

# ANNUAL FINANCIAL REPORT 2024/25

FOR THE YEAR ENDED 31 MARCH 2025



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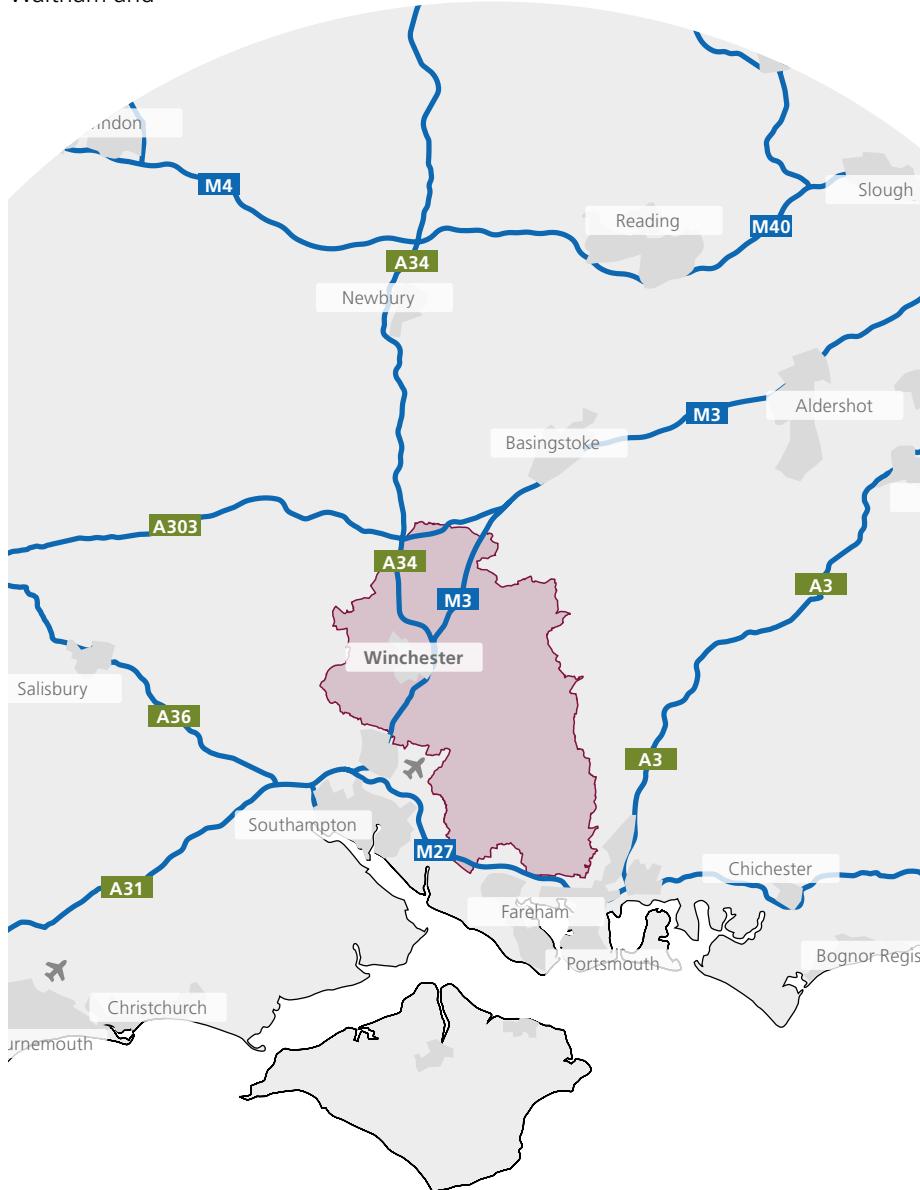
# WINCHESTER CITY COUNCIL NARRATIVE STATEMENT 2024/25

## THE WINCHESTER DISTRICT

Winchester City Council is one of 11 district and borough councils in Hampshire and serves an estimated population of 138,212 residents.

Winchester is the county town of Hampshire, situated in the heart of the district; it is a designated heritage city and attracts over 5 million visitors each year. In addition to the historic county town there are the busy market towns of Bishop's Waltham and

Alresford and the flourishing business district at Whiteley. As well as the urban centres there are many miles of unspoilt countryside - the Winchester District spans 250 square miles of central Hampshire with a substantial part of the district situated within the South Downs National Park.



DISTRICT COVERS  
**250** SQUARE MILES

POPULATION  
**138,212**  
(Population estimate  
source HCC 2025 )

**87 %**  
OF RESIDENTS  
AGED 16-64 YRS  
IN EMPLOYMENT

**44.9 %**  
OF RESIDENTS  
QUALIFIED TO  
NVQ4 AND ABOVE  
(Source Census 2021)

**8,095**  
BUSINESSES  
(2024 source ONS)

**58,219**  
HOMES  
HCC 2023 Forecast

# ORGANISATION

The council operates a 50/50 hybrid working model, where staff spend a minimum of half their working time in the City Offices in Winchester but, where service operation can accommodate it, staff are able to work remotely for the remainder of the time. This hybrid model is supported by enhanced mobile technology to allow for seamless communication with customers.

The delivery of services is overseen by committees led by Members. The council has adopted the Leader and Cabinet model as its political structure. This means that a councillor is appointed as leader of the executive and is then responsible for appointments to the Cabinet, allocation of portfolios and the delegation of executive functions. A Mayor is also elected by councillors each year to represent the council at civic events and to raise funds for the Mayor's nominated charities. The management of the council is led by the Chief Executive supported by two Strategic Directors.



A two tier system of local government operates in this part of the county, whereby Hampshire County Council provides services such as social care, education and highways and district councils are responsible for the provision of a number of other services such as housing, waste and recycling.

## MEMBERS

(FOLLOWING MAY 2024 ELECTIONS)

45 Councillors

16 wards

The political make-up of the council is:

Liberal Democrat 32 Councillors

Conservative 8 Councillors

Green 4 Councillors

Independent 1 Councillor

## EMPLOYEES

Chief Executive

2 Strategic Directors

2 Directors

7 Corporate Heads/ Programme Leads

460 employees (415 full time equivalents)

## PARTNERSHIPS

The council has a shared Information Management and Technology (IMT) service with Test Valley Borough Council. Hampshire County Council provides internal audit and treasury management services. The council also procures insurance services from Basingstoke & Deane Borough Council.

## SERVICES THE COUNCIL PROVIDES

Revenues & Benefits

Housing options and social inclusion

Housing operations & community safety

Housing property services

New Homes

Engineering & Transport

Community

Economy & Tourism

Development Management

Strategic Planning

Building Control

Environmental Health

Licensing

Parking

Household waste and recycling collections

Special Maintenance

# DEVOLUTION & LOCAL GOVERNMENT REORGANISATION

The Government published the English Devolution White Paper in December 2024 setting out proposals for devolution and Local Government Reorganisation across England. The vision outlined by Government is that all parts of England are to be part of regional Strategic Authorities that have a regional Mayor. These Strategic Authorities will have responsibility for driving growth and shaping public services across wider regional geographical areas and the elected mayor would then promote the interests of the region at central government level.

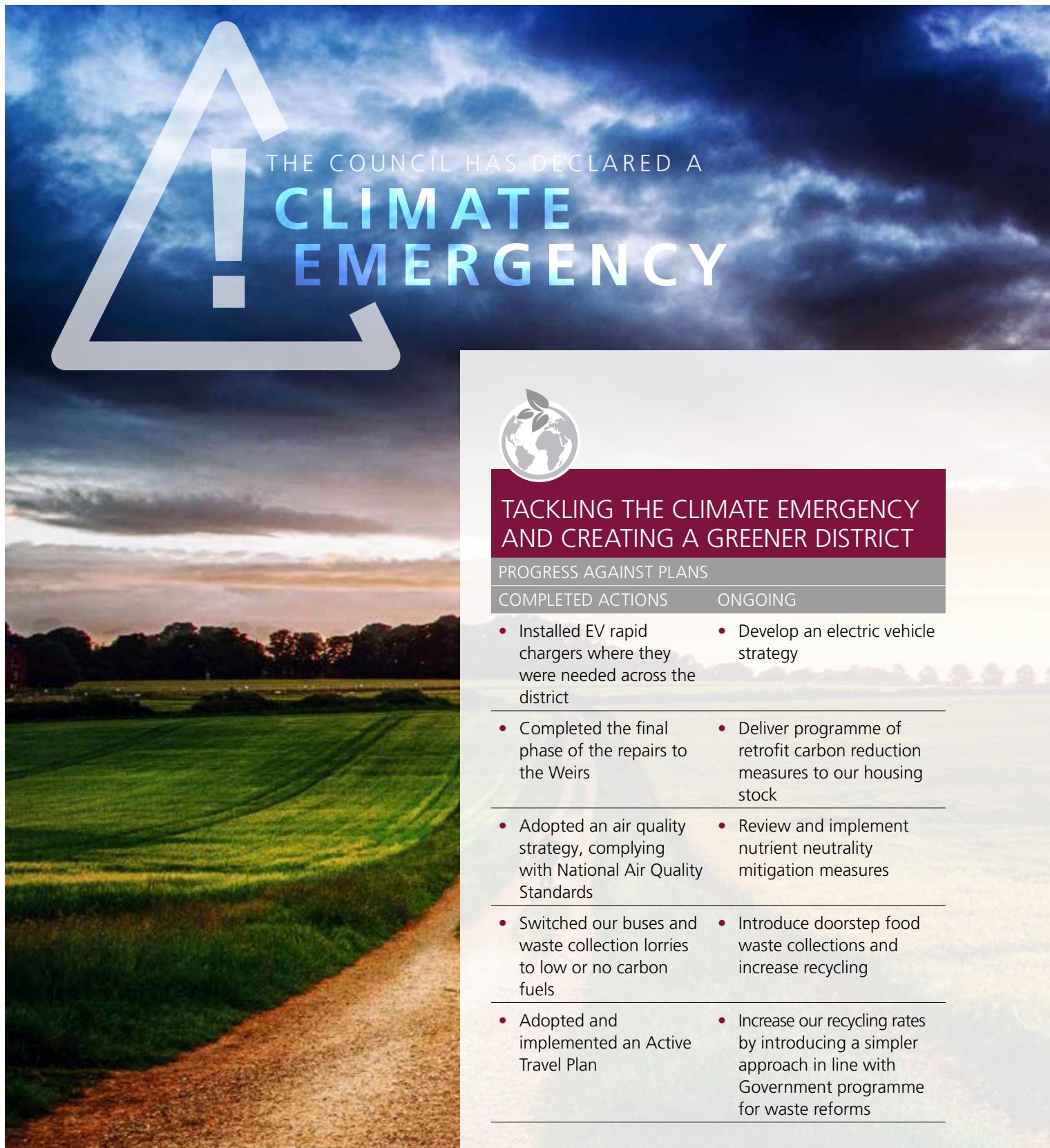
The proposal submitted by Hampshire County Council, Southampton City Council, Portsmouth City Council and Isle of Wight Council was accepted for inclusion in the Devolution Priority programme. This will see the creation of a combined strategic authority across the Hampshire and Solent region to be led by an elected mayor.

The County Council elections were postponed in 2025 to plan for a move towards the election of a mayor for the new strategic combined authority across Hampshire and the Solent in 2026. The new mayoral strategic authority will work closely with the local authorities in the region to develop and deliver plans which focus on responsibilities that are currently held centrally at Whitehall, covering strategic leadership of key place shaping responsibilities such as economic regeneration and growth, strategic planning, skills and employment and strategic transport.

Separately, the Deputy Prime Minister announced that a legal invitation will be sent to councils in two tier areas to bring forward proposals for local government reorganisation. The government has outlined that only unitary authorities, and not two tiers (i.e. a county council and districts and boroughs) sit within a strategic combined authority area. Full proposals for local government reorganisation are required to be submitted by 26 September 2025. The invitation then says that if the Secretary of State decides to implement the proposals, we will move to elections for a shadow Unitary Council as soon as possible and it is widely anticipated that shadow elections are likely to be held in the period 2026 to 2027. The new council 'becomes live' 12 months later.



# COUNCIL PLAN ACHIEVEMENTS 2024/25



THE COUNCIL HAS DECLARED A  
**CLIMATE  
EMERGENCY**



**TACKLING THE CLIMATE EMERGENCY  
AND CREATING A GREENER DISTRICT**

PROGRESS AGAINST PLANS	
COMPLETED ACTIONS	ONGOING
<ul style="list-style-type: none"><li>Installed EV rapid chargers where they were needed across the district</li><li>Completed the final phase of the repairs to the Weirs</li><li>Adopted an air quality strategy, complying with National Air Quality Standards</li><li>Switched our buses and waste collection lorries to low or no carbon fuels</li><li>Adopted and implemented an Active Travel Plan</li></ul>	<ul style="list-style-type: none"><li>Develop an electric vehicle strategy</li><li>Deliver programme of retrofit carbon reduction measures to our housing stock</li><li>Review and implement nutrient neutrality mitigation measures</li><li>Introduce doorstep food waste collections and increase recycling</li><li>Increase our recycling rates by introducing a simpler approach in line with Government programme for waste reforms</li></ul>

# COUNCIL PLAN ACHIEVEMENTS 2024/25



## LIVING WELL

### PROGRESS AGAINST PLANS

COMPLETED ACTIONS	ONGOING
<ul style="list-style-type: none"><li>Developed a network of private and public sector spaces throughout the district to support a Spaces of Sanctuary scheme</li><li>Delivered a wide range of physical activities through school and community sports coaching programmes</li><li>Supported residents with the cost-of-living crisis with the roll out of Council Tax Hardship Grants</li></ul>	<ul style="list-style-type: none"><li>Work with developers at each major development area to provide public facilities, green spaces, and areas to play</li><li>Develop a Community and Wellbeing Strategy</li><li>Deliver a programme supporting residents to live longer better</li></ul>



## HOMES FOR ALL

### PROGRESS AGAINST PLANS

COMPLETED ACTIONS	ONGOING
<ul style="list-style-type: none"><li>Reviewed HRA Business Plan in light of the economic circumstances and reviewed current planned services and programmes.</li><li>Collaborated with partners to deliver the aims set out in the Winchester Community Safety Delivery Plan 24/25</li><li>Developed a Temporary Accommodation Strategy</li></ul>	<ul style="list-style-type: none"><li>Deliver the outcomes and expectations of the standards set by the Regulator of Social Housing</li><li>Deliver council housing retrofit carbon reduction programme</li></ul>

# COUNCIL PLAN ACHIEVEMENTS 2024/25 - CONTINUED



## VIBRANT LOCAL ECONOMY

PROGRESS AGAINST PLANS	
COMPLETED ACTIONS	ONGOING
• Produced an event toolkit and associated event management guidance	• Support independent business (food and drink, retail) and market towns across the district
• Installed new information boards with maps and wayfinding information	• Support employment and skills projects and plans
• Undertaken consumer marketing activity including production of a public art trail leaflet	• Deliver the Green Economic Development Strategy Action Plan 2024 - 2027
• Developed and delivered a programme of Jane Austen 2025 PR and marketing	• Explore future uses of the Guildhall and Abbey House
• Supported local investment through both the UK Shared Prosperity and Rural Prosperity Funding programme	• Develop a Sustainable Tourism Tactical Plan



## YOUR SERVICE YOUR VOICE

PROGRESS AGAINST PLANS	
COMPLETED ACTIONS	ONGOING
• Undertaken a district wide Residents' and Young Persons' survey	• Modernise the contact channels our residents and businesses use to contact and do business with the council to improve the customer journey
• Developed a corporate digital strategy that drives innovation across the council	• Review our complaints policy and processes and demonstrate learning from complaints to drive service improvements
• Established and introduced a new tenant/leaseholder engagement programme	• Deliver customer focussed digital transformation of housing services
• Installed improvements to the audio/visual systems for public facing meetings	• Further promotion of self-serve and digital services including the increased take-up of electronic billing (rollout of "Digital by Default") and notifications for Council Tax, Business Rates and Housing Benefits services, and the further roll out of SMS for the issue of electronic payment alerts and reminders.
• Increased subscription take up to the Your Council News email newsletter	

