas and minutes are published in accordance with the Forward Plan and publication of agendas is done in accordance with the Local Government Act 1972. • Council, Cabinet and Committee reports clearly outline their purpose, so the public can understand what the decision is aiming to achieve. • Council, Cabinet and Committee reports address financial, legal, equalities, risk and sustainability implications to allow public scrutiny and aid Members in their decisions

		<p>making.</p> <ul style="list-style-type: none"> • All public meetings that take place in the council chamber are webcast live to the council's YouTube channel. Cabinet and Council meetings remain on this channel for 6 months, while other committees can only be watched live. With effect from June 2023 this practice will change and all recordings will be available to view for a period of 4 years from the date of the meeting. • Members and the public are able to ask questions at Council, Cabinet and the Overview and Scrutiny Committee. Processes are in place which facilitate public participation at Audit, Licensing and Planning Committee meetings. All meetings are held in public unless exempt business is under discussion. • CBCs petition scheme makes provision for the submission of petitions • Overview and Scrutiny committee promotes open and transparent decision-making, democratic accountability and holds the Cabinet to account for its decisions. • Officer and individual Portfolio Holder decisions are published on our website • Transparency data is published on the website and includes supplier payments, senior management structure charts, annual pay policy statement, and our gender pay gap report for the previous financial year. Where data is not available in the published data sets, instructions are available on how to make a Freedom of Information Request and the procedure that will be followed to answer the request.
	<p>Engaging comprehensively with institutional stakeholders</p>	<ul style="list-style-type: none"> • We engage with large numbers of stakeholders through forums such as Leadership Gloucestershire, Southwest Councils and the Local Government Association. • We have a comprehensive engagement system with statutory stakeholders such as the NHS, Gloucestershire County Council and the Gloucestershire Police. • We are members of the District Councils' Network (DCN) a cross-party member led network of 183 councils. • We engage with further subject based stakeholders particularly around economic development such as the Cheltenham BID, The Cheltenham Economic Advisory Board, The Cheltenham Culture Board and our partners in the Golden Valley Project. We hold a statutory responsibility around the duties of the Community Safety Partnership, made up of both statutory agencies and co-operating bodies within the borough and the county (known as the 'responsible authorities') • As part of the budget setting process consultation takes place through the authority's

		<p>website and by attendance at meetings of the parish councils and business community by the Executive Director Finance and Assets and Cabinet Member Finance / Leader of the Council.</p> <ul style="list-style-type: none"> • Engagement with staff happens in a number of ways; whole authority staff sessions, directorate team meetings, monthly managers meetings and one-to-one meetings • We have an active C5 group that regularly brings together the five parish councils of Cheltenham to discuss shared issues, opportunities and challenges.
	<p>Engaging with individual citizens and service users effectively</p>	<ul style="list-style-type: none"> • Local focus and community group engagement are undertaken by our communities and partnership team with wider engagement taking place across our service areas. • Our Solace Partnership comprising of Cheltenham Borough Council, Gloucester City Council and Gloucestershire Constabulary come together with communities to prevent, investigate and tackle anti-social behaviour (ASB) in Cheltenham and Gloucester. • The Communications team and our Marketing Cheltenham Team ensure that specific matters are placed in the media and engage with the media over enquiries on specific matters. • Engagement and consultation with the public is undertaken through public meetings, surveys and other mechanisms as required throughout the year or around specific topics, e.g. Cheltenham Plan. • A Statement on Community Involvement is approved which sets out the opportunities by which the public and organisations can engage with the planning system, including the procedures and methods used to consult on planning applications. • Our resident survey provides an opportunity for residents to feed back on the services we provide. • Planning has a particular focus on engagement with statutory consultation forming part of each planning proposal. • We have a customer feedback policy and process which enables residents to provide feedback, to raise complaints or provide us with a compliment.

Governance Principle	Sub-Principle	Assurance on Compliance
<p>Principle C - Defining outcomes in terms of sustainable economic, social, and</p>	<p>Defining outcomes</p>	<ul style="list-style-type: none"> • The Cheltenham Place Vision document sets out the ambitions, aspirations and actions that the authority, together with its key partners, will take to bring about a thriving town in terms of businesses and their workforces, culture and creativity, people and communities.

