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To the Small Business Commissioner Retail Shop Leases Fund

Opinion

I have audited the financial report of the Retail Shop Leases Fund for the financial year ended 30 June 2025.

In my opinion, the accompanying financial report gives a true and fair view of the financial position of the Retail Shop Leases Fund as at 30 June 2025, its financial performance and its cash flows for the year then ended in accordance with relevant Treasurer's Instructions issued under the provisions of the *Public Finance and Audit Act 1987* and Australian Accounting Standards – Simplified Disclosures.

The financial report comprises:

- a Statement of Comprehensive Income for the year ended 30 June 2025
- a Statement of Financial Position as at 30 June 2025
- a Statement of Changes in Equity for the year ended 30 June 2025
- a Statement of Cash Flows for the year ended 30 June 2025
- notes, comprising material accounting policy information and other explanatory information
- a Certificate from the Small Business Commissioner and the Manager, Corporate Operations.

Basis for opinion

I conducted the audit in accordance with the *Public Finance and Audit Act 1987* and Australian Auditing Standards. My responsibilities under those standards are further described in the 'Auditor's responsibilities for the audit of the financial report' section of my report. I am independent of the Retail Shop Leases Fund. The *Public Finance and Audit Act 1987* establishes the independence of the Auditor-General. In conducting the audit, the relevant ethical requirements of APES 110 *Code of Ethics for Professional Accountants (including Independence Standards)* have been met.

I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Responsibilities of the Small Business Commissioner for the financial report

The Small Business Commissioner is responsible for the preparation of the financial report that gives a true and fair view in accordance with relevant Treasurer's Instructions issued under the provisions of the *Public Finance and Audit Act 1987* and the Australian Accounting Standards – Simplified Disclosures, and for such internal control as management determines is necessary to enable the preparation of the financial report that gives a true and fair view and is free from material misstatement, whether due to fraud or error.

In preparing the financial report, the Small Business Commissioner is responsible for assessing the entity's ability to continue as a going concern, taking into account any policy or funding decisions the government has made which affect the continued existence of the entity. The Small Business Commissioner is also responsible for disclosing, as applicable, matters related to going concern and using the going concern basis of accounting, unless the assessment indicates that it is not appropriate.

Auditor's responsibilities for the audit of the financial report

As required by section 31(1)(b) of the *Public Finance and Audit Act 1987* and section 72(2) of the *Retail and Commercial Leases Act 1995*, I have audited the financial report of the Retail Shop Leases Fund for the financial year ended 30 June 2025.

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

As part of an audit in accordance with Australian Auditing Standards, I exercise professional judgement and maintain professional scepticism throughout the audit. I also:

- identify and assess the risks of material misstatement of the financial report, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control

- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Retail Shop Leases Fund's internal control
- evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the Small Business Commissioner
- conclude on the appropriateness of the Small Business Commissioner's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the entity's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial report or, if such disclosures are inadequate, to modify the opinion. My conclusion is based on the audit evidence obtained up to the date of the auditor's report. However, future events or conditions may cause an entity to cease to continue as a going concern
- evaluate the overall presentation, structure and content of the financial report, including the disclosures, and whether the financial report represents the underlying transactions and events in a manner that achieves fair presentation.

My report refers only to the financial report described above and does not provide assurance over the integrity of electronic publication by the entity on any website nor does it provide an opinion on other information which may have been hyperlinked to/from the report.

I communicate with the Small Business Commissioner about, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during the audit.



Daniel O'Donohue
Deputy Auditor-General

30 September 2025

Retail Shop Leases Fund

Financial Statements

For the year ended 30 June 2025

Retail Shop Leases Fund
Certification of the Financial Statements
For the year ended 30 June 2025

We certify that the:

- financial statements of the Retail Shop Leases Fund:
 - are in accordance with the accounts and records of the Retail Shop Leases Fund;
 - comply with relevant Treasurer's Instructions;
 - comply with relevant accounting standards; and
 - present a true and fair view of the financial position of the Retail Shop Leases Fund at the end of the financial year and the result of its operation and cash flows for the financial year.
- internal controls employed by the Retail Shop Leases Fund for the financial year over its financial reporting and its preparation of financial statements have been effective.