# WINCHESTER CITY COUNCIL'S FIVE YEAR PLAN 2025 - 2030



## Priority: Greener Faster

What we want to achieve	How we will achieve this
<ul style="list-style-type: none"><li>The Winchester District to be carbon neutral by 2030</li><li>Reduced waste and increased recycling, exceeding national targets</li><li>Cleaner air than national targets</li><li>Better protection against extreme climate events</li><li>Increased proportion of journeys by public transport, foot or bike</li><li>Reversing the long-term decline in nature and biodiversity</li></ul>	<ul style="list-style-type: none"><li>To support this we have detailed strategies and plans in place which include: Carbon Neutrality Roadmap; Local Area Energy Plan, Biodiversity Action Plan, Hampshire Local Nature Recovery Strategy; Winchester Movement; Strategy Air Quality and Action Plan.</li><li>Measures include:<ul style="list-style-type: none"><li>Energy efficiency measures in homes and commercial buildings</li><li>Carbon sequestration through nature-based solutions</li><li>Further expansion of EV charging</li><li>Maintaining and enforcing robust planning policies in Local Plans that eliminate the risks of pollution from new developments and reduce flood risk</li><li>Upgrading our wastewater treatment works and working with others to secure upgrades to public and private sewage and water treatment plants</li></ul></li><li>Significant improvements to walking, cycling and bus provision</li><li>Further decarbonise our buildings, vehicles and operations</li><li>Increase what can be recycled, support reuse, and help residents and businesses prevent and reduce waste</li><li>Embed the strongest achievable environmental standards in Local Plans</li><li>Audit our buildings, homes and operations against the impacts of climate change, implement necessary actions,</li></ul>

Continued overleaf

# WINCHESTER CITY COUNCIL'S FIVE YEAR PLAN 2025 - 2030

## Priority: Thriving Places

What we want to achieve	How we will achieve this
<ul style="list-style-type: none"><li>• Strong, sustainable business growth</li><li>• More young people living and working in the district</li><li>• Strong footfall in all our centres with lower than regional vacancy rates</li><li>• Attractive, clean public spaces and facilities</li><li>• Less fly-tipping and graffiti</li><li>• Improved facilities within 20 minutes of people's homes</li><li>• Increased investment in our district</li><li>• Full gigabit broadband and mobile coverage by 2030</li></ul>	<ul style="list-style-type: none"><li>• Work with partners to implement our Green Economic Development Strategy. Key elements include:<ul style="list-style-type: none"><li>- Increasing solar PV installation of large commercial and industrial buildings</li><li>- Deliver a Digital Growth Factory for small and medium sized enterprises</li></ul></li><li>• Work to secure investment via the Hampshire Prosperity Partnership, and other public/private sector partners to:<ul style="list-style-type: none"><li>- Regenerate our run-down areas, especially the Central Winchester Regeneration area</li><li>- Support new business and create new jobs</li><li>- Strengthen public transport</li><li>- Improve our energy infrastructure</li><li>- Fix our digital connectivity</li></ul></li><li>• Work with further and higher education, alongside local business, to support skills and enable research and knowledge transfer</li><li>• Revitalise our street markets and support local festivals</li><li>• Invest in cleaning our city and market town centres</li><li>• Work with partners to promote and develop our unique cultural, heritage and natural environment assets across the district</li><li>• Prosecute fly-tippers and clear fly-tipping faster</li></ul>

## Priority: Healthy Communities

What we want to achieve	How we will achieve this
<ul style="list-style-type: none"><li>• Support for those most affected by the increased cost of living</li><li>• Improved health and wellbeing in our most deprived communities</li><li>• Increasing participation in physical activity for all ages and abilities, including active travel</li><li>• Access to attractive and well-maintained public facilities, green and natural spaces with space to play and gather for all ages</li><li>• Strong health and community infrastructure across the district</li><li>• Thriving local voluntary, and community sector – tackling isolation, building community cohesion and supporting those in need</li></ul>	<ul style="list-style-type: none"><li>• Targeted cost of living support programme, directly and via the voluntary sector and local charities, including Council Tax hardship grants</li><li>• Close working with the police and other partners to tackle anti-social behaviour and domestic abuse</li><li>• Community Action Programmes for our most deprived areas and communities</li><li>• Updated Sports Provision Strategy, incorporating growth sports that support greater inclusion and new participation</li><li>• Continued investment in our leisure centres, sports grounds, parks and play areas</li><li>• Work with the NHS to protect local health provision and encourage increased investment across primary and secondary care</li><li>• Continued support for the City of Sanctuary movement and for refugees to our district</li><li>• Local Plan policies and other measures to support healthy lifestyles in healthy places</li></ul>

# WINCHESTER CITY COUNCIL'S FIVE YEAR PLAN 2025 - 2030

## Priority: Good Homes for All

What we want to achieve	How we will achieve this
<ul style="list-style-type: none"><li>Continue to increase the number of affordable homes across the district, including our 2023 commitment to delivery 1,000 more council homes by 2032.</li><li>Every homeless person to secure a permanent home</li><li>Policy-led planning to deliver National Planning Policy Framework objectives, ensuring the right mix of homes for all, including young people and key workers.</li><li>Ensure all council homes are decent, safe, energy efficient and resilient to the effects of climate change.</li><li>Decarbonisation of district homes, consistent with our net zero goal.</li></ul>	<ul style="list-style-type: none"><li>Buying homes and building homes, in sustainable locations</li><li>Ensure a Local Plan remains in place for the district — and ensuring a minimum requirement of affordable homes across the district:</li><li>Support homeless and most vulnerable people working directly and in partnership with the voluntary sector</li><li>Providing the right mix of support and high-quality temporary accommodation to help people progress to permanent, secure housing</li><li>Pilot and expand council-house decarbonisation plan, including fabric-first reduction in energy use and bills, expanded local energy generation and replacement of gas boilers with zero carbon alternatives</li><li>New maintenance and repair contract, improving quality and responsiveness of council house repairs and retrofit</li><li>Work with partners to drive wider residential decarbonisation across all housing types, including historic and heritage buildings</li></ul>

## Priority: Efficient & Effective

What we want to achieve	How we will achieve this
<ul style="list-style-type: none"><li>Improved satisfaction for our services</li><li>Good value compared to other similar authorities</li><li>High accessibility and usage of our services – with a strong shift to digital for those who prefer it</li><li>A balanced budget and stable council finances</li></ul>	<ul style="list-style-type: none"><li>New Digital Strategy and Action Plan to:<ul style="list-style-type: none"><li>Improve online customer experience</li><li>Improve internal collaboration and efficiency</li><li>to support decision-making</li></ul></li><li>2-yearly transformation programmes embedded in the council's work – reducing cost and improving efficiency.</li><li>Test and deploy new technologies capable of improving efficiency and reducing cost</li></ul>

## Priority: Listening & Learning

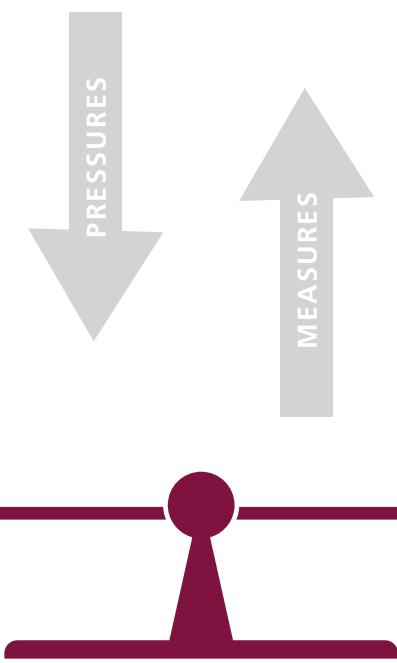
What we want to achieve	How we will achieve this
<ul style="list-style-type: none"><li>Improved resident survey results for involvement, contact and response</li><li>Improved engagement with under-represented groups</li><li>Above average Tenant Satisfaction Measures</li></ul>	<ul style="list-style-type: none"><li>Satisfaction tracking and analysis across our services</li><li>New Tenant Engagement Strategy</li><li>Early and ongoing stakeholder engagement designed into all major projects</li><li>Work with neighbouring authorities to ensure that our communities are involved and heard on major out-of-area developments and initiatives that impact them</li><li>Support a learning culture</li></ul>

# 2024/25 GENERAL FUND BUDGET

The financial landscape is particularly challenging for local government with a number of councils at risk of financial failure if they do not make substantial cuts to services or receive significant additional income. However due to sound financial management in the difficult previous five years, the council is in a strong and stable position in the short term and was able to produce a balanced budget in 2024/25, whilst supporting the delivery of the key priorities of the Council Plan. The budget was able to include "one off" reserve allocation proposals to support the delivery of the Council Plan. There is particular focus on the Greener Faster priority by investing in enhanced recycling and food waste collection, and decarbonisation of our waste vehicle fleet, which will cut the Council's carbon emissions by 25%.

The pay inflationary costs were forecast to total £1.6m in excess of the original base budget. The annual waste income budget was also reduced to reflect proposed changes to the Hampshire Inter Authority Agreement on waste. The level of Government general grant funding reduced with the council expecting to receive less New Burdens funding. Whilst fees reduced significantly in certain areas (Building Control, Land Charges and Pest Control) this was offset by increases in Garden Waste, Car Parking and general fee increases in line with inflation. The council also expected to benefit significantly from the continuing trend of fee recovery post COVID. The council's Transformation Challenge 2025 (TC25) initiative identified £0.6m of savings which have been removed from the base line budget. Other measures taken to balance the budget included a 2.6% Council Tax increase.

2024/25	£m
Inflation	1.6
Waste Recycling initiatives	0.6
Reduced waste Income	0.5
Other Service Pressures	0.8
<b>Changes to Service Baseline</b>	<b>3.5</b>
Govt Funding Decrease	1.6
Investment Income decrease	0.6
<b>Total</b>	<b>5.7</b>



2024/25	£m
Transformation challenge identified fee increases & savings	0.6
Reduced NDR liability on council properties	0.2
General income recovery through increased activity	0.8
Specific income increases and fee increases	1.0
<b>Total</b>	<b>2.6</b>
Local Tax Revenues Increase	1.2
Reduction in reserve transfers/ reserve funded one-off expenditure	1.9
<b>Total</b>	<b>5.7</b>

# MEDIUM TERM FINANCIAL STRATEGY

The financial pressures faced by local authorities remain particularly challenging, additional funding for specific purposes (such as homelessness) has been made available, but the medium-term outlook continues to show that the baseline funding position is unlikely to improve. The government has indicated that new and future funding will focus on 'need' and this will therefore benefit higher need, lower tax base authorities. This redistribution in funding will create significant challenges for authorities, such as Winchester.

The MTFP is showing a sound and stable position for Winchester for the next two financial years through to April 2027. This gives us a small window of opportunity to tackle the forecast shortfall from 2027 onwards based on the expected review and redistribution of funding. The MTFS is showing a predicted annual budget shortfall of £1.2m in 2027/28 rising to £4.4m in 2029/30.

## MEDIUM TERM FINANCIAL PROJECTIONS (£M)

	25/26	26/27	27/28	28/29	29/30
Council Tax		(10.347)	(10.694)	(11.053)	(11.425)
Business Rates		(7.931)	(4.385)	(4.696)	(5.024)
Business Rates Pooling			(1.25)		
Gov't Funding		(4.591)	(5.784)	(4.288)	(2.777)
Investment Activity		(2.110)	(2.373)	(2.101)	(1.770)
Baseline Resource Requirement	20.381	21.186	22.191	22.998	(23.812)
One-off budget & reserve related movements	5.848	2.050	1.145	(1.032)	0.883
(Surplus)/ Shortfall	0	0	1.198	3.034	4.458

## TRANSFORMATION CHALLENGE 2025 (TC25)

The long-term financial challenge for the council continues to be of a different magnitude to the previous rounds of savings since the mid-2000s. Although the scale of the budget gap may not appear as significant as others in the sector, a £3m budget gap per annum represents approximately 7.5% of the gross general fund revenue budget or an approximate 30% increase in council tax.

To prepare for a more restricted budget situation an organisation-wide transformation programme was launched in 2023 to seek and deliver transformational changes to the way we deliver services to save £3m a year within 3 years. Transformation Challenge (TC25) is a tier one strategic project sponsored by the Transformation Programme Board. The Board has clear terms of reference, setting out the transformation, financial, workforce and consultation principles of the programme. A Programme Lead and Programme Manager have been seconded to drive the programme and ensure success can be achieved and measured. Progress on TC25 work is monitored and reported through the quarterly performance reports.

To establish the first areas for action, 'Star Chamber' meetings with Corporate Heads of Services and their responsible Cabinet Members were conducted during November and December 2023 which resulted in £607K immediate budget efficiencies and a set of activity for action over the three subsequent years.

In addition to this cross organisational approach, all staff and members were invited to submit proposals for service change and improved customer service, which have been collated into the following six themes:

- a.** Digital redesign
- b.** Structural cost reduction through service change
- c.** Contract management change
- d.** External funding and partnerships
- e.** Income generation
- f.** Budget review

Improving customer service is a founding principle of the TC25 work and three priority areas for action have been determined:

- Digitisation of planning - ensuring the service and processes are as efficient and automated as possible while remaining adaptive to national planning requirements.
- Improving our customers' experience – aiming to build a legacy of 'digital first' and 'digital by choice.'
- Maximising income from the council's assets - driving income from our council properties.

# MEDIUM TERM FINANCIAL STRATEGY

To date, TC25 has secured total budget reductions of £857,000. In addition to the budget savings that have and will be removed from the MTFS, there have been cost reductions (that would otherwise have resulted in an overspend) as a direct result of TC25 totalling £173,000. This is a solid start to meeting the £3m target but further effort will be required to continue to meet the budget challenge.

A core element of the TC25 programme is around digital transformation of council services. Delivering customer centred, data-driven digital solutions will streamline our internal operations, make us more efficient and elevate our customers' experience. The council is aiming to make intelligent use of data to optimise decision making; to reduce carbon emissions by printing and posting less; and to provide intuitive and easy to use digital solutions to access our services when it is convenient for customers. Our Digital Vision and Strategy is being developed and a Digital Programme Manager was appointed in the summer to lead this.

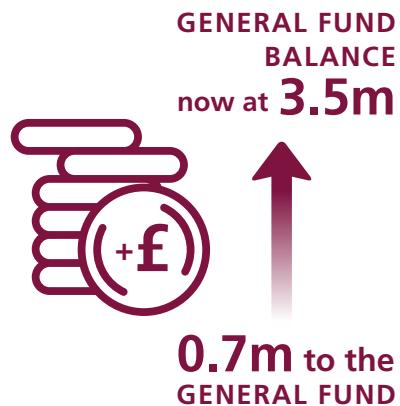
It is recognised that an ongoing transformation programme is required to deliver the service change and savings needed. The next phase of TC25 is being developed to ensure the council has a robust plan for dealing with the medium-long term budget shortfalls. A detailed review of the operating model for the delivery of all our services, including the HRA, is required if the transformation is to deliver the necessary savings and protect our services for those residents and customers in the greatest need. This strategic review will give us an organisation-wide picture and will allow for a prioritisation exercise to inform a plan for deployment.



# GENERAL FUND 2024/25 OUTTURN

The outturn underspend has enabled the council to increase the General Fund minimum balance by £0.7m to £3.5m, and to also increase the net transfer movement to earmarked general fund revenue reserves by £1.7m. The council maintains a general fund balance to mitigate against any potential financial risks. As a general guide the minimum balance will be 15% of net revenue expenditure and so the increased balance of £3.5m will give additional cushioning particularly against the uncertainty of government funding over the medium term projections.

The Funding and Other Activity favourable outturn of £4.8m above budget was largely related to £3.5m of CIL funding billed during the year and £1.7m additional government funding than was budgeted for. The use of CIL monies is restricted and can only be used to fund infrastructure that is needed as a result of development. The additional government funding was largely from specific grants for Preventing Homelessness, Rough Sleeping, and Simpler Recycling implementation.