<p>environmental benefits</p>		<ul style="list-style-type: none"> • Our new Corporate Plan was launched in February 2023 and sets out CBC’s purpose, principles and priorities for the future, developed to make the biggest difference to Cheltenham’s communities, businesses and residents, in line with Cheltenham’s place vision. • The Borough has a statutory development plan in place made up of the Gloucester, Cheltenham and Tewkesbury Joint Strategic Plan (adopted 2017) and The Cheltenham Plan (adopted 2020), together these plans make provision for the long term growth of our area delivering sustainable, social and environmental benefits across the Borough up to 2031. • The Council is updating its Local Development Scheme, which sets out the key milestones for the preparation of its statutory development plan, as required by the Planning and Compulsory Purchase Act 2004 (as amended).
	<p>Sustainable economic, social and environmental benefits</p>	<ul style="list-style-type: none"> • Our pathway to Net Zero sets out our aims to achieving our target of CBC and Cheltenham becoming carbon neutral by 2030. • We actively monitor our progress against this pathway and publish our key achievements. We also report our scope 1, 2 and 3 emissions. • CBC have developed an award winning environmental impact assessment tool which ensures that the environmental impacts of all new projects and policies are properly assessed. The result of the assessment are captured within decision making reports to facilitate informed decision making. • We are committed to social value and how we can drive this through our own procurement, decision-making and project delivery. A social value charter will be prepared over 2023 and best practice is being developed through the Golden Valley programme.

Governance Principle	Sub-Principle	Assurance on Compliance
<p>Principle D - Determining the interventions necessary to optimise the achievement of the intended outcomes</p>	<p>Determining interventions</p>	<ul style="list-style-type: none"> • A mixed economy approach to service delivery is in place to deliver the priority outcomes of Members. • To operate within a more constrained financial cost base CBC has over a number of years created a number of new organisations to deliver services once provided in house. • Each partner service is assigned a client officer who undertakes frequent and direct liaison with the service provider and monitors the contract performance and delivery. • A member of the Leadership Team holds accountability for these services and provides the strategic guidance and support to the client officers. • The Leadership Team and client officers keep relevant Cabinet members apprised of commissioned service performance as well as Cabinet Members being engaged directly in performance meetings with commissioned service providers.

		<ul style="list-style-type: none"> • Regular Peer Reviews are undertaken for quality assurance and the latest reviews undertaken measured CBC's response to COVID and commended the positive action taken by the council in this area and a focussed peer review March 2023 looking at the vision, leadership and outcomes of the planning service. • CBC have an Overview and Scrutiny Committee whose role it is to deliver measurable outcomes which benefit the effectiveness of the Authority and the community.
	<p>Planning interventions</p>	<ul style="list-style-type: none"> • Performance, audit, risk, finance information and contract management is used to identify areas of concern and plan required interventions. • Clearview provides access to regular reporting on matters of risk and performance. • Corporate risks are considered by the Leadership Team on a monthly basis. • Operational risks are monitored and managed at Manager level. • Any strategic risks scoring 16 or more are escalated to the corporate risk register discussed by the Leadership Team and considered by members of the Cabinet. • Outcomes are monitored on a regular basis and open to scrutiny and programmes/projects which have a formal programme/project structure are required to be placed on our Clearview system and reported upon to the Leadership Team at regular intervals. • Our Leadership Team has strategic oversight of major issues affecting the Council with a well-developed forward plan. • Budget monitoring is designed to capture and incorporate internal & external factors and to enable the authority to respond appropriately.
	<p>Optimising achievement of intended outcomes</p>	<ul style="list-style-type: none"> • We continue to work on achieving the aims of our commercial strategy that sets out the authority's ambition to be an enterprising and commercially focused authority. • CBC's approach to drive down the Council's net costs and increase income via a commercial mind-set with the aim to hold down council tax as far as possible, now and in the longer term helps the Authority protect frontline services. • Following the refresh of the Corporate Plan for 2023-2027, the drive towards financial sustainability includes the review and re-alignment of our resources to ensure the key priorities are able to be delivered over this period. The Director of Finance, Assets and Regeneration oversees all commercial work to ensure it fits with our role as a council and within our financial framework. • CBC's Capital Strategy 2023 to 2024, Investment Strategy 2023 to 2024 and Treasury Management Strategy 2023 to 2024 were refreshed and approved by full council in March 2023. • The authority's budgets are prepared annually in accordance with objectives, strategies and the MTFs is finalised following consultation with Members, customers, stakeholders and officers. • Financial stewardship in respect of both capital and revenue proposals is reviewed and challenged by the Budget Scrutiny Working Group and considered regularly by the Leadership Team.