Dan van Holst Pellekaan
Small Business Commissioner
29 September 2025



Monique Hill
Manager, Corporate Operations
29 September 2025

Retail Shop Leases Fund
Statement of Comprehensive Income
For the year ended 30 June 2025

		2025	2024
	Note	\$'000	\$'000
Income			
Interest and investment income	2.1	1 342	910
Gain on revaluation of investments		413	242
Services received free of charge	2.2	8	-
Other income	2.3	8	-
Total income		1 771	1 152
Expenses			
Administration	3.1	344	194
Other expenses	3.2	8	8
Total expenses		352	202
Net result		1 419	950
Total comprehensive result		1 419	950

The accompanying notes form part of these financial statements. The net result and total comprehensive result are attributable to the SA Government as owner.

Retail Shop Leases Fund
Statement of Financial Position
As at 30 June 2025

		2025	2024
	Note	\$'000	\$'000
Current assets			
Investments	4.4	4 755	3 757
Cash and cash equivalents	4.2	199	671
Receivables	4.3	772	466
Total current assets		5 726	4 894
Non-current assets			
Investments	4.4	24 179	20 778
Total non-current assets		24 179	20 778
Total assets		29 905	25 672
Current liabilities			
Security bonds lodged	5.1	6 586	4 390
Payables	5.2	66	38
Total current liabilities		6 652	4 428
Non-current liabilities			
Security bonds lodged	5.1	18 117	17 527
Total non-current liabilities		18 117	17 527
Total liabilities		24 769	21 955
Net assets		5 136	3 717
Equity			
Retained earnings		5 136	3 717
Total equity		5 136	3 717

The accompanying notes form part of these financial statements. The total equity is attributable to the SA Government as owner.

Retail Shop Leases Fund
Statement of Changes in Equity
For the year ended 30 June 2025

	Retained earnings \$'000	Total equity \$'000
Balance at 1 July 2023	2 767	2 767
Net result for 2023-24	950	950
Total comprehensive result for 2023-24	950	950
Balance at 30 June 2024	3 717	3 717
Net result for 2024-25	1 419	1 419
Total comprehensive result for 2024-25	1 419	1 419
Balance at 30 June 2025	5 136	5 136

The accompanying notes form part of these financial statements. All changes in equity are attributable to the SA Government as owner.

Retail Shop Leases Fund

Statement of Cash Flows

For the year ended 30 June 2025

		2025	2024
	Note	\$'000	\$'000
Cash flows from operating activities			
Cash inflows			
Bonds lodged		5 933	5 736
Interest received		25	25
Cash generated from operating activities		5 958	5 761
Cash outflows			
Bond refunds		(3 111)	(2 565)
Administration		(344)	(186)
Other expenses		-	(8)
Cash used in operating activities		(3 455)	(2 759)
Net cash provided by operating activities		2 503	3 002
Cash outflows			
Purchase of investments		(2 975)	(2 800)
Cash used in investing activities		(2 975)	(2 800)
Net cash used in investing activities		(2 975)	(2 800)
Net (decrease)/increase in cash and cash equivalents		(472)	202
Cash and cash equivalents at the beginning of the reporting period		671	469
Cash and cash equivalents at the end of the reporting period	4.2	199	671

The accompanying notes form part of these financial statements.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

1. About the Retail Shop Leases Fund

The Retail Shop Leases Fund (RSLF) is established under the *Retail and Commercial Leases Act 1995* (the Act). The financial statements are required by section 72(1) of the Act and include income, expenses, assets and liabilities which the Small Business Commissioner (the Commissioner) manages on behalf of the SA Government.

The RSLF does not control any other entity and has no interest in unconsolidated structured entities.

1.1. Basis of preparation

The financial statements are general purpose financial statements prepared in compliance with:

- section 23 of the *Public Finance and Audit Act 1987*;
- Treasurer's Instructions and Accounting Policy Statements issued by the Treasurer under the *Public Finance and Audit Act 1987*; and
- relevant Australian Accounting Standards applying simplified disclosures.

The financial statements are prepared based on a 12 month reporting period and presented in Australian currency. All amounts in the financial statements and accompanying notes have been rounded to the nearest thousand dollars (\$'000). The historical cost convention is used unless a different measurement basis is specifically disclosed in the note associated with the item measured.