SERVICE BUDGET (excluding depreciation)	ORIGINAL BUDGET	OUTTURN	VARIANCE				
				£'000	£'000	£'000	
ENVIRONMENT	6,945	6,851	(94)				
LIVING WELL	3,348	2,669	(679)				
HOMES FOR ALL	2,512	2,364	(148)				
VIBRANT LOCAL ECONOMY	981	1,159	178				
YOUR SERVICES, YOUR VOICE	6,518	6,470	(48)				
<b>TOTAL</b>	<b>20,304</b>	<b>19,514</b>	<b>(790)</b>				
FUNDING AND OTHER ACTIVITY	(23,139)	(27,908)	(4,769)				
TRANSFER TO (FROM) EARMARKED RESERVES	2,835	5,958	3,123				
<b>UNDERSPEND</b>		<b>(2,436)</b>	<b>(2,436)</b>				

# HRA 2024/25 OUTTURN

The HRA outturn resulted in an increase in the HRA balance of £1.85m, against a £1.7m decrease that was originally budgeted for. Significant adverse variances related to the cost of responsive repairs and depreciation, whilst there were significant favourable variances for interest payable and Housing Management Expenditure.

Key variances within Housing Management included staffing restructure savings of £0.4m and one-off vacancy savings of £0.5m. Utilities and cleaning contract costs were £0.5m below budget. An investment of £1m to support the repairs contract procurement and associated IT infrastructure was included in the budget, of which £0.8m will be returned to the working balance to support ongoing investment in 2025/26. There was also increased rental income from shared ownership properties as a result of a lower than expected average of shares sold of £0.2m.

The cost of responsive repairs was over budget largely as a result of the ongoing impact of prior year price inflation (£1.6m) and creation of provision for disrepair claims (£0.2m). This is partially offset by reversing provision for an Extension of Time claim relating to new build flats at Winnall, which was capitalised to the project budget and not expensed. Similarly, the depreciation cost is higher than budgeted for because of higher replacement costs for the components of housing stock.

Net interest costs were lower than budgeted due to overall underspends in the capital programme, continuing internal borrowing, and better than expected interest rates applied on cash balances.

SERVICE	ORIGINAL BUDGET	OUTTURN		VARIANCE
		£'000	£'000	
RENT, SERVICE CHARGES AND OTHER INCOME	(34,511)	(34,658)	(147)	
HOUSING MANAGEMENT GENERAL	7,918	6,088	(1,830)	
HOUSING MANAGEMENT SPECIAL	2,125	1,362	(763)	
REPAIRS (INCLUDING ADMINISTRATION)	8,505	9,648	1,143	
EXTERNAL INTEREST PAYABLE	8,102	5,223	(2,879)	
DEPRECIATION	9,973	10,542	569	
OTHER INCOME AND EXPENDITURE	(407)	(98)	309	
TRANSFERS TO (FROM) EARMARKED RESERVES	0	38	38	
<b>(INCREASE)/DECREASE IN HRA BALANCE</b>	<b>1,705</b>	<b>(1,855)</b>	<b>(3,560)</b>	



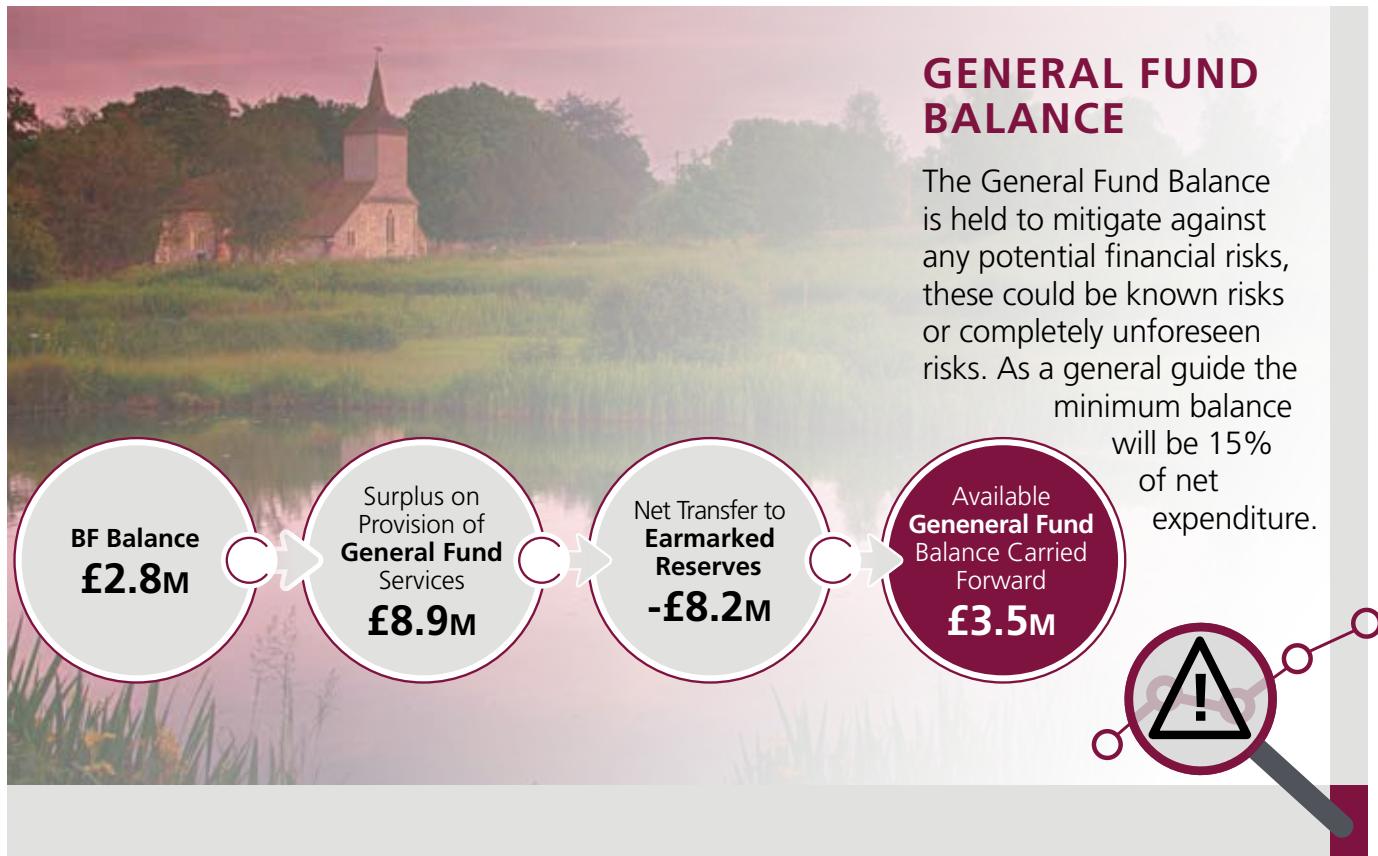
# GENERAL FUND MOVEMENT

The table shows the in year movements of the General Fund balance. The Surplus on the Provision of Services (within the council's Comprehensive Income & Expenditure Statement) was £19.3m. However, once the surplus on HRA services is adjusted for there is a surplus for General Fund services of £9.3m.

We prepare the accounts in accordance with International Accounting Standards (as adopted by the CIPFA Code) but then apply adjustments required by Government regulations. These are summarised in the Movement in Reserves Statements and set out in detail in Note 8. Once these adjustments are applied the increase in the General Fund balance is £8.9m.

Net £8.2m has been transferred to earmarked reserves, the carry forward General Fund balance has been revised to £3.5m representing 15% of baseline service expenditure.

	£m	£m	£m
<b>Brought Forward Balance</b>			2.8
Surplus (deficit) on provision of all services		19.3	
Adjust for HRA related (surplus)/deficit	(9.3)		
		10	
Apply Accounting Adjustments		(1.1)	
In year surplus on Provision of General Fund Services			8.9
<b>Net Movements (to)/ from Earmarked Reserves</b>			
CIL Receipts (not budgeted for)		(3.5)	
Net Planned Reserve Transfer		(2.3)	
Unplanned Surplus (Transfer to Major Investment Reserve)	(2.4)		
Net movement reserves		(8.2)	
<b>Net Earmarked Reserves transfer</b>			(8.2)
<b>Available General Fund Balance</b>			3.5



## WHERE THE COUNCIL'S FUNDING CAME FROM

(excluding income related to welfare transfer payments)



## HOW THE COUNCIL SPENT MONEY TO PROVIDE SERVICES

(excluding valuation adjustments and welfare transfer payments)



# THE COUNCIL'S BALANCE SHEET

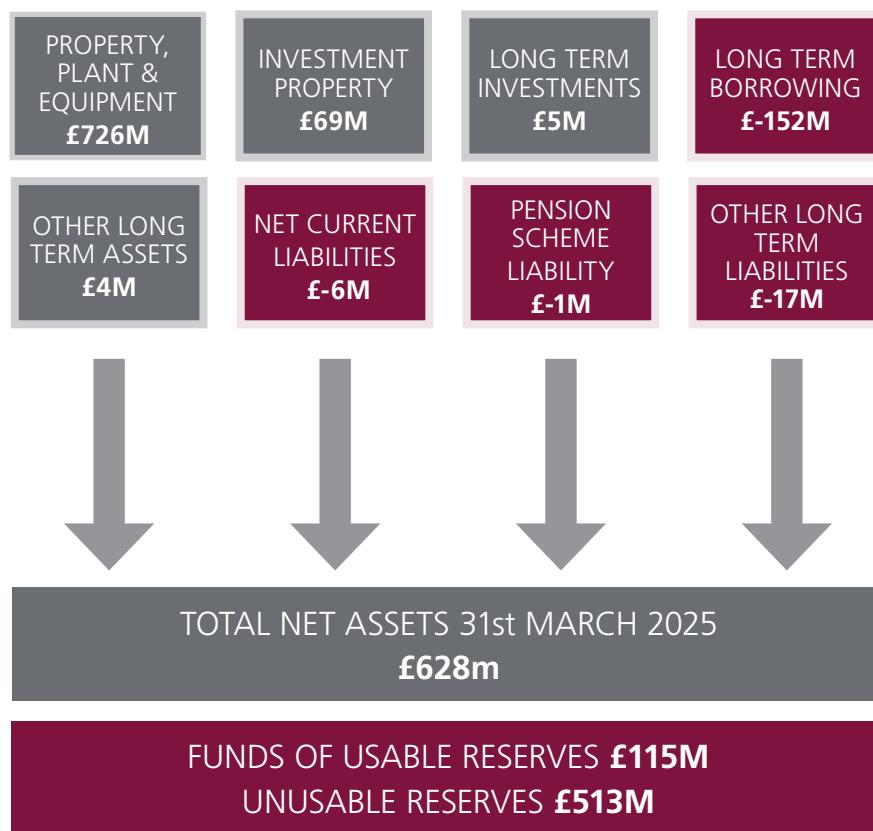
THE COUNCIL'S BALANCE SHEET SHOWS IT HAS A **NET WORTH** OF **£628M**.

TOTAL LONG TERM **ASSETS** OF **£804M** AT THE BALANCE SHEET DATE INCLUDE:

- Council dwellings £582m
- Other operational land and buildings £107m
- Investment property £69m.

TOTAL LONG TERM **LIABILITIES** OF **£170M** INCLUDE:

- Long term borrowing of £152m
- The pension scheme potential future liability of £1m.



The council's balance sheet includes £115m of usable reserves available to fund future spending plans and programmes.

The overall increase in the council's net worth of £35m, is primarily due to the inclusion of Right of Use assets, the reduction in the Pension Fund deficit and increases to reserves.

# IMPLEMENTATION OF IFRS 16

The implementation of IFRS 16 Leases was deferred from that of the rest of the public sector and is mandatorily implemented in the Code for 2024/25. All transactions taking place in 2024/25 are accounted for wholly in accordance with new IFRS 16 accounting policies.

The majority of the work involved in implementing IFRS 16 is related to applying a new accounting treatment to property, plant and equipment held by the council (as a lessee) under operating leases. All material leases with more than a year to run have been converted to a finance lease treatment, bringing a liability onto the balance sheet for outstanding rents payable, matched with a right-of-use asset costed at the amount of the liability. The council has a small number of property leases and vehicles leases which are captured by the new lease accounting requirements.

The definition of a lease has been extended to include arrangements where only peppercorn rents are payable. Although these arrangements have no actual lease liabilities, authorities are required to recognise right-of-use assets for them and if material, they will need to be brought onto the balance sheet at a valuation. The council has a small number of peppercorn leases which have a material value.

## NEW RIGHT OF USE ASSETS ADDED FOLLOWING IMPLEMENTATION OF IFRS 16

Change to "Right of Use Assets" as at 31 March 2025	£m
Property leases (previously accounted for as operating leases)	1.5
Vehicle leases (previously accounted for as finance leases)	1.8
Nil consideration leases (not previously part of the council's balance sheet)	13.5
	<b>16.8</b>



# THE PENSION FUND DEFICIT

The Pension Fund deficit has reduced significantly since 2021/22 and as at 31 March 2025 the fund position is a deficit of £1.4m.

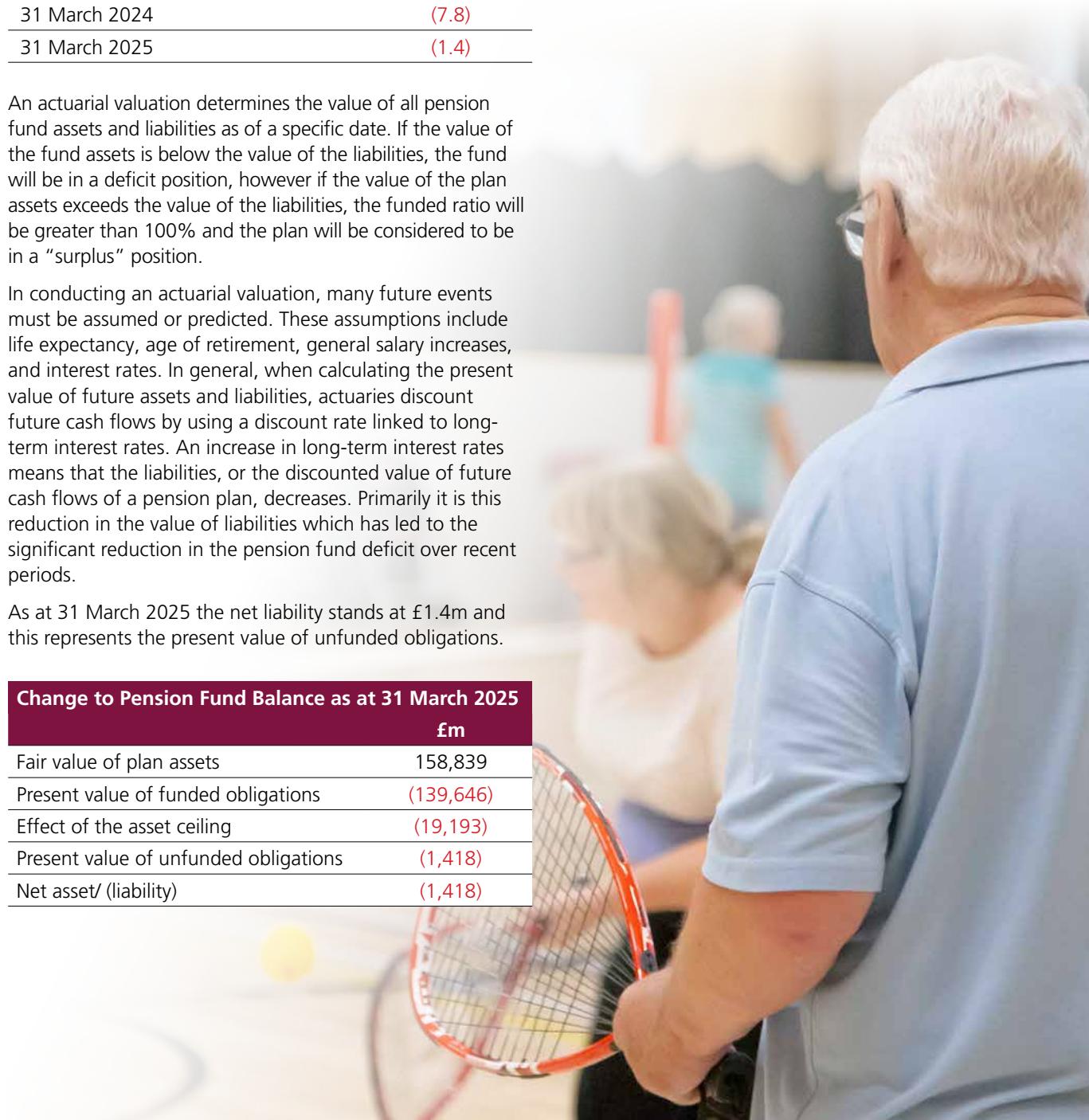
Pension Fund Surplus/(Deficit)	£m
31 March 2022	(60.8)
31 March 2023	(13.8)
31 March 2024	(7.8)
31 March 2025	(1.4)

An actuarial valuation determines the value of all pension fund assets and liabilities as of a specific date. If the value of the fund assets is below the value of the liabilities, the fund will be in a deficit position, however if the value of the plan assets exceeds the value of the liabilities, the funded ratio will be greater than 100% and the plan will be considered to be in a "surplus" position.