		<ul style="list-style-type: none"> The MTFS is a live document and is updated as necessary, to respond to the changing environment and in such circumstances would be discussed by the Leadership Team to determine any necessary mitigating actions that would then be discussed with the Cabinet.
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Governance Principle	Sub-Principle	Assurance on Compliance
Principle E - Developing the entity's capacity, including the capability of its leadership and the individuals within it	Developing the entity's capacity	<ul style="list-style-type: none"> The Chief Executive is responsible for the organisation of the staff. Leadership and Management is delivered through the Leadership Team consisting of the Chief Executive, Executive Directors and Directors to ensure proper oversight of the whole business. The Leadership Team meet once a week and have leadership / manager briefing on a monthly basis which sit alongside departmental management team meetings. Monthly all staff webinars are in place and are utilised not only for knowledge sharing but as a development opportunity on a wide range of topics e.g. change management. Our Learning Management System provides a modern, flexible, effective, approach to 1:1 conversations with our people about performance and development. During 2022/23 we continued to work on our organisational review to ensure our resources were structured to deliver our corporate plan Publica support services continued to provide services to CBC in the areas of Human Resources, some Finance and ICT and once again during the past year we have worked with our Publica Health and Safety partners to help us adopt safe working practices that continued to adhere to changing government guidance. We have procured and installed a new digital platform aimed at improve services to our residents and businesses.
	Developing the capability of the entity's leadership and other individuals	<ul style="list-style-type: none"> We have a programme of training available for both Councillors and Officers at all levels. All new employees take part in an induction programme and ongoing staff development needs are identified through our system of 1:1 meetings There is mandatory compliance training for all staff and members on key items and policies via our Learning Management System and this includes training on Equality, Diversity and Inclusion. Professional members of staff are required to undertake additional training requirements (continuing professional development) as set by their professional bodies. We continue to run a range of leadership programmes for our people designed to give them behaviours and skills for the future.

		<ul style="list-style-type: none"> • All new Members undertake a comprehensive Members induction programme that is delivered after each borough election (i.e. every 2 years). • New Members are matched with a senior officer under a “buddy” system to provide practical support as they develop into their roles. • Training is provided for Members on an ongoing basis as appropriate and necessary. Members on certain committees (e.g. Planning and Licensing) are required to undertake initial and ongoing “top up” training in order to take their place on the committee. • During the last year Members have undertaken learning and development in a number of areas including Carbon Literacy. • The authority is a member of the Local Government Association who provide individual mentoring and support to Members and officers as necessary or requested.
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Governance Principle	Sub-Principle	Assurance on Compliance
Principle F - Managing risks and performance through robust internal control and strong public financial management	Managing risk	<ul style="list-style-type: none"> • Our Risk Management Policy are in place and subject to regular review. Our risk maturity assessment assessed us at Level 3. Work continue to develop in this area with a view to working towards Level 4. • Officers are required to maintain the CBC Service / Operational Risk Registers and the Leadership Team and Informal Cabinet reviews the corporate risk register on a monthly basis. • Any strategic level risks that score 16 or above are incorporated in the corporate risk register. • The Audit, Compliance and Governance Committee reviews and approves the Risk Management Policy on a regular basis. Risks are identified when undertaking Internal Audit reviews and reported when necessary. • A risk-based Audit Plan is drafted annually following consultation with Officers, Members and the Executive Director Finance and Assets. The Audit Plan is approved at Audit, Compliance and Governance Committee prior to the financial year.
	Managing performance	<ul style="list-style-type: none"> • Organisational performance against the authority’s corporate plan objectives is reviewed by the Leadership Team to ensure key programmes of work remain on track to achieve CBC goals and objectives. • Principal performance KPI’s and targets are being developed throughout the organisation and captured within our organisational performance management system, Clearview. • Individual programmes and projects have their own targets and performance expectations and are reported via the programme/project boards as required. • Programmes and Projects are tracked through our Clearview system and reported to the Leadership Team.