Assets that are to be sold, consumed or realised as part of the normal 12 month operating cycle have been classified as current assets. Liabilities that are due to be settled within 12 months after the end of the reporting period or for which the department has no right to defer the settlement for at least 12 months after the end of the reporting period are classified as current liabilities. All other assets and liabilities are classified as non-current.

Significant accounting policies are set out throughout the notes.

Income, expenses and assets are recognised net of the amount of goods and services tax (GST) except:

- when the GST incurred on a purchase of goods or services is not recoverable from the Australian Taxation Office, in which case the GST is recognised as part of the cost of acquisition of the asset or as part of the expense item applicable; and
- receivables and payables, which are stated with the amount of GST included.

Cash flows are included in the Statement of Cash Flows on a gross basis, and the GST component of cash flows arising from investing and financing activities, which is recoverable from, or payable to, the ATO is classified as part of operating cash flows.

The net amount of the GST receivable/payable to the ATO is not recognised as a receivable/payable in the Statement of Financial Position as the RSLF is a member of an approved GST group of which the Attorney-General's Department is responsible for the remittance and collection of GST.

1.2. Objectives and activities

The RSLF consists of amounts received by the Commissioner by way of security bonds, and other amounts paid into the RSLF under the Act. Income derived from the investment of the RSLF may be applied towards the costs of administering the Act, enforcing the Act and education of lessors and lessees about their statutory and contractual rights and obligations as approved by the responsible Minister.

The RSLF's main source of income is interest derived and distributions from the investment of RSLF assets in accordance with subsection 100(4) of the Act. RSLF assets mainly represent the investment of security bonds received in accordance with subsection 19(5)(b) of the Act.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

2. Income

2.1. Interest and investment income

	2025	2024
	\$'000	\$'000
Interest and investment	1 342	910
Total interest and investment	1 342	910

Interest and investment income is recognised as it accrues and includes interest and distributions from RSLF's bank accounts and investments held with the Public Trustee.

2.2. Services received free of charge

	2025	2024
	\$'000	\$'000
Services received free of charge - Audit Office of SA	8	-
Total services received free of charge	8	-

Services received free of charge are measured at fair value. From 2024-25, audit fees are accounted for as auditing services received free of charge, under *AASB 1058 Income of Not-for-Profit Entities*.

2.3. Other income

	2025	2024
	\$'000	\$'000
Other income	8	-
Total other income	8	-

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

3. Expenses

3.1. Administration

	2025	2024
	\$'000	\$'000
Administration	344	194
Total administration	344	194

Reimbursements to the Commissioner for part of the cost of administering Part 10 of the Act.

3.2. Other expenses

	2025	2024
	\$'000	\$'000
Audit fee	8	8
Total other expenses	8	8

Audit fee represents the fair value of audit services received from the Audit Office of South Australia for work performed under the *Public Finance and Audit Act 1987*. No other services were provided by the Audit Office of South Australia.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

4. Assets

4.1. Cash and cash equivalents

	2025	2024
	\$'000	\$'000
Cash at bank	199	671
Total cash and cash equivalents	199	671

Cash is measured at nominal value.

4.2. Receivables

	2025	2024
	\$'000	\$'000
Accrued interest and investment income	772	466
Total receivables	772	466

Receivables relate to accrued interest and distribution on investments with Public Trustee and accrued interest on cash. They are held with the objective of collecting the contractual cash flows and measured at amortised cost.

It is not anticipated that counterparties will fail to discharge their obligations. The carrying amount of receivables approximates net fair value due to being receivable on demand. There is no concentration of credit risk. Refer to note 7.1 for further information on risk management.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

4.3. Investments

	2025	2024
	\$'000	\$'000
Current		
Investments	4 755	3 757
Total current investments	4 755	3 757
Non-current		
Investments	24 179	20 778
Total non-current investments	24 179	20 778
Total investments	28 934	24 535

Investments represent funds deposited with the Public Trustee. These investments have been designated as fair value through the Statement of Comprehensive Income as they are held with the intention to dispose of the asset if required to ensure sufficient cash flow to meet bond repayments. Investments are made by way of unit holdings in a selection of common funds managed by the Public Trustee. The proportion of unit holdings is dependent upon the investment strategy adopted.