In conducting an actuarial valuation, many future events must be assumed or predicted. These assumptions include life expectancy, age of retirement, general salary increases, and interest rates. In general, when calculating the present value of future assets and liabilities, actuaries discount future cash flows by using a discount rate linked to long-term interest rates. An increase in long-term interest rates means that the liabilities, or the discounted value of future cash flows of a pension plan, decreases. Primarily it is this reduction in the value of liabilities which has led to the significant reduction in the pension fund deficit over recent periods.

As at 31 March 2025 the net liability stands at £1.4m and this represents the present value of unfunded obligations.

Change to Pension Fund Balance as at 31 March 2025	
	£m
Fair value of plan assets	158,839
Present value of funded obligations	(139,646)
Effect of the asset ceiling	(19,193)
Present value of unfunded obligations	(1,418)
Net asset/ (liability)	(1,418)



# EARMARKED RESERVES

General Fund reserves have all been reviewed as part of the budget process and the levels are considered to be appropriate. The overall levels are reviewed each year in line with the Medium Term Financial Plan.

## **Operational Reserves**

are revenue reserves which can be used to support revenue or capital expenditure, for example major projects.



## **Asset Reserves**

are used to maintain existing council assets and are supported by spending plans such as the asset management plan.



## **Restricted Reserves**

can only be used for restricted purposes and therefore must be considered separately to other reserves which can be used for wider purposes.



## **Risk Reserves**

are available to mitigate risks faced by the council. The overall levels are reviewed each year in line with the Medium Term Financial Plan.



# EARMARKED RESERVES

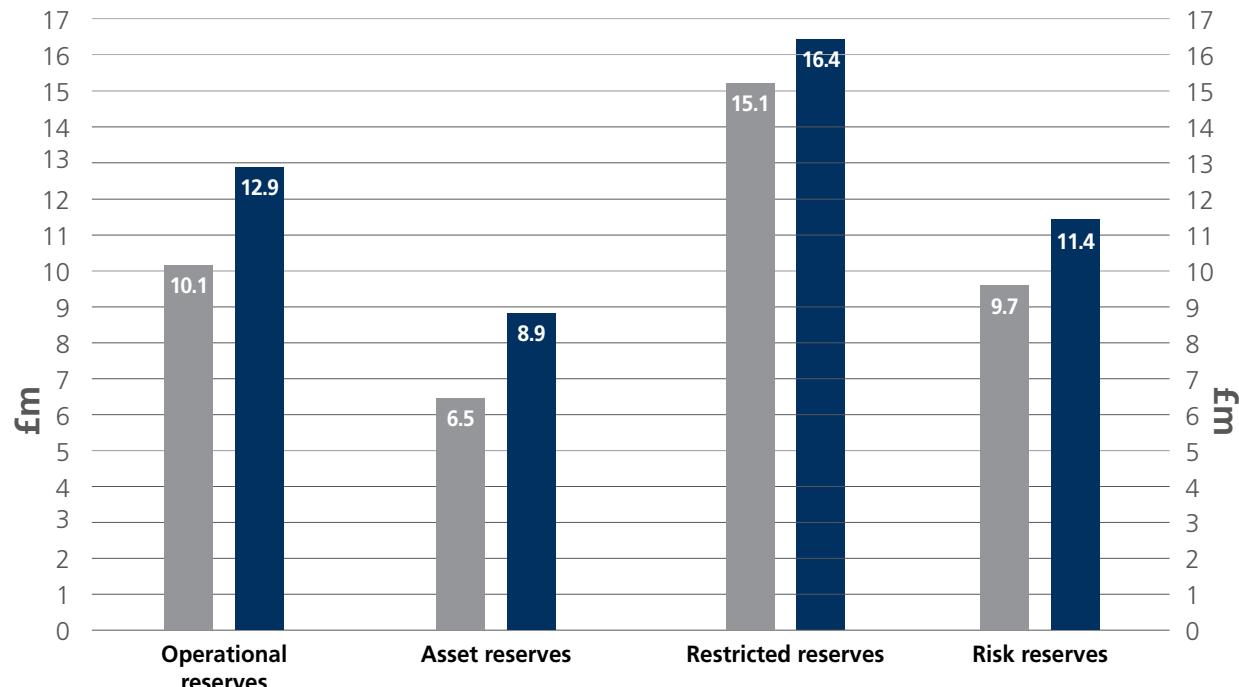
The council holds strategic reserves for specific purposes which are consistent with corporate priorities. These reserves are a key source of funding, helping to support specific service strategies and plans. They are also critical to our ability to fund the transformation of services and ability to invest in order to generate the necessary savings to balance the budget over future years. This includes one-off costs in relation to service and staffing reviews as well as investing in systems to help develop digital service delivery. It is important to note that reserves are finite and can therefore only be used to fund one-off expenditure. One-off expenditure can include projects which span a number of financial years but cannot include recurring expenditure such as utilities.

In summary, reserves are used to support:

- a. Funding of the capital programme
- b. Investment in transformation
- c. Funding one-off costs associated with staffing reviews and organisational development work.
- d. Providing one-off support for service budgets (such as the Local Plan)
- e. Community infrastructure plans
- f. Council Plan support
- g. Asset management plans, IT strategy, car parking strategy
- h. Winchester Town account (notably major refurbishment and replacements of play areas.)

As at 31 March 2025 the council held £49.7m of earmarked reserves.

## GENERAL FUND RESERVES



## OPERATIONAL & ASSET RESERVES

There are significant existing budget commitments - particularly in relation to major projects such as central Winchester regeneration.

## RISK RESERVES

As at 31 March 2025 the council held £11.4m within Risk Reserves. The purpose of the Transitional Reserve is to both support the significant financial risks faced by the council in relation to Government and other funding reductions and also to enable investment in the Council Plan (for example supporting the Climate Emergency). The Transitional Reserve has increased to fund the transformation programme.

The council currently holds a balance of £3.5m to mitigate the risk of exceptional inflationary pressures.

A minimum balance of £1m is also held within the business rates retention reserve in order to provide mitigation against the short term risks of a reduction in income.

## RESTRICTED RESERVES

The council also held £16.4m of restricted reserves as at 31 March 2025. Of these £14.2m are Community Infrastructure Levies which can only be used to deliver infrastructure.

# CAPITAL STRATEGY

The Council Plan details how the council will deliver its five strategic priorities. Several of these priorities will be delivered through capital spend and associated projects.

The Capital Strategy sets out the council's capital spending programme and the principles which underpin this to deliver the desired priorities as set out in the Council Plan. The council's capital programme incorporates both the General Fund (GF) and the Housing Revenue Account (HRA) capital requirements to support service provision and links with the Council Plan, Housing Business Plan, the Asset Management Strategy, IMT strategy and Medium Term Financial Strategy.

The Capital Strategy sets out the overall programme for the next 10 years, how this will be financed, and the impact of the programme on the Council's Medium Term Financial Strategy. The forecast capital programme over the next 10 years to 2034/35 totals £421.1 million of which £37.9 million is General Fund and £383.2 million is Housing Revenue Account. Within the HRA Capital Programme £229m relates to New Build Housing, £104m is for Major repairs to Housing stock, and £38m for additional investment in the council's housing stock to improve energy efficiency and help reduce carbon emissions.

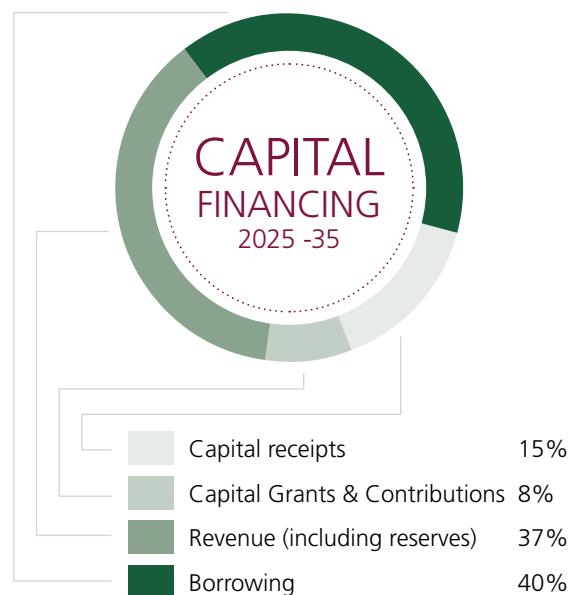
The main sources of finance for capital projects are as follows:

- Capital receipts (from asset sales)
- Capital grants (e.g. Disabled Facilities Grant)
- External contributions (e.g. Section 106 developers' contributions and Community Infrastructure Levy (CIL))
- Revenue contributions, including Earmarked Reserves and the Major Repairs Reserve
- Borrowing, including internally (also known as the "Capital Financing Requirement")

The proposed financing of the 10-year capital expenditure is made up of:

- Capital receipts £62m 15%
- Capital grants and contributions £35m 8%
- Revenue (including reserves) £157m 37%
- Borrowing £167m 40%

Borrowing (or Capital Financing Requirement) makes up a significant element of the council's proposed financing over the next 10 years. The council currently has £154.6m in external borrowing all of which is related to the HRA. In recent years the council has had sufficient cash and investment balances to internally borrow all its increased need but may need to increase its external borrowing in the future. The amount and timing of additional external borrowing is dependent on the delivery of the capital programme and on the council's overall reserve position.



# CAPITAL PROGRAMME 2024/25

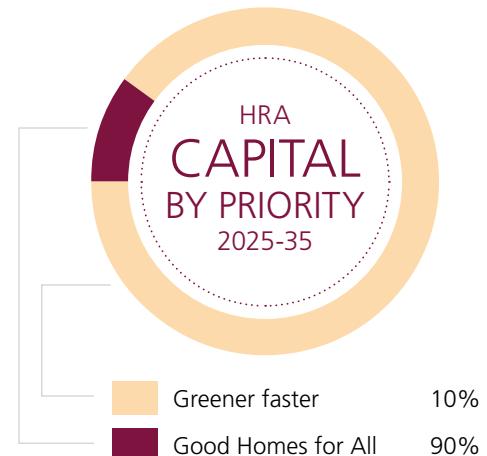
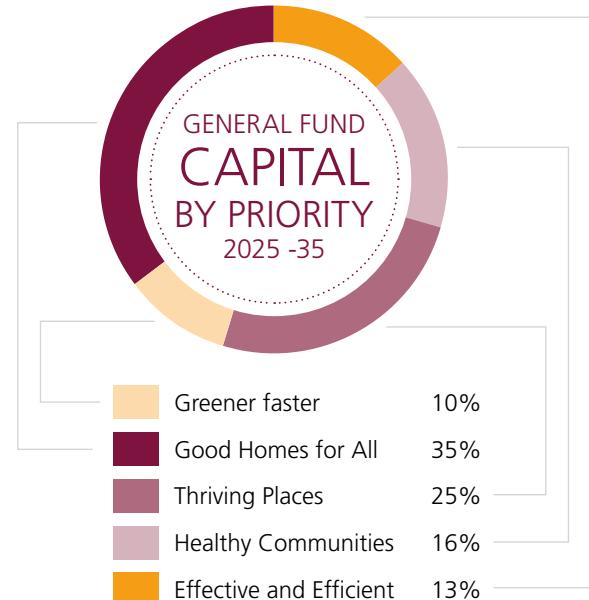
The council has made further progress in 2024/25 in delivering its capital programme. In the General Fund, projects completed or substantially complete this year include:

- King George V (KGV) pavilion. As well as offering a modern facility for its users, it will help the council achieve its carbon neutral goals by incorporating several features including EV charging points, solar panels, an air source heat pump, and a green roof.
- The establishment of a Housing Company, based on a leasing model, which will support the delivery of alternative tenures.
- 9 Colebrook Street has been refurbished for use as temporary accommodation. Bringing this property back into use will reduce the need for the council to secure emergency accommodation in the form of bed and breakfast for those households on resettlement schemes and provides a better housing option for our guests who would otherwise be threatened with homelessness.
- Following the demolition of Friarsgate Medical Centre, an enhanced quality public realm (Friarsgate Park) has been completed on the site and includes soft landscaping, planters, seed parks, and provides a multi-use space for events and exhibitions.
- A 3G artificial turf pitch at Winchester City Football Club has been completed alongside some stadium improvement. The project will deliver on aims and commitments such as reduced health inequalities, a wide range of physical and cultural activities for all ages and abilities and supporting communities to extend the range of sports and cultural facilities across the district.

The HRA Capital Programme includes the required investment in major works to the existing stock to maintain decent homes standards, the ambitious retrofit programme to improve energy efficiency and reduce utility costs to tenants, fire safety improvements and upgrades to sewage treatment works. In addition to investment in the existing stock, significant resources are in place to fund a challenging new build and property acquisition programme to achieve the Council's objective of 1000 new homes for local people. Major projects include:

- Winnal flats with 76 units (35 Shared Ownership, 41 market rent), now complete
- Southbrook Cottages (6 units for affordable rent) to passive house standard, now complete
- Acquisition of 10 units at Hazeley Road, Twyford, in progress
- Acquisition of 146 units at Kings Barton

The following charts illustrate the percentage of total capital expenditure forecast for each of the council's priorities.



INVESTMENT FUNDING	Total funding	£21M
	Increased financing requirement	£2M
Capital Receipts	£4.4m	
Government Grants and Other Contributions	£5.3m	
General Fund Reserves	£2.5m	
Major Repairs Reserve	£8.8m	
		£21m
HRA New Build	£2.7m	
HRA Major Repairs	£8.1m	
HRA Property Acquisitions	£1.4m	
HRA Other	£0.8m	
General Fund Other	£8m	
		£21m

# CAPITAL PROGRAMME

## HOUSING BUILD

£229m is planned for the HRA new build programme over 10 years (2025-2035).



### WINNALL FLATS

A new affordable housing scheme for Winchester City Council at Winnall Flats has been completed in 2024. The new flats, accredited to Passivhaus low energy building standard provide a total of 73 new flats in two new blocks and three new houses, and make an important contribution to making the activities of the Council carbon neutral by 2024 and for the District as a whole to be carbon neutral by 2030.

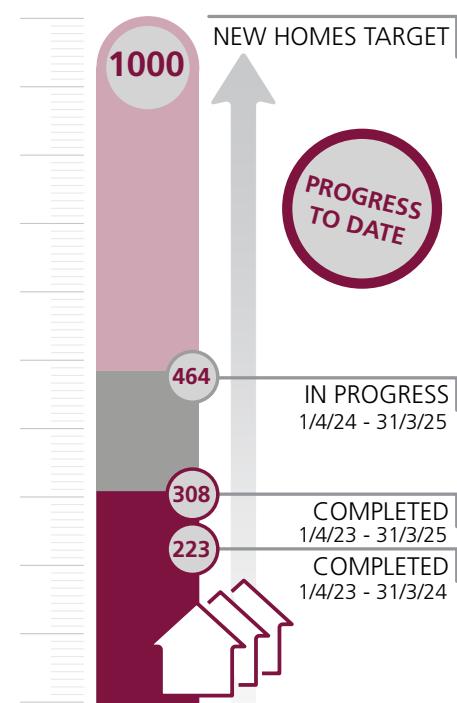
A major feature of the scheme is the upgrading of the public open space around the existing four blocks on the site by changing the previous car-dominated areas to a more people focussed environment – making it more pleasant to walk around the site and also making space for a new pocket park to encourage positive resident interactions.

The scheme, provides a mix of 35 shared ownership and 41 rented homes.