	<p>Robust control internal</p>	<ul style="list-style-type: none"> • CBC corporate governance group meets on a quarterly basis, chaired by the Chief Executive and its attendees are the other statutory officers, internal audit, counter fraud, risk management and Human Resources. • Assurance is gained through regular internal audits and reporting. • External Audit recommendations are reported to Audit, Compliance and Governance Committee following the completion of their annual audit process with follow-ups of recommendations also reported. Any recommendations are incorporated into the planning for the next years Audit. • Internal Audit is delivered through SWAP Internal Audit Services (SWAP) and processes ensure compliance with Public Sector Internal Auditing Standards. • Internal Audit agreed actions are followed up and reported to Audit, Compliance and Governance Committee with further follow up being reported where agreed actions have not been implemented in full. • Copies of all Internal Audit reports are provided to the Executive Director Finance and Assets and / or Executive Director People and Change who ensures that other relevant Directors and Officers are made aware of any significant issues or recommendations. • Audit reports, once completed are discussed with the service manager. Executive summaries, including findings, and progress on the Annual Plan are reported to Audit, Compliance and Governance Committee, on a quarterly basis. • Agreed Actions made in audit reports are followed up one month after the agreed target implementation date. High priority agreed actions are reported to Audit, Compliance and Governance Committee with quarterly updates on progress. • A Counter Fraud and Enforcement Unit supports all the Gloucestershire Local Authorities, West Oxfordshire District Council and other third parties. Where investigations identify possible improvements to the internal control framework, the Counter Fraud and Enforcement Unit will liaise with the Internal Audit Team to ensure the improvements are followed up and implemented by Management.
	<p>Managing data</p>	<ul style="list-style-type: none"> • Our Data Protection Policy provides a framework for all other Information security and Information Management Polices all of which are available to all data users on the Councils intranet. • These policies also provides the responsibilities and accountabilities for the roles of the Data Protection Officer, Senior Information Risk Officer (SIRO) and the Single Point of Contact (SPoC). • All officers and Councillors are required to undertake mandatory e-Learning training on information governance. • The importance of reporting breaches of Data Protection legislation is well publicised and individual officers are welcomed when they come forward to report incidents.

		<ul style="list-style-type: none"> • The authority is part of the Gloucestershire Information Sharing Partnership. This will enable data to be shared when necessary. • Audit reviews ensure data is held securely whether electronic or hard-copy. • In 2022/23 we conducted a number of the Information Commissioners Self-Assessment and were able to identify areas of strength and area for development. An action plan has been developed and worked is underway to complete the actions contained therein.
	Strong public financial management	<ul style="list-style-type: none"> • The Finance Strategy sets the overall direction for how we will fund our activities and invest in the future. • We have a budget setting process with the Budget and Medium Term Financial Plan decided annually by Council. • We have in place a statutory Section 151 Officer with finance teams that support the budget holders. • The MTFFS is reviewed and updated on a regular basis so that Members and the Leadership Team are aware of the financial standing of the authority in terms of delivering against cost reduction or revenue raising targets. • Performance against budget is reported to Cabinet and any significant variances explained. • Financial Procedure Rules and Contract Procedure Rules are in place. • The Statement of Accounts is produced and published annually in accordance with statutory legislation. • Aligned with the accounts the production of this Annual Governance Statement that identifies how the authority has met its governance reporting obligations.

Principle G - Implementing good practices in transparency, reporting, and audit to deliver effective accountability	Implementing good practice in transparency	<ul style="list-style-type: none"> • Agendas for all Council meetings are publicly available on website and meetings are accessible on YouTube and promoted via social media. • Performance monitoring reports considered by Overview and Scrutiny are published on the authority's website in accordance with publication standards and guidelines. • Data in respect of transparency is published on the authority's website. • We have a Whistleblowing Policy in place.
	Implementing good practices in reporting	<ul style="list-style-type: none"> • We have in place comprehensive procedures for the making of decisions, either by Full Council, Committee, Cabinet or individual decisions made by Directors and Cabinet Members. • All reports are taken through Democratic Services and require clearance by Legal, Finance, HR and Property/Assets and risk and environmental implications for every report are identified. • Reports for Council, Committees and Cabinet business and minutes of these meetings are available on our website, save for reports which contain information that is exempt from publication.

	Assurance effective accountability and	<ul style="list-style-type: none">• The Constitution sets out the executive arrangements and the roles and responsibilities of the Leader of the Cabinet, the Cabinet and each of the Portfolio Holders individually and the roles and responsibilities of other Council Members.• The Constitution sets out the functions of Council, Cabinet and the various committees.• We have an effective Overview and Scrutiny function whose responsibilities are also set out in the Constitution.• The principal roles and responsibilities of the Chief Executive and senior officers, including the Chief Financial Officer (Section 151 Officer) and the Monitoring Officer, are also set out in the Constitution.• Internal Audit processes ensure compliance with Public Sector Internal Auditing Standards. Internal Audit agreed actions are followed-up and reported to Audit Committee, further follow-up is planned if agreed actions have not been implemented in full.
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5. Review of Effectiveness

The authority has responsibility for conducting, at least annually, a review of the effectiveness of its governance framework including the system of internal control. The review of effectiveness is informed by the work of the senior managers, the annual opinion from the Head of Internal Audit, the officer Corporate Governance Groups and comments made by the external auditors, other review agencies and inspectorates.