As at 30 June 2025 the RSLF held investments in common funds in the following proportions:

Cash Common Fund	16% (2024: 15%)
Balanced	5% (2024: 5%)
Capital Stable	79% (2024: 80%)

Investments are measured at fair value in accordance with unit prices at balance date as advised by the applicable fund manager. Investments are classified as either current or non-current. Those to be rolled over within 12 months are classified as a current investment.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

5. Liabilities

5.1. Security bonds lodged

	2025 \$'000	2024 \$'000
Current		
Bonds lodged	6 586	4 390
Total current security bonds lodged	6 586	4 390
Non-current		
Bonds lodged	18 117	17 527
Total non-current security bonds lodged	18 117	17 527
Total security bonds lodged	24 703	21 917

Security bonds are received to ensure a lessee on cessation of a retail shop lease complies with all statutory compliance under the Act. Bonds lodged are recognised as a liability on receipt.

5.2. Payables

	2025 \$'000	2024 \$'000
Current		
Accrued expenses	16	24
Statutory payables	50	14
Total current payables	66	38

Statutory payables and accrued expenses are recognised for all amounts owing but unpaid. All payables are non-interest bearing.

Statutory payables

Statutory payables do not arise from contracts. Statutory payables include unclaimed security bonds which consist of bonds that have been refunded to the bond holder and remain unrepresented for greater than three months. Security bonds which are unclaimed for longer than 6 years are transferred to the Department of Treasury and Finance Unclaimed Monies account.

Statutory payables are carried at cost. They are not financial liabilities.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

6. Outlook

6.1. Unrecognised commitments

The RSLF has no commitments contracted for at the reporting date but not recognised as liabilities.

6.2. Contingent assets and liabilities

The Commissioner is not aware of any contingent assets or liabilities at reporting date.

6.3. Events after the reporting period

The Commissioner is not aware of any events occurring after the balance date that would affect these financial statements.

Retail Shop Leases Fund

Notes to and forming part of the financial statements

For the year ended 30 June 2025

7. Measurement and risk

7.1. Financial instruments

Financial risk management

Risk management is managed by the Commissioner and the RSLF's risk management policies are in accordance with the SA Government Risk Management Guide and the principles established in the Australian Standard *Risk Management Principles and Guidelines*.

The RSLF's exposure to financial risk (liquidity risk, credit risk and market risk) is low due to the nature of the financial instruments held.

Market and credit risk

The RSLF is invested as approved by the Minister in accordance with section 70(4) of the Act.

All cash balances and cash common funds held with the Public Trustee are available at call. Investments held with the Public Trustee are classified as 'fair value through the profit and loss' financial assets. Net gains or losses resulting from movements in fair value of investments are recognised through the profit and loss.

Investments represent funds held with the Public Trustee. The Public Trustee has invested in collective investment vehicles for the purpose of gaining exposure to Australian and international equities. The managers of such vehicles have invested in a variety of financial instruments which expose the fund to investment risks including market, credit, interest and currency risks. At reporting date funds totalling \$28.934 million were invested with the Public Trustee. Pooled investment funds are not rated for credit risk. The Public Trustee considers the credit risk for individual fund managers prior to investing funds and reviews these assessments quarterly.

Other than pooled investments, the RSLF has no significant concentration of credit risk.

The RSLF is exposed to price risk. Price risk represents the risk that the fair value of investments held with the Public Trustee will fluctuate due to changes in the market price for the underlying asset.

Cash is also subject to interest rate risk.

There have been no changes in risk exposure since the last reporting period.

Impairment of financial assets

The RSLF considers that its cash and cash equivalents have low credit risk based on the external credit ratings of the counterparties and therefore the expected credit loss is nil.

The expected credit loss of government debtors is considered to be nil based on the external credit ratings and nature of the counterparties.

Categorisation of financial instruments

Details of the significant accounting policies and methods adopted including the criteria for recognition, the basis of measurement, and the basis on which income and expenses are recognised with respect to each class of financial asset, financial liability and equity instrument are disclosed in the respective financial asset / financial liability note.

Classification of financial instruments

With the exception of investments with the Public Trustee, all financial instruments are measured at amortised cost and have a contract maturity within one year.