## A NUMBER OF HRA NEW BUILD SCHEMES COMPLETED, OR ARE IN PROGRESS:

NEW HOMES TARGET	COMPLETED 1/4/23 - 31/3/24	COMPLETED IN YEAR 1/4/24 - 31/3/25	IN PROGRESS 1/4/24 - 31/3/25
1000	223	85	156

	MARKET RENT	AFFORDABLE RENT	SHARED OWNERSHIP	TOTAL
<b>COMPLETED IN YEAR 1/4/24 - 31/3/25:</b>				
Southbrook cottages		6		
Other acquisitions		3		
Winnall flats	41		35	
<b>Total</b>	41	9	35	<b>85</b>
<b>IN PROGRESS 1/4/24 - 31/3/25:</b>				
Hazeley road		6	4	
Kings barton road		95	51	
<b>Total</b>		101	55	<b>156</b>



# CAPITAL PROGRAMME



## KINGS BARTON

The council has agreed to acquire 146 affordable homes to use as council housing at King's Barton. The proposed new housing forms part of a much larger multi-phase development by Cala Management Limited at Barton Farm. The scheme will be a mix of 95 affordable rent properties and 51 shared ownership properties.

The 146 units are to be acquired across three phases of development with completions expected between 2025 and 2028.

The council will own the property freehold, will manage and maintain the homes and have control over their use so that they meet identified housing needs and are managed and maintained to an acceptable standard

The new homes will be built to Building Regulation energy efficiency standards but with the addition of air source heat pumps, thus supporting the Greener Faster Council Plan priority.



## HOUSING COMPANY

Providing Homes for All is a key priority identified within the council plan, and this includes the need to address the limited supply of housing for residents who, whilst they may not qualify to apply through the housing register, still struggle to access affordable longer-term housing within the local housing market due to both limited supply and the very high cost of private housing. This group includes those often regarded as being key workers.

To support meeting this priority the council has established a wholly owned local housing company Venta Living to provide high quality, energy efficient homes at reasonable rents.

Setting up a local housing company that leases properties from the council will allow it to act in a manner similar to an "institutional grade landlord" offering a product that complements the council's other housing offers and addresses this gap in the local housing market. Importantly, it would offer tenants far greater security as the housing company, as the landlord, would have a long-term commitment to renting homes to the community. Tenants would benefit from living in a well designed, energy-efficient home, high quality property management and maintenance services provided by the council's own landlord team as well as the security of democratically accountable governance arrangements. The company became operational in 2024. In 2024/25 the company leased 41 one-bedroom flats from the council, as at year end the flats were fully occupied with private tenants.

## LOCAL AUTHORITY HOUSING FUND

The Local Authority Housing Fund (LAHF) grant programme provides grants to local authorities by the Dept for levelling up, communities and housing (subsequently Ministry of Housing Communities and local govt) to acquire or build properties for the resettlement of Ukraine and Afghan refugees.

Between the 3 rounds government LAHF grant allocation the Council has completed the acquisition and refurbishment of 49 units that will initially benefit Ukraine and Afghan refugees, but in the longer term will be used as additional affordable homes for all.

The council has received grant allocation of £7.3m, which represents 40% of acquisition costs and an additional allowance of £20,000 per property towards refurbishment and repairs. As part of the conditions for receiving the grant, the Council is required to provide match funding for the remaining 60% acquisition costs and any additional capital refurbishment costs.

The council made an application to the next round of LAHF funding in February 2025, and was successful in securing funding towards an additional 4 properties in 2025/26.

# CAPITAL PROGRAMME



## KING GEORGE V PAVILION REPLACEMENT

The new pavilion, adjacent to the new Winchester Sport and Leisure Park and the University of Winchester Sport Ground, will create a hub of high-quality, sports and community facilities. This replaces out-dated, underused and inaccessible pavilions with a larger, accessible, modern facility designed with sustainability and carbon saving measures that supports the development of grass roots football, especially women's, girls' and youth football. This is enhanced by the inclusion of a club room that can be used independently for community and social events and activities.

The design of the new pavilion at King George V playing fields includes elements to ensure a sustainable and energy efficient building such as high performance insulation and solar PV.



## REGENERATION



## STATION APPROACH

As a gateway to the city Station Approach is an area within Winchester envisioned for regeneration, and a consultation has been launched to allow the public and local businesses the opportunity to share their opinions to help bring a viable vision to life.

Winchester City Council agreed to restart the Station Approach project in July 2022 and launched a comprehensive and active engagement process working with the community and adjacent landowners. The project was originally launched in 2016 and was put on hold in 2020 due to the Covid-19 pandemic. The council, Network Rail, and London & Continental Railways are working in partnership to explore transformation of the area around the rail station with a sustainable mixed-use development approach. The aim is to create a vibrant, green economy that revitalises the urban environment for those that live locally, travel from the station, or visit the city.

In July 2023 the cabinet agreed to progress the project to Stage 2 and procure a multi-disciplinary team that can articulate our vision and produce a concept masterplan for the Station Approach area.

The final version of the Concept Master Plan (CMP) and technical document is now complete, and was submitted for Cabinet approval in June 2025.

To accompany the completion of the CMP a comprehensive views study was commissioned to gather a wide range of perspectives. The feedback from the consultation process has now been thoroughly reviewed and analysed.



# REGENERATION



## CENTRAL WINCHESTER REGENERATION

Our vision for Central Winchester Regeneration, as set out in the supplementary planning document (SPD,) is for a mixed-use, sustainable, pedestrian-friendly quarter that reflects the distinctive character of the city centre, set within attractive open spaces. The regeneration site includes Kings Walk, Friarsgate and the bus station, as set out in the approved SPD.

Having listened to local people through the consultation on the development proposals for the site, we are bringing sustainable high quality homes for local people, creative work spaces, shops, hotel, leisure facilities and improved public spaces that will better connect the area to the wider city and district. The proposals will not compete with what Winchester already has, but will be distinctive and add to it.

In 2023 the council announced the appointment of Jigsaw Consortium trading as Partnerships & Places as the development partner for the project. The consortium has assembled its team from the best creative talent in the UK, including architectural practices, urban designers, engineers, landscape architects, and specialist

archaeologists. Jigsaw Consortium is committed to working closely with local people and businesses in Winchester throughout the life span of the project, bringing both social and economic value to the area.

Work to improve and refresh the Kings Walk area of Winchester has been completed. The upgrade includes integrating the Nutshell theatre with the Kings Walk Arcade, improving the appearance of the façade and entrance along Silver Hill and enhancing existing open spaces. The work included creating a courtyard area – the 'Courtyard Garden'.

In March 2025, the Development Delivery Plan (DDP) was approved. The DDP will continue to be reviewed and updated as the scheme progresses. A request for CIL funding totalling £4.5m was approved, to meet the costs of CIL eligible infrastructure that will form part of the CWR scheme.

This will include highway works, bus infrastructure, exemplary public realm and green/blue infrastructure and will be delivered over all phases of the CWR scheme.



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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**STATEMENT OF RESPONSIBILITIES FOR THE STATEMENT OF ACCOUNTS**

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**The Council's Responsibilities**

**The Council is required to:**

- make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Council, that officer is the S151 Officer;
- manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets; and
- approve the Statement of Accounts.

**The Responsibilities of the S151 Officer**

The S151 Officer is responsible for the preparation of the Council's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC *Code of Practice on Local Authority Accounting in the United Kingdom* (the Code).

**In preparing this Statement of Accounts, the S151 Officer has:**

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

**The S151 Officer has also:**

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

I certify that the Statement of Accounts gives a true and fair view of the financial position of Winchester City Council as at 31 March 2025 and its income and expenditure for the year then ended.

Signature: .....

Date:

**Chief Financial Officer, Section 151 Officer**

I certify that the Statement of Accounts for the year ended 31 March 2025 has been approved by a resolution of the Audit and Governance Committee at its meeting on 29<sup>TH</sup> January 2025 and is authorised for issue.

Signature: .....

Date:

2025

**Councillor J. Morris**

**Chair of the Audit & Governance Committee**

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**

**COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT FOR THE YEAR ENDED 31 MARCH 2025**

This statement shows the accounting cost to the council in the year for the provision of services in accordance with International Financial Reporting Standards (IFRS) adapted by the Code of Practice on Local Authority Accounting (the Code). The Total Comprehensive Income and Expenditure Statement represents the total movement on net assets in the council's Balance Sheet.

The statement includes some costs and income that are not allowed, by statute, to be funded from taxation. The Comprehensive Income and Expenditure Statement is adjusted for these items in order to set the level of Council Tax. These adjustments are shown in the Movement in Reserves Statement and analysed in Note 8.

2023/24			2024/25		
Expenditure £000	Income £000	Net £000	Expenditure £000	Income £000	Net £000
17,996	(11,457)	6,539	Environment	19,997	(12,373)
7,130	(1,596)	5,534	Living Well	5,869	(2,095)
13,851	(9,713)	4,138	Homes for All (General Fund)	14,500	(9,835)
29,566	(33,210)	(3,644)	Homes for All (HRA)	30,304	(37,255)
2,266	(667)	1,599	Vibrant Local Economy	3,145	(1,144)
21,494	(12,273)	9,221	Your Services, Your Voice	18,898	(11,733)
92,303	(68,916)	23,387	Cost of service delivery	92,713	(74,435)
(4,816)	0	(4,816)	HRA Property Revaluation (Note 1)	(6,418)	0
<b>87,487</b>	<b>(68,916)</b>	<b>18,571</b>	<b>Cost Of Services</b>	<b>86,295</b>	<b>(74,435)</b>
<b>Other Operating Income and Expenditure</b>					
4,045			Parish Council Precepts		4,403
(926)			(Gains)/Losses on the Disposal of Non Current Assets		(358)
0			Other (Income)/ Expenditure - Surplus Assets		(15)
<b>Financing and Investment Income and Expenditure</b>					
5,287			Interest Payable and Similar Charges (Note 18)		5,292
508			Net Interest on the Net Defined Benefit Liability (Note 13)		371
(1,671)			Interest Receivable and Similar Income (Note 18)		(1,655)
(2,235)			Income and Expenditure in relation to Investment Properties and Changes in their Fair Value (Note 16)		(2,801)
182			(Gains)/losses for financial assets classified as fair value through profit or loss (Note 18)		(106)
<b>Taxation and Non-Specific Grant Income</b>					
(8,082)			Non-Domestic Rates Income and Expenditure (Note 9)		(7,296)
(5,358)			Non-Ringfenced Government Grants (Note 9)		(5,168)
(10,034)			Capital Grants and Contributions (Note 9)		(9,495)
(13,549)			Council Tax Income		(14,355)
<b>(13,262)</b>			<b>(Surplus) or Deficit on Provision of Services</b>		<b>(19,323)</b>
<b>Other Comprehensive (Income) and Expenditure</b>					
(6,995)			(Surplus)/Deficit on Revaluation of Non Current Assets		2,262
(6,611)			Remeasurements on Net Defined Benefit Liability (Note 13)		(6,658)
<b>(26,868)</b>			<b>Total Comprehensive (Income)/ Expenditure</b>		<b>(23,719)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**MOVEMENT IN RESERVES STATEMENT FOR THE YEAR ENDED 31 MARCH 2025**

This statement shows the movement in the year on the different reserves held by the council. These are analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and 'unusable reserves'. The (Surplus) or Deficit on the Provision of Services line shows the true economic cost of providing the authority's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. These are different from the statutory amounts required to be charged to the General Fund and the Housing Revenue Account (HRA) for Council Tax setting and dwellings rent setting purposes. The Net (Increase)/Decrease before Transfers to Earmarked Reserves line shows the statutory General Fund balance and HRA balance before any discretionary transfers to or from earmarked reserves.

	General Fund Balance	Earmarked General Fund Reserves	Housing Revenue Account	Earmarked HRA Reserves	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>Balance at 31 March 2024</b>	(2,789)	(41,306)	(14,096)	(182)	(32,323)	(8,398)	(1,218)	(100,312)	(492,420)	(592,732)
Adjustment to 31 March 2024 Closing Balance for Nil Consideration Leases									(11,618)	(11,618)
<b>Movement in Reserves during 2024/25</b>										
(Surplus) or Deficit on Provision of Services	(9,974)	0	(9,349)	0	0	0	0	(19,323)	0	(19,323)
Other Comprehensive (Income) and Expenditure	0	0	0	0	0	0	0	0	(4,396)	(4,396)
<b>Total Comprehensive (Income) and Expenditure</b>	<b>(9,974)</b>	<b>0</b>	<b>(9,349)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(19,323)</b>	<b>(4,396)</b>	<b>(23,719)</b>
Adjustments between Accounting Basis and Funding Basis under Regulations ( <i>Note 8</i> )	1,060	0	7,457	0	(1,796)	(1,007)	(735)	4,979	(4,979)	0
<b>Net (Increase)/Decrease before Transfers to Earmarked Reserves</b>	<b>(8,914)</b>	<b>0</b>	<b>(1,892)</b>	<b>0</b>	<b>(1,796)</b>	<b>(1,007)</b>	<b>(735)</b>	<b>(14,344)</b>	<b>(9,375)</b>	<b>(23,719)</b>
Transfers to/(from) Earmarked Reserves ( <i>Note 23</i> )	8,202	(8,202)	38	(38)	0	0	0	0	0	0
<b>(Increase)/Decrease in Year</b>	<b>(712)</b>	<b>(8,202)</b>	<b>(1,854)</b>	<b>(38)</b>	<b>(1,796)</b>	<b>(1,007)</b>	<b>(735)</b>	<b>(14,344)</b>	<b>(9,375)</b>	<b>(23,719)</b>
<b>Balance at 31 March 2025 Carried Forward</b>	<b>(3,501)</b>	<b>(49,508)</b>	<b>(15,950)</b>	<b>(220)</b>	<b>(34,119)</b>	<b>(9,405)</b>	<b>(1,953)</b>	<b>(114,656)</b>	<b>(513,413)</b>	<b>(628,069)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**MOVEMENT IN RESERVES STATEMENT FOR THE YEAR ENDED 31 MARCH 2025**

	General Fund Balance	Earmarked General Fund Reserves £000	Housing Revenue Account	Earmarked HRA Reserves	Major Repairs Reserve	Capital Receipts Reserve	Capital Grants Unapplied	Total Usable Reserves	Unusable Reserves	Total Authority Reserves
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>Balance at 31 March 2023</b>	(3,512)	(38,248)	(15,355)	(174)	(26,140)	(18,029)	(980)	(102,438)	(463,426)	(565,864)
<b>Movement in Reserves During 2023/24</b>										
(Surplus) or Deficit on Provision of Services	(2,310)	0	(10,952)	0	0	0	0	(13,262)	0	(13,262)
Other Comprehensive (Income) and Expenditure	0	0	0	0	0	0	0	0	(13,606)	(13,606)
<b>Total Comprehensive (Income) and Expenditure</b>	<b>(2,310)</b>	<b>0</b>	<b>(10,952)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(13,262)</b>	<b>(13,606)</b>	<b>(26,868)</b>
Adjustments between Accounting Basis & Funding Basis Under Regulations <b>(Note 8)</b>	(25)	0	12,203	0	(6,183)	9,631	(238)	15,388	(15,388)	0
<b>Net (Increase)/Decrease before Transfers to Earmarked Reserves</b>	<b>(2,335)</b>	<b>0</b>	<b>1,251</b>	<b>0</b>	<b>(6,183)</b>	<b>9,631</b>	<b>(238)</b>	<b>2,126</b>	<b>(28,994)</b>	<b>(26,868)</b>
Transfers to/(from) Earmarked Reserves <b>(Note 23)</b>	3,058	(3,058)	8	(8)	0	0	0	0	0	0
<b>(Increase)/Decrease in Year</b>	<b>723</b>	<b>(3,058)</b>	<b>1,259</b>	<b>(8)</b>	<b>(6,183)</b>	<b>9,631</b>	<b>(238)</b>	<b>2,126</b>	<b>(28,994)</b>	<b>(26,868)</b>
<b>Balance at 31 March 2024 Carried Forward</b>	<b>(2,789)</b>	<b>(41,306)</b>	<b>(14,096)</b>	<b>(182)</b>	<b>(32,323)</b>	<b>(8,398)</b>	<b>(1,218)</b>	<b>(100,312)</b>	<b>(492,420)</b>	<b>(592,732)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**BALANCE SHEET AS AT 31 MARCH 2025**

The Balance Sheet shows the value, as at the Balance Sheet date, of the assets and liabilities recognised by the council. The Net Assets (assets less liabilities) are matched by the council's reserves. There are two types of reserve shown in the Balance Sheet. The first category of reserves is usable reserves (those reserves that the council may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use). The second category of reserves is those that the council is not able to use to provide services. This category includes reserves that contain unrealised gains and losses, where amounts would only become available to provide services if the assets are realised. They also include reserves that hold timing differences and adjustments between the accounting basis and funding basis under regulations.