The authority's process for maintaining and reviewing the effectiveness of the governance framework has included the following:

- Directors complete an Annual Assurance Statement at the end of each financial year. These governance declarations provide appropriate management assurance that key elements of the system of internal control are in place and are working effectively and help to identify areas for improvement.
- Annual Assurance Statements are also completed by Client Officers in respect of external service providers, The Cheltenham Trust, One Legal, Publica, Ubico, SWAP and CBH.
- Where the assurance review highlights elements that do not fully or partially meet the systems of internal control then the Directors and Client officers explain what action needs to be taken within an agreed timeframe.
- Leadership Team review the Corporate Risk Register on a monthly basis and service risk registers are managed by each manager.
- The SWAP Assistant Director (Head of Internal Audit) provides the Audit, Compliance and Governance Committee, as the Committee charged with governance, with an Annual Opinion on the control environment of the authority, which includes its governance arrangements.
- Investigation of, and decisions on, allegations of failure to comply with Members Code of Conduct are considered and determined through processes involving the Monitoring Officer/Independent Person(s)/Standards Committee/Sub-Committee as set out in the Constitution.
- The Executive Director Finance and Assets ensures training and awareness sessions are carried out for the Audit, Compliance and Governance Committee periodically.
- The External Auditors present progress reports to the Audit, Compliance and Governance Committee. The Chief Executive and Executive Director Finance and Assets attend audit liaison meetings with the external auditors on a regular basis.
- The External Auditor's Annual Audit Letter and follow-up of management responses to issues raised in the Letter or other reports are overseen by the Audit, Compliance and Governance Committee.
- Performance with regard to achievement of corporate priorities, budgets and risk are reported and monitored as outlined in this statement.
- The Audit, Compliance and Governance Committee review the Annual Governance Statement.
- The Audit, Compliance and Governance Committee review the Annual Statement of Accounts and reports from both Internal Audit (SWAP) and External Audit, including quarterly progress reports.
- Council approves the annual budget, reviews and approves the Treasury Management Strategy.
- Internal Audit monitors the quality and effectiveness of systems of internal control. Audit reports include an opinion that provides management with an independent judgement on the adequacy and effectiveness of internal controls. Reports including agreed actions for improvement are detailed in an action plan agreed with the relevant Executive Director/Service Manager.

Audit statement – 'On the balance of our 2022/23 audit work for Cheltenham Borough Council,

enhanced by the work of external agencies, I am able to offer a **xxxxxx Assurance** opinion in respect of the areas reviewed during the year.’

6. Significant Governance Issues During 2021/2022

In preparing the 2021/22 statement and reviewing the effectiveness of the governance arrangements there were no significant governance issues identified.

7. Governance Issues During 2022/23

In preparing the 2022/23 statement and reviewing the effectiveness of the governance arrangements the following areas have been identified as areas of focus for the next financial year:

No.	Key Area of Focus	Planned Actions
1.	Update our HR and ICT Policies	<ul style="list-style-type: none"> • Complete a review of our HR and ICT policies to ensure they are fit for purpose and reflect current statutory requirements and best practice • Ensure that where appropriate HR and ICT policies are interconnected to ensure that appropriate procedures are in place concerning matters such as employee access to systems and data during periods of long term sickness absence or when the subject of disciplinary investigations • Update our guidance on the use of personal devices for council business
2.	Develop our approach to Member Development	<ul style="list-style-type: none"> • Set up a cross party member development working group • Develop a member development Strategy • Prepare a comprehensive induction programme for implementation following the local elections in May 2024 • Work towards achieving the Member Development Charter status
3.	Information Governance policies	<ul style="list-style-type: none"> • Adopt the refreshed suite of policies • Ensure staff are fully trained on the revised policies so that they can become fully embedded them within the organisation • Conduct ICO Self-Assessments
4.	Equity, Equality, Diversity and Inclusion	<ul style="list-style-type: none"> • Develop our approach to equality impact assessments • Create an EEDI action plan to demonstrate our compliance with the Public Sector Equality Duty
5.	Continue to develop our approach to project and programme management	<ul style="list-style-type: none"> • Establish a dedicated corporate programme office • Establish a project overview group to provide corporate oversight of projects, resources, risk and benefits realisation

8. Approval of Leader and Chief Executive

We have been advised on the implications of the result of the review of the effectiveness of the governance framework by the Audit, Compliance and Governance Committee, and that the arrangements continue to be regarded as fit for purpose in accordance with the governance framework.

Signed on behalf of Cheltenham Borough Council:

Rowena Hay
Leader of the Council

Gareth Edmundson
Chief Executive