<b>31 Mar 24</b> <b>£000</b>		<b>Note</b>	<b>31 Mar 25</b> <b>£000</b>
708,288	Property, Plant and Equipment	14	726,136
2,820	Heritage Assets	15	2,820
69,667	Investment Property	16	68,735
35	Intangible Assets		10
5,236	Long-Term Investments	18	5,296
761	Long-Term Debtors		717
<b>786,807</b>	<b>Long-Term Assets</b>		<b>803,714</b>
4,129	Short-Term Investments	18	1,021
83	Inventories		83
6,955	Short-Term Debtors	20	9,574
1,946	Cash and Cash Equivalents		9,975
<b>13,113</b>	<b>Current Assets</b>		<b>20,653</b>
(5,522)	Short-Term Borrowing	18	(5,922)
(21,504)	Short-Term Creditors	21	(18,369)
(1,154)	Provisions	22	(1,746)
<b>(28,180)</b>	<b>Current Liabilities</b>		<b>(26,037)</b>
(156,466)	Long-Term Borrowing	18	(151,984)
(7,755)	Pension Scheme Liability	13	(1,418)
(14,787)	Grants and Contributions in Advance	9	(16,859)
<b>(179,008)</b>	<b>Long-Term Liabilities</b>		<b>(170,261)</b>
<b>592,732</b>	<b>Net Assets</b>		<b>628,069</b>
100,312	Usable Reserves		114,656
492,420	Unusable Reserves	25	513,413
<b>592,732</b>	<b>Total Reserves</b>		<b>628,069</b>

Signature: .....

Date:

**Chief Financial Officer, Section 151 Officer**

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**CASHFLOW STATEMENT FOR THE YEAR ENDED 31 MARCH 2025**

The Cash Flow Statement shows the changes in the council's cash and cash equivalents during the reporting period. The statement shows how the Council generates and uses cash and cash equivalents by classifying cash flows as operating, investing or financing activities.

<b>2023/24</b>		<b>2024/25</b>	
<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b><u>Cash Flows from Operating Activities</u></b>			
	(13,262)		(19,323)
<b><u>Adjustments for Non-Cash Movements</u></b>			
(12,579)		Depreciation of Property, Plant and Equipment	(13,231)
1,520		Revaluation gains on Property, Plant and Equipment and Investment Property	5,809
(26)		Amortisation of Intangible Assets	(18)
(543)		Pension Fund Adjustments	(321)
9		(Increase)/Decrease in Impairment for Bad Debts	148
2,350		Contributions (to)/from Provisions	(592)
(4,315)		Carrying Amount of Property, Plant and Equipment sold	(4,876)
0		Carrying Amount of Intangible Assets Sold	(7)
(182)		Other Non-Cash Items Charged to the Net Surplus or Deficit on the Provision of Services	106
<b><u>Accruals adjustments:</u></b>			
61		Increase in Inventories	1
(1,993)		Decrease/(Increase) in Short-term and Long-term Debtors	2,427
3,487		Increase/(Decrease) in Short-term Creditors	3,135
(4,561)	<u>(16,772)</u>	Decrease/(Increase) in Grants and Contributions	(2,072) <u>(9,491)</u>
	<u>(30,034)</u>		<u>(28,814)</u>
<b><u>Adjust for Items that are Investing and Financing Activities</u></b>			
5,241	5,241	Proceeds from the Sale of Property, Plant and Equipment, Investment Property and Intangible Assets	5,234
	<u>(24,793)</u>		<u>5,234</u>
		<b>Net Cash Flows from Operating Activities</b>	<b>(23,580)</b>
<b><u>Cash Flows from Investing Activities</u></b>			
40,277		Purchase of Property, Plant and Equipment, Investment Property and Intangible Assets	18,153
3,000		Purchase of Short Term and Long Term Investments	150
(5,241)		Other Payments for Investing Activities	
		Proceeds from the Sale or Property, Plant, Equipment, Investment Property and Intangible Assets	(5,234)
(6,010)		Proceeds from the Sale of Short Term and Long Term Investments	(3,305)
	<b>32,026</b>	<b>Net Cash Flows from Investing Activities</b>	<b>9,764</b>
<b><u>Cash Flows from Financing Activities</u></b>			
2,001		Cash receipts from Short & Long Term Borrowing	
		Other receipts from financing activities	8
		Repayments of Short and Long term borrowings	5,231
444		Cash Payments for the Reduction of the Outstanding Liabilities Relating to Leases	548
	<b>2,445</b>	<b>Net Cash Flows from Financing Activities</b>	<b>5,787</b>
	<b>9,678</b>	<b>Net (Increase)/Decrease In Cash and Cash Equivalents</b>	<b>(8,029)</b>
	<b>11,624</b>	<b>Cash and cash equivalents at the beginning of the year</b>	<b>1,946</b>
	<b>1,946</b>	<b>Cash and cash equivalents at the end of the year</b>	<b>9,975</b>

## 1. MATERIAL ITEM

In prior periods, there have been significant downward valuations below historic cost in the HRA, in particular in 2010/11 when a change in the social housing adjustment factor from 45% to 32% resulted in a downward valuation of £104 million. In line with proper accounting practice, subsequent upward valuations will reverse prior year charges to the Comprehensive Income and Expenditure Statement until the historic cost value is reached, at which point a revaluation reserve will be created. In 2024/25 the value of dwellings has increased by £6.209m, decreasing the overall reduction to the 2007/08 historic cost as set in April 2007.

## 2. EXPENDITURE AND FUNDING ANALYSIS

The Expenditure and Funding Analysis shows how the council has used the funding available to it (Government grants, rents, Council Tax, business rates, etc.) to deliver services, compared with those resources consumed or earned by the Council in accordance with International Accounting Standards (IAS). Income and expenditure accounted for under IAS is presented more fully in the Comprehensive Income and Expenditure Statement. The analysis shows the reconciling adjustments for the differences between the costs under statutory provisions that are charged to the General Fund and HRA and those charged under proper accounting practice to the Comprehensive Income and Expenditure Statement.

- Adjustments for Capital Purposes: For services this represents depreciation, amortisation and revaluation losses on assets used in the provision of services; reversal of previous revaluation losses; and an adjustment for revenue expenditure funded from capital under statute (typically grants to third parties for capital works). In the *Other income and expenditure* row this represents revaluation gains and losses on investment property; gains or losses on the disposal of assets; the payments made to the pool on housing asset disposals; statutory and voluntary provision for the repayment of debt; and capital expenditure funded from the General Fund and HRA.
- Pension Adjustments: For services this represents the removal of employer pension contributions and replacing them with current service cost and past service cost as required by International Accounting Standard 19, *Employee Benefits* (IAS19). In the *Other income and expenditure* row this represents the interest payable on the pension liability in accordance with IAS19.
- Other Statutory Adjustments: This represents the separation of Council Tax between amounts collected on behalf of parishes from the council's own requirement. It also includes the timing differences between the way that Council Tax and Business Rates are accounted for under statute and proper accounting practice under IFRS.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

<b><u>2024/25</u></b>	<b>Net charge to the General Fund &amp; HRA under statutory funding provisions</b>	<b>Adjustments for Capital Purposes</b>	<b>Net change for Pensions Adjustments</b>	<b>Other</b>	<b>Net costs in the Comprehensive Income and Expenditure Statement</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Environment	6,852	742	30	0	7,624
Living Well	2,669	1,099	6	0	3,774
Homes for All	(14,971)	6,280	(13)	0	(8,704)
Vibrant Local Economy	1,159	839	3	0	2,001
Your Services, Your Voice	6,470	772	(77)	0	7,165
<b>Cost of Services</b>	<b>2,179</b>	<b>9,732</b>	<b>(51)</b>	<b>0</b>	<b>11,860</b>
Other income & expenditure	(31,786)	232	371	0	(31,183)
Other General Fund & HRA items	16,897	(18,954)	0	2,057	0
<b>(Surplus)/deficit on the General Fund &amp; HRA</b>	<b>(12,710)</b>	<b>(8,990)</b>	<b>320</b>	<b>2,057</b>	<b>(19,323)</b>
Opening General Fund & HRA balance as at 1 April 24					(90,696)
Surplus on General Fund and HRA					(12,710)
Loss on valuation (to Pooled Fund Adjustment Account)					106
Other					2
<b>Closing General Fund &amp; HRA balance 31 March 25</b>					<b>(103,298)</b>
<b>Analysis of Reserve Balance</b>	<b>General Fund £000</b>	<b>HRA £000</b>		<b>Total £000</b>	
General Fund Balance	(3,501)			(3,501)	
Earmarked Reserves	(49,508)	(220)		(49,728)	
HRA balance		(15,950)		(15,950)	
Major Repairs Reserve		(34,119)		(34,119)	
<b>Total</b>	<b>(53,009)</b>	<b>(50,289)</b>		<b>(103,298)</b>	

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

<b><u>2023/24</u></b>	<b>Net charge to the General Fund &amp; HRA under statutory funding provisions</b>	<b>Adjustments for Capital Purposes</b>	<b>Net change for Pensions Adjustments</b>	<b>Other</b>	<b>Net costs in the Comprehensive Income and Expenditure Statement</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Environment	6,394	103	42	0	6,539
Living Well	3,711	1,813	10	0	5,534
Homes for All	(11,332)	7,001	9	0	(4,322)
Vibrant Local Economy	1,525	69	5	0	1,599
Your Services, Your Voice	6,620	2,677	(76)	0	9,221
<b>Cost of Services</b>	<b>6,918</b>	<b>11,663</b>	<b>(10)</b>	<b>0</b>	<b>18,571</b>
Other income & expenditure	(32,980)	594	553	0	(31,833)
Other General Fund & HRA items	18,976	(16,465)	0	(2,511)	0
<b>(Surplus)/deficit on the General Fund &amp; HRA</b>	<b>(7,086)</b>	<b>(4,208)</b>	<b>543</b>	<b>(2,511)</b>	<b>(13,262)</b>
Opening General Fund & HRA balance as at 1 April 23					(83,429)
Surplus on General Fund and HRA					(7,086)
Loss on valuation (to Pooled Fund Adjustment Account)					(182)
Other					1
<b>Closing General Fund &amp; HRA balance as at 31 March 24</b>					<b>(90,696)</b>

<b><u>Analysis of Reserve Balance</u></b>	<b>General Fund £000</b>	<b>HRA £000</b>	<b>Total £000</b>
General Fund Balance	(2,789)		(2,789)
Earmarked Reserves	(41,306)	(182)	(41,488)
HRA balance		(14,096)	(14,096)
Major Repairs Reserve		(32,323)	(32,323)
<b>Total</b>	<b>(44,095)</b>	<b>(46,601)</b>	<b>(90,696)</b>

The following table shows the nature of the income and expenditure on council services that are reported in the Comprehensive Income and Expenditure Statement:

<b>2023/24</b>		<b>2024/25</b>	
<b>£000</b>		<b>£000</b>	
24,250	Employees	25,573	
15,047	Premises	14,529	
403	Transport	378	
8,203	Supplies & services	8,616	
10,055	Third party payments	10,348	
18,516	Transfer payments	17,820	
11,900	Capital charges	9,731	
(887)	Support services	(700)	
(68,916)	External income	(74,435)	
<b>18,571</b>	<b>Cost Of Services</b>	<b>11,860</b>	

<b>2023/24</b>		<b>2024/25</b>	
<b>£000</b>		<b>£000</b>	
(19,776)	Government grants & contributions	(19,569)	
(33,210)	HRA: rent, service Charges, & other income	(37,255)	
(15,930)	General Fund: fees, charges & other income	(17,611)	
<b>(68,916)</b>		<b>(74,435)</b>	

### **3. CRITICAL JUDGEMENTS IN APPLYING ACCOUNTING POLICIES**

In applying the accounting policies set out in Note 28 the council has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are:

- Future funding for local government - there is a high degree of uncertainty about future levels of funding for local government. However, the council has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the council might be impaired as a result of a need to close facilities and reduce levels of service provision.
- Asset reclassifications - the council has made judgements on whether assets are classified as Investment Property, Heritage Assets or Property, Plant and Equipment. These judgements are based on the main reason that the council is holding the asset. If the asset is used in the delivery of services or is occupied by third parties who are subsidised by the council, they are deemed to be Property, Plant and Equipment assets. If there is no subsidy and/or full market rent is being charged this would indicate that the asset is an Investment Property, if held principally to be preserved, in trust, for future generations because of their cultural, environmental or historical associations, this would indicate a Heritage Asset. The classification determines the valuation method to be used.
- Contractual arrangements - the council has made judgements on whether its contractual arrangements contain embedded leases (i.e. arrangements that are not legally leases but take the form of payments in return for the use of specific assets). In February 2021 the council signed a contract agreement with Biffa Waste Services Limited for the provision of waste and recycling collection services. The contract involves the exclusive use of a fleet of refuse collection vehicles with an initial value of approximately £3.5m, the council has determined that there is in substance a lease of those vehicles and has recognised them on the Balance Sheet.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

- In calculating the net pensions asset, the council has made a judgement that the statutory framework for setting employer's contributions under the Local Government Pension Scheme constitutes a minimum funding requirement. As a result, the Council's ability to realise the full economic benefits of the net pensions asset calculated under the Accounting Code's provisions for post-employment benefits through reductions in future employer's contributions is limited. An asset ceiling therefore applies and has reduced what would otherwise be the net pensions asset of £19.2m to £nil

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

The preparation of Financial Statements requires management to make judgements, estimates and assumptions that affect the amounts reported for assets and liabilities as at the Balance Sheet date and the amounts reported for the revenues and expenses during the year. However, the nature of estimation means that actual outcomes could differ from those estimates. The key judgements and estimation uncertainty that have a significant risk of causing material adjustment to the carrying amounts of assets and liabilities within the next financial year are:

Item	Uncertainties	Effect if actual results differ from assumptions
Pensions Liability	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used; the rate at which salaries are projected to increase; changes in retirement ages; mortality rates; and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the Fund with expert advice about the assumptions to be applied.	The effects on the net pension's liability of changes in individual assumptions can be measured. The sensitivity of each of the assumptions used by the actuaries can be seen in Note 13 to the accounts.
Arrears/Debt Impairment	At 31 March 2025, the council had a balance of sundry debtors of £4 million. A review of debtors, profiled by the age of the debt, suggested that a loss allowance of 12.5% (£0.5 million) was appropriate. However, in the current economic climate it is not certain that such an allowance would be sufficient.	If collection rates were to deteriorate, and an increase of 5% was attributed to each category of aged debt, an additional charge of £78k would need to be set aside as an allowance.
Provision for Business Rates appeals	Since the introduction of the Business Rate Retention Scheme effective from 1 April 2013, Local Authorities are liable for successful appeals against business rates charged to businesses in 2024/25 and earlier financial years, in their proportionate share. A provision has been recognised as the best estimate that businesses have been overcharged based on the Valuation Office ratings list of appeals, the analysis of previous appeals and other known relevant information.	The council's share of the total business rate appeal provision of £3.9 million amounted to £1.55 million which has reduced the amount of income that is distributed from the Collection Fund to the council's General Fund. A 10% increase or decrease in the council's share of the provision would require an adjustment of £155k.
Valuation of operational property	The council's external valuer provided valuations as at 31 March 2025 for the whole portfolio. Asset valuations are based on market prices.	A reduction in estimated valuations would result in reductions to the revaluation reserve and/or a loss recorded in the Comprehensive Income and Expenditure statement (CIES). If the value of operational properties reduced by 10% this would result in a £10.8m total reduction to the revaluation reserve and/or

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

Item	Uncertainties	Effect if actual results differ from assumptions
		<p>loss to the CIES. The charge to the CIES would be reversed out to the Capital Adjustment Account (CAA) and would not affect the General Fund balance.</p> <p>An increase in estimated valuations would result in increases to the revaluation reserve and/ or reversals of previous negative revaluations in the CIES.</p>
Fair value measurement of investment property	The council's external valuer uses valuation techniques to determine the fair value of investment property. This involves developing estimates and assumptions consistent with how market participants would price the property. Valuers base assumptions on observable data where it's available and the best information available where it is not.	<p>Estimated fair values may differ from the actual prices that could be achieved in an arm's length transaction at the reporting date.</p> <p>Revaluation movements are accounted for in the CIES. If the value of Investment properties reduced by 10%, this would result in a £6.9m charge to the CIES. The charge to the CIES would be reversed out to the Capital Adjustment Account (CAA) and would not affect the General Fund balance.</p>
Valuation of Council Dwellings	The council's HRA dwellings are valued on a beacon methodology based on a number of information sources. These include sales of directly comparable property, local information on house price movements and other regional and national indices.	<p>A reduction in estimated valuations would result in reductions to the revaluation reserve and/ or a loss recorded in the Comprehensive Income and Expenditure statement (CIES). If the value of council dwellings reduced by 5% this would result in a £27.9m charge to the CIES. The charge to the CIES would be reversed out to the Capital Adjustment Account (CAA) and would not affect the HRA balance.</p> <p>An increase in estimated valuations would result in increases to the revaluation reserve and/ or reversals of previous negative revaluations in the CIES.</p>

## 5. EVENTS AFTER THE BALANCE SHEET DATE

The Statement of Accounts was certified by the Chief Financial Officer as true and fair at the time of signing the accounts. Events taking place after this date are not reflected in the financial statements or notes. Where events taking place before this date provided information about conditions existing at 31 March 2025, the figures in the financial statements and notes have, in all material respects, been adjusted to reflect the impact of this information.

## 6. GOING CONCERN

### Underlying principle

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

A balanced 2024/25 budget was set in February 2024, and this included a forecast balanced position for 2025/26. With income, parking income in particular, returning to pre-pandemic levels, the associated risks of not achieving budget were reduced. The key known future risk relates to reductions in government funding, but delays around implementation of any reforms keeps pushing this risk further out.

The final outturn is just under £2.4m favourable to the original budget, with reduced draws on earmarked reserves which have been protected as far as possible and, in some cases, even replenished. With the uncertainty in relation to future funding local government projections indicating the potential for longer term deficits, the Transitional Reserve will be used to ensure that the council is able to maintain services and produce a balanced budget while it continues its programme of identifying and implementing cost savings as part of the Medium-Term Financial Strategy. A balanced budget has been set for 2025/26 to 2026/27, and the level of reserves are expected to be adequately maintained to provide a robust medium term financial strategy.

### Cash position

The council had a cash and investment balance of £16.3m as at 31 March 2025. Of this, £5m is invested in the CCLA property fund and is therefore not readily liquid. The council has undertaken a cashflow forecast looking forward through 2025/26 and the following financial period, and without the impact of the capital programme does not forecast the need to borrow for revenue purposes. Due to its capital programme, and prior year unfinanced capital expenditure, the council may need to increase its external borrowing within the current or following period. However, due to its forecast reserve position, a significant proportion of its capital financing requirement will remain covered by internal borrowing; this results in an opportunity cost which is lower than if the council were to externalise all of its capital borrowing need.

As well as access to the PWLB for its long-term borrowing needs, the council's is also able to borrow for short-term liquidity purposes if necessary and so the council remains confident in its ability to maintain sufficient liquidity.

### Conclusion

These accounts have been prepared on a going concern basis; assessed up to 31 March 2027. The council has sufficient access to cash and borrowing to ensure its liquidity, plans to set a balanced budget for 2026/27, and has sufficient reserves throughout the period of its Medium-Term Financial Strategy. Reserve balances are forecast to include £11.4m of risk reserves which are in addition to the general fund balance of £3.5m, giving high levels of assurance that the council is in a strong position to deal with any future unexpected events.

## 7. ACCOUNTING STANDARDS ISSUED BUT NOT ADOPTED

There are no other changes in accounting requirements for 2025/26 that are anticipated to have a material impact on the council's financial performance or financial position.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

**8. ADJUSTMENTS BETWEEN ACCOUNTING BASIS AND FUNDING BASIS UNDER REGULATIONS**

This note details the adjustments made to the Comprehensive Income and Expenditure recognised by the council in year (shown in accordance with proper accounting practice) to present the alternative view of the resources available to the council to meet future capital and revenue expenditure (in accordance with statute).

General Fund Balance £000	Housing Revenue Account £000	2023/24				Capital Grants Unappl'd £000	Adjustments between Accounting Basis and Funding Basis	General Fund Balance £000	Housing Revenue Account £000	2024/25			
		Capital Receipts Reserve £000	Major Repairs Reserve £000	Capital Grants Unappl'd £000	Major Repairs Reserve £000					Capital Receipts Reserve £000	Major Repairs Reserve £000	Capital Grants Unappl'd £000	
<b>Adjustments to Revenue Resources</b>													
(550)	7	0	0	0	0	Pensions (transfers to/ from Pensions Reserve)	(344)	23	0	0	0	0	
2,511	0	0	0	0	0	Council Tax and Business Rates (transfers to/ from the Collection Fund Adjustment Account)	(2,057)	0	0	0	0	0	
(5,829)	(2,872)	0	0	(238)	0	Reversal of entries included in the Surplus or Deficit on Provision of Services in relation to Capital Adjustment Account	(1,164)	(8,198)	0	0	0	(735)	
(182)	0	0	0	0	0	Fair value gains/losses of pooled investment funds	106	0	0	0	0	0	
402	(402)	0	0	0	0	Other adjustments	114	(114)	0	0	0	0	
(3,648)	(3,267)	0	0	(238)	0	Total Adjustments to Revenue Resources	(3,345)	(8,289)	0	0	0	(735)	
<b>Adjustments between Revenue &amp; Capital Resources</b>													
101	5,122	(5,223)	0	0	0	Transfer of non current sale proceeds from revenue to the Capital Receipts Reserve	201	5,204	(5,405)	0	0	0	
0	10,214	0	(10,213)	0	0	Funding set aside to Major Repairs Reserve	0	10,542	0	(10,542)	0	0	
1,591	0	0	0	0	0	Statutory provision for the Financing of Capital	1,737	0	0	0	0	0	
0	87	600	0	0	0	Voluntary provision for the Financing of Capital	0	0	0	0	0	0	
1,931	47	0	0	0	0	Capital Expenditure financed from revenue	2,467	0	0	0	0	0	
3,623	15,470	(4,623)	(10,213)	0	0	Total Adjustments between Capital and Revenue Resources	4,405	15,746	(5,405)	(10,542)	0	0	
<b>Adjustments to Capital Resources</b>													
0	0	14,254	0	0	0	Use of Capital Receipts Reserve to finance capital	0	0	4,398	0	0	0	
0	0	0	4,030	0	0	Use of Major Repairs Reserve to finance capital	0	0	0	8,746	0	0	
0	0	14,254	4,030	0	0	Total Adjustments to Capital Resources	0	0	4,398	8,746	0	0	
(25)	12,203	9,631	(6,183)	(238)	0	Total Adjustments	1,060	7,457	(1,007)	(1,796)	(735)		

**9. GRANT INCOME**

The council credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement.

<b>2023/24</b>	<b>Credited to Services</b>	<b>2024/25</b>
		<b>£000</b>
(9,578)	Rent Allowances	(8,864)
(8,895)	Rent Rebates	(8,825)
(513)	Contributions	(955)
(790)	Other Grants	(925)
<b>(19,776)</b>	<b>Total</b>	<b>(19,569)</b>
<hr/>		
<b>2023/24</b>	<b>Credited to Taxation and Non Specific Grant Income</b>	<b>2024/25</b>
		<b>£000</b>
<b>Non Domestic Rates Income and Expenditure</b>		
(25,340)	Retained Business Rates	(26,566)
3,599	Levy Payment	1,892
21,912	Tariff Payment	22,894
(1,792)	Share of (surplus)/deficit	862
(621)	Allowances	(641)
(5,831)	S31 Grants	(5,721)
(9)	Other	(16)
<b>(8,082)</b>		<b>(7,296)</b>
<hr/>		
<b>Capital Grants and Contributions</b>		
(7,456)	Other Capital Grants and Contributions	(4,493)
(1,240)	Community Infrastructure Levy	(3,474)
(1,338)	Disabled Facilities Grant	(1,528)
<b>(10,034)</b>		<b>(9,495)</b>
<hr/>		
<b>Non-Ringfenced Government Grants</b>		
(2,456)	New Burdens Grant	(2,095)
(1,629)	New Homes Bonus	(1,645)
(156)	Revenue Support Grant	(166)
(885)	Funding Guarantee	(1,193)
(232)	Other	(69)
<b>(5,358)</b>		<b>(5,168)</b>
<b>(23,474)</b>	<b>Total</b>	<b>(21,959)</b>

The council has received a number of grants, contributions and donations that have yet to be recognised as income as they have conditions attached to them that will require the monies or property to be returned to the giver. The balances at the year-end are as follows:

<b>31/3/24</b>	<b>Grants and Contributions in Advance</b>	<b>31/3/25</b>
		<b>£000</b>
(10,515)	Developers' Contributions - Social Housing	(12,841)
(1,513)	Developers' Contributions - West of Waterlooville	(1,474)
(483)	Developers' Contributions - North Whiteley	(1,004)
(774)	LA Housing Fund	(353)
0	Partnership fund for South Hampshire	(235)
(718)	Developers' Contributions - Open Spaces	(616)
(784)	Other	(336)
<b>(14,787)</b>	<b>Total</b>	<b>(16,859)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

**10. AUDIT FEES**

The council has incurred the following costs in relation to the audit of the Statement of Accounts provided by the council's appointed external auditor Ernst & Young LLP. The certification of grant claims is carried out by other audit providers.

	<b>2023/24</b>	<b>2024/25</b>
	<b>£000</b>	<b>£000</b>
158	Fees payable to External Auditor with regard to the External Audit Services Carried Out by the Appointed Auditor for the year	173
46	Fees payable to the External Auditor for the Certification of Grant Claims and Returns for the year	27
0	Fees payable in respect of the Other Services provided by the External Auditor during the Year	0
<b>204</b>	<b>Total</b>	<b>200</b>

**11. OFFICERS' REMUNERATION**

Employees' remuneration

Information relating to employees' remuneration is required to be published under the Accounts and Audit Regulations 2015. The following note shows the number of employees whose total remuneration exceeded £50,000 in 2024/25. For this purpose, remuneration includes gross pay, all taxable benefits and redundancy payments but excludes employer pension contributions.

The banding note also includes the senior officer posts detailed below.

Ongoing employees	Employees left in year	Total Employees	Remuneration Band	Ongoing employees	<b>2024/25</b>	
					Employees left in year	Total Employees
21	2	<b>23</b>	£50,000-£54,999	36	2	<b>38</b>
15	1	<b>16</b>	£55,000-£59,999	11	2	<b>13</b>
11		<b>11</b>	£60,000-£64,999	8	2	<b>10</b>
3	1	<b>4</b>	£65,000-£69,999	10		<b>10</b>
7		<b>7</b>	£70,000-£74,999	6		<b>6</b>
1		<b>1</b>	£75,000-£79,999			<b>0</b>
4		<b>4</b>	£80,000-£84,999	2		<b>2</b>
		<b>0</b>	£85,000-£89,999	2		<b>2</b>
2		<b>2</b>	£90,000-£94,999			<b>0</b>
1		<b>1</b>	£95,000-£99,999	1		<b>1</b>
		<b>0</b>	£100,000-£104,999	1		<b>1</b>
1		<b>1</b>	£105,000-£109,999			<b>0</b>
2		<b>2</b>	£110,000-£114,999			<b>0</b>
		<b>0</b>	£115,000-£119,999	2		<b>2</b>
		<b>0</b>	£120,000-£124,999	1		<b>1</b>
1		<b>1</b>	£135,000-£139,999			<b>0</b>
		<b>0</b>	£145,000-£149,999	1		<b>1</b>
<b>69</b>	<b>4</b>	<b>73</b>			<b>81</b>	<b>6</b>
						<b>87</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

Senior Officers' remuneration

Further details relating to individual senior employees' remuneration is required to be published under the Accounts and Audit Regulations 2015. This note gives the details of the salary, allowances, benefits-in-kind and pension payments for senior employees whose salary exceeded £50,000 in 2024/25.

2024/25	Salary	Taxable expenses & benefits	Pension payments	Total
	£'000	£'000	£'000	£'000
Chief Executive - Laura Taylor <sup>1</sup>	146	1	26	173
Strategic Director: Place	119	1	21	141
Strategic Director: Services	116	1	21	138
Director: Finance <sup>2</sup>	95	1	17	113
Director: Regeneration	121	1	22	144
Director: Legal <sup>3</sup>	52	0	9	61
Monitoring Officer <sup>4</sup>	22	1	4	27

<sup>1</sup>. The Chief Executive also received payments of £20,108 as Returning Officer in 2024/25, that are excluded above.

<sup>2</sup>. The S151 Officer is the Director: Finance.

<sup>3</sup>. The Director: Legal was appointed 16th September 2024 and became the Monitoring Officer from 6th November 2024.

<sup>4</sup>. Monitoring Officer until 5th November 2024.

2023/24	Salary	Taxable expenses & benefits	Pension payments	Total
	£'000	£'000	£'000	£'000
Chief Executive - Laura Taylor <sup>1</sup>	139	1	25	165
Strategic Director: Place	114	1	20	135
Strategic Director: Resources <sup>2</sup>	106	1	18	125
Monitoring Officer <sup>2</sup>	12	0	2	14
Strategic Director: Regeneration <sup>3</sup>	38	0	0	38
Director: Regeneration <sup>4</sup>	91	1	16	108
Strategic Director: Services	110	1	20	131
Chief Financial Officer <sup>5</sup>	91	1	16	108

<sup>1</sup>. The Chief Executive also received payments of £13,242 as Returning Officer in 2023/24, that are excluded above.

<sup>2</sup>. The Strategic Director: Resources was the Monitoring Officer until 31st December 2023. From 1st January 2024 a new Monitoring Officer was appointed.

<sup>3</sup>. Payments of £38,250 have been made to an Employment Agency for the services of the Strategic Director (Regeneration role).

<sup>4</sup>. The Director: Regeneration was appointed 26th June 2023.

<sup>5</sup>. The S151 Officer is the Chief Financial Officer.

## 12. TERMINATION BENEFITS AND EXIT PACKAGES

The council terminated the contracts of 7 employees, incurring liabilities (for compensation for loss of office; employer's pension contributions for enhanced benefits; and other costs) in 2024/25 of £117,926 (£39,921 in 2023/24).

2023/24			2024/25		
Compulsory Redundancy	Other Termination	Amount Paid (£)	Total Package	Compulsory Redundancy	Other Termination
0	4	17,456	£0 - £20,000	0	5
0	1	22,465	£20,001 - £40,000	1	0
0	0	0	£40,001 - £60,000	0	1
<b>0</b>	<b>5</b>	<b>39,921</b>		<b>1</b>	<b>6</b>
					<b>117,926</b>

## 13. DEFINED BENEFIT PENSION SCHEMES

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

The council participates in the Local Government Pension Scheme, administered locally by Hampshire County Council. This is a funded defined benefit final salary scheme, meaning that the council and its employees pay contributions into a fund, calculated at a level intended to balance the pension liabilities with investment assets. The council has also awarded discretionary post-retirement benefits upon early retirement. This is also through the Local Government Pension Scheme but as an unfunded defined benefit arrangement. The liabilities are recognised when awards are made. However, there are no investment assets built up to meet these pensions' liabilities, and cash is paid to the scheme to meet actual pension payments as they eventually fall due. The Pension Scheme is operated under the LGPS (Benefits, Membership and Contributions) Regulations 2007 and the governance of the scheme is the responsibility of the pension committee of Hampshire County Council. Policy is determined in accordance with the Pension Fund Regulations. The investment managers of the fund are appointed by the committee.

The principal risks to the council of the scheme are the longevity assumptions; statutory changes to the scheme; structural changes to the scheme; and changes in inflation, bond yields and performance of the equity investments held by the scheme. These are mitigated to a certain extent by the statutory requirements to charge to the council's General Fund the amounts required by statute. The constructive obligation on the Council's share of the Hampshire Pension Fund resulting from the McCloud judgement has been included in the figures in the 2024/25 financial statements.

### Transactions relating to post-employment benefits

The cost of retirement benefits is recognised in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge against Council Tax is based on the cash payable in the year, so the real cost of post-employment/retirement benefits is reversed out of the General Fund and Housing Revenue Account via the Movement in Reserves Statement.

### Virgin Media Ruling

In June 2023 the UK High Court (Virgin Media Limited v NTL Pension Trustees II Limited) ruled that certain historical amendments for contracted-out defined benefit schemes were invalid if they were not accompanied by the correct actuarial confirmation. The judgement has now been upheld by the Court of Appeal. The Local Government Pension Scheme is a contracted out defined benefit scheme, and amendments have been made during the period 1999/2016 which could impact member benefits. Work is being performed by the Government Actuary's Department as the Local Government Pension Scheme actuary to assess whether section 37 certificates are in place for all amendments and some of these have been confirmed however, at the date of these financial statements, the full assessment is not complete. Until this analysis is complete, we are unable to conclude whether there is any impact to the liabilities, or it can be reliably estimated. As a result, the council does not consider it necessary to make any allowance for the potential impact of the Virgin Media case in its financial statements.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

The following transactions have been made in the accounts during the year:

	<b>2023/24</b> <b>£000</b>	<b>2024/25</b> <b>£000</b>
<u><b>Included in the Cost of Services</b></u>		
3,109	Current Service Cost	3,172
0	Past Service Cost	0
0	Settlement Cost	0
<u><b>Included in Financing and Investment Income and Expenditure</b></u>		
508	Net Interest on the Net Defined Benefit Liability	371
<u><b>Included in Other Comprehensive Income and Expenditure</b></u>		
6,611	Remeasurement of the Net Defined Benefit Liability	6,658
<b>10,228</b>	<b>Total Included in Comprehensive Income and Expenditure</b>	<b>10,201</b>
<u><b>Included in the Movement in Reserves</b></u>		
(3,617)	Removal of Notional Charges Made for Retirement Benefits	(3,543)
3,074	Inclusion of Actual Employer's Contributions Payable	3,222
<b>(543)</b>	<b>Total Included in the Movement in Reserves</b>	<b>(321)</b>
<u><b>Actual Employer's Contributions Charged Against Council Tax</b></u>		
2,915	Normal Funded Contributions	3,053
0	Lumps Sums for Early Retirements	0
159	Discretionary / Unfunded Added Years	169
<b>3,074</b>	<b>Total Amount Charged to Council Tax</b>	<b>3,222</b>

Assets and liabilities in relation to post-employment benefits

The movement in scheme liabilities was:

	<b>2023/24</b> <b>£000</b>	<b>2024/25</b> <b>£000</b>
<u><b>Opening Present Value of Liabilities</b></u>		
<b>(155,316)</b>	<b>Funded</b>	<b>(160,568)</b>
<b>(1,625)</b>	<b>Unfunded</b>	<b>(1,554)</b>
<b>(3,109)</b>	Current Service Cost	(3,172)
<b>(7,197)</b>	Interest Expense on Benefit Obligation	(7,731)
<b>(1,146)</b>	Contributions by Scheme Participants	(1,194)
<b>(53)</b>	Actuarial Gains / (Losses) - Financial Assumptions	24,911
	Actuarial Gains / (Losses) - Demographic	
<b>3,108</b>	Assumptions	283
<b>(2,623)</b>	Actuarial Gains / (Losses) - Experience	1,660
0	Actuarial Gains / (Losses) on Liabilities	0
<b>5,839</b>	Net Benefits Paid Out	6,301
0	Past Service Cost	0
0	Settlements	0
<b>(162,122)</b>	<b>Closing Present Value of Liabilities</b>	<b>(141,064)</b>
<b>(160,568)</b>	<b>Funded</b>	<b>(139,646)</b>
<b>(1,554)</b>	<b>Unfunded</b>	<b>(1,418)</b>

The movement in the fair value of the scheme assets was:

<b>2023/24</b> <b>£000</b>		<b>2024/25</b> <b>£000</b>
<b>143,118</b>	<b>Opening Fair Value of Assets</b>	<b>154,367</b>
6,689	Interest Income on Assets	7,360
1,146	Contributions by Scheme Participants	1,194
2,915	Contributions by the Employer	3,053
159	Contributions in respect of unfunded benefits	169
6,179	Remeasurement Gains / (Losses) on Assets	(1,003)
(5,839)	Net Benefits Paid Out	(6,301)
0	Settlement	0
<b>154,367</b>	<b>Closing Fair Value of Assets</b>	<b>158,839</b>

The closing position of the fund as at 31 March 2025 was (£1.4m).

	<b>2024/25</b> <b>£000</b>
Fair Value of Plan Assets	158,839
Present Value of Funded Obligations	(139,646)
Effect of the Asset Ceiling	(19,193)
Present Value of Unfunded Obligations	(1,418)
<b>Closing Position as at 31 March 2025</b>	<b>(1,418)</b>

Calculation of the effect of the asset ceiling

The effect of the asset ceiling has been determined by the Scheme's actuaries on the basis of the limitation on the Council's ability to recover the full economic benefit of its assets through reductions in future employer's contributions because of the minimum funding requirement imposed on it by the funding strategy for the Scheme in place at 31 March 2024.

The expected return on scheme assets is determined by considering the expected returns available on the assets underlying the current investment policy.

The actual return on scheme assets in 2024/25 was a gain of £6.4 million (£12.8 million gain in 2023/24).

Impact on the council's cash flow

A deficit on the pension scheme will be made good by increased contributions over the remaining working life of employees (i.e. before payments fall due), as assessed by the scheme actuary and the recent changes to the scheme introduced on 1 April 2014 which will increase the amount paid into the scheme by employees and employers.

The total contributions expected to be made to the scheme by the council in the year to 31 March 2026 is £3 million.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

**Basis for estimating assets and liabilities**

The latest actuarial valuation of the Council's liabilities took place as at 31 March 2025. Liabilities have been estimated by the independent actuary, Hymans Robertson LLP, on an actuarial basis using the projected unit credit method. The principal assumptions used by the actuary in updating the valuation were:

<b>2023/24</b>		<b>2024/25</b>	
<b>£000</b>		<b>£000</b>	
<b><u>Principal Financial Assumptions</u></b>			
4.8%	Rate for Discounting Scheme Liabilities		5.8%
2.8%	CPI Inflation Rate		2.8%
2.8%	Pension Increases		2.8%
3.8%	Rate of General Increases in Salaries		3.8%
<b><u>Mortality Assumptions</u></b>			
Future lifetime from 65 for members aged 65 at 31 March			
22.1	Males		22.0
24.7	Females		24.7
Future lifetime from 65 for members aged 45 at last formal valuation			
22.6	Males		22.5
25.7	Females		25.6

The scheme assets consist of the following categories, by proportion of total assets held:

	<b>2024/25</b>		
	<b>Quoted</b>	<b>Unquoted</b>	<b>Total</b>
Equity Securities	33%	0%	33%
Private Equity	0%	9%	9%
UK Property	0%	9%	9%
Corporate Bonds	5%	5%	10%
UK Government Bonds	15%	0%	15%
Other Debt Securities	9%	2%	11%
Cash	2%	0%	2%
Investment Funds/ Unit Trusts	0%	11%	11%
	<b>64%</b>	<b>36%</b>	<b>100%</b>

	<b>2023/24</b>		
	<b>Quoted</b>	<b>Unquoted</b>	<b>Total</b>
Equity Securities	43%	0%	43%
Private Equity	0%	7%	7%
UK Property	0%	7%	7%
Corporate Bonds	0%	5%	5%
UK Government Bonds	15%	0%	15%
Other Debt Securities	6%	7%	13%
Cash	1%	0%	1%
Investment Funds/ Unit Trusts	0%	9%	9%
	<b>65%</b>	<b>35%</b>	<b>100%</b>

The overall expected return on each asset class is set out above. The overall expected rate of return on assets is then derived by aggregating the expected return on each asset class over the actual asset allocation from the Fund as at 31 March 2025.

**Sensitivity of Actuarial Assumptions**

The following table shows the sensitivity of the actuarial assumptions and what impact a 0.1% change would have for each of the assumptions.

<b>Change in Assumptions as at 31 March 2025</b>	<b>Approximate % increase to Defined Benefit Obligation</b>	<b>Approximate Monetary Amount £000</b>
0.1% decrease in Real Discount Rate	2%	2,271
0.1% increase in the Salary Increase Rate	0%	52
0.1% increase in the Pensions Increase Rate (CPI)	2%	2,282
1 year increase in member life expectancy	4%	5,643

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**14. PROPERTY, PLANT AND EQUIPMENT (PPE)**

Movements in 2024/25	Council Dwellings	Other Land and Buildings	Vehicles, Plant, Furniture & Equipment	Infrastructure Assets	Community Assets	Surplus Assets	Assets Under Construction	Right of Use Assets	Total Property, Plant and Equipment
	£000	£000	£000	£000	£000	£000	£000	£000	£000
<u>Cost or Valuation</u>									
At 1 April 2024	558,912	107,181	14,845	11,512	1,073	5,118	23,846	12,219	734,706
Additions	9,797	1,888	1,583	1,118	0	0	3,672	1,190	19,248
Revaluation Increases/(Decreases) Recognised in the Revaluation Reserve	0	(5,396)	0	0	0	(298)	0	1,785	(3,909)
Revaluation Increases/(Decreases) Recognised in the Surplus/Deficit on the Provision of Services	(4,073)	215	0	0	0	15	0	(25)	(3,868)
Derecognition - Disposals	(1,571)	0	(5,997)	0	0	0	(3,094)	0	(10,662)
Reclassifications	19,378	3,372	(3,496)	0	0	0	(22,583)	3,497	168
<b>At 31 March 2025</b>	<b>582,443</b>	<b>107,260</b>	<b>6,935</b>	<b>12,630</b>	<b>1,073</b>	<b>4,835</b>	<b>1,841</b>	<b>18,666</b>	<b>735,683</b>
<u>Accumulated Depreciation and Impairment</u>									
At 1 April 2024	0	0	(9,599)	(4,423)	(177)	0	0	0	(14,199)
Depreciation Charge	(10,282)	(1,491)	(404)	(353)	0	0	0	(701)	(13,231)
Accumulated Depreciation Written-Out to the Gross Carrying Amount on Depreciation Written-Out to the Revaluation Reserve	0	1,491	0	0	0	0	0	157	1,648
Depreciation Written Out to the Surplus/Deficit on the Provision of Services	10,282	0	0	0	0	0	0	0	10,282
Derecognition - Disposals	0	0	5,953	0	0	0	0	0	5,953
Other Movements in Depreciation and Impairment	0	0	1,311	0	0	0	0	(1,311)	0
<b>At 31 March 2025</b>	<b>0</b>	<b>0</b>	<b>(2,739)</b>	<b>(4,776)</b>	<b>(177)</b>	<b>0</b>	<b>0</b>	<b>(1,855)</b>	<b>(9,547)</b>
<u>Net Book Value</u>									
At 31 March 2025	582,443	107,260	4,196	7,854	896	4,835	1,841	16,811	726,136
At 31 March 2024	558,912	107,181	5,246	7,089	896	5,118	23,846	0	708,288

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
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Movements in 2023/24	Council Dwellings	Other Land and Buildings	Vehicles, Plant, Furniture & Equipment	Infrastructure Assets	Community Assets	Surplus Assets	Assets Under Construction	Total Property, Plant and Equipment
<u>Cost or Valuation</u>	£000	£000	£000	£000	£000	£000	£000	£000
<b>At 1 April 2023</b>	<b>538,012</b>	<b>102,765</b>	<b>16,967</b>	<b>11,080</b>	<b>1,073</b>	<b>5,118</b>	<b>15,792</b>	<b>690,807</b>
Additions	30,076	975	548	431	0	1	8,244	40,275
Revaluation Increases/(Decreases) Recognised in the Revaluation Reserve	0	5,468	0	0	0	(1)	0	5,467
Revaluation Increases/(Decreases) Recognised in the Surplus/Deficit on the Provision of Services	(5,163)	(2,002)	0	0	0	0	0	(7,165)
Derecognition - Disposals	(4,025)	(25)	(2,670)	0	0	0	(178)	(6,898)
Reclassifications	12	0	0	0	0	0	(12)	0
<b>At 31 March 2024</b>	<b>558,912</b>	<b>107,181</b>	<b>14,845</b>	<b>11,511</b>	<b>1,073</b>	<b>5,118</b>	<b>23,846</b>	<b>722,486</b>
<u>Accumulated Depreciation and Impairment</u>								
<b>At 1 April 2023</b>	<b>0</b>	<b>0</b>	<b>(11,453)</b>	<b>(4,084)</b>	<b>(177)</b>	<b>0</b>	<b>0</b>	<b>(15,714)</b>
Depreciation Charge	(9,966)	(1,459)	(816)	(338)	0	0	0	(12,579)
Accumulated Depreciation Written-Out to the Gross Carrying Amount on Depreciation Written-Out to the Revaluation Reserve	0	1,459	0	0	0	0	0	1,459
Depreciation Written Out to the Surplus/Deficit on the Provision of Services	9,966	0	0	0	0	0	0	9,966
Derecognition - Disposals	0	0	2,670	0	0	0	0	2,670
Other Movements in Depreciation and Impairment	0	0	0	0	0	0	0	0
<b>At 31 March 2024</b>	<b>0</b>	<b>0</b>	<b>(9,599)</b>	<b>(4,422)</b>	<b>(177)</b>	<b>0</b>	<b>0</b>	<b>(14,198)</b>
<u>Net Book Value</u>								
At 31 March 2024	558,912	107,181	5,246	7,089	896	5,118	23,846	708,288
At 31 March 2023	538,012	102,765	5,514	6,996	896	5,118	15,792	675,093

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

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**Depreciation and estimated useful lives**

From April 2017 the council has been required to calculate depreciation on all HRA properties in accordance with proper practices, splitting assets into components with similar useful lives when doing the calculation. Previously, depreciation on HRA dwellings was an amount equivalent to the Major Repairs Allowance element of the Housing Revenue Account Self-Financing Determination. The lives of the material HRA components used in the calculation of dwelling depreciation are:

Boilers	12 years
Heating	30 – 40 years
Kitchens	19 years
Bathrooms	30 years
Roofs	50 years
Doors & windows	40 years
Electrical rewiring	30 years
Eaves & rainwater	40 years
Structure	67 years

For other types of assets, the following useful lives have been used in the calculation of depreciation:

Other Land and Buildings	5 – 60 years
Vehicles, Plant, Furniture and Equipment	4 – 20 years
Infrastructure	5 – 60 years
Community Assets	5 – 60 years

There were no significant changes to the asset lives and depreciation methods used to calculate the charges during the year.

**Capital Commitments for Property, Plant and Equipment**

As at 31 March 2025, the council had entered into a number of contracts for the construction or enhancement of Property, Plant and Equipment in 2025/26 and future years. The total commitments at 31 March 2025 were £4,898,000 (similar commitments at 31 March 2024 were £3,862,000) made up as follows: -

	<b>£000</b>
HRA - Major Works	1,611
GF - Land and Buildings (River Park Pavilion)	2,035
General Fund Grants	464
GF - Plant vehicles and equipment	432
HRA - Other	185
GF - Land and Buildings (other)	103
HRA - Infrastructure	68
	<hr/> <b>4,898</b>

**Revaluations and Impairments**

The council carries out a rolling programme that ensures that all Property, Plant and Equipment (PPE) required to be measured at current value, or in the case of surplus assets fair value, is carried out at least every five years. Investment Properties are valued annually.

During 2024/25, Wilks Head & Eve (WHE) carried out a re-valuation of all of the Council's investment properties as well as all of the PPE assets:

- Investment properties – valuation date 28/02/2025
- PPE (with the exception of car parks and Winchester Sport & Leisure Park) – valuation date 28/02/2025
- Car parks & Winchester Sport & Leisure Park - valuation date 31/03/2025
- HRA dwellings and Garages - valuation date 31/03/2025

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The valuations were carried out in accordance with Royal Institution of Chartered Surveyors (RICS) Valuation – Global Standards (issued November 2021 and effective 31 January 2022) and the RICS Valuation – Global Standards 2017: UK National Supplement (issued November 2018 and effective from 14 January 2019), and in accordance with the specific sections in the IFRS based CIPFA Code of Practice on Local Authority Accounting (the Code).

Apart from infrastructure, community assets, and assets under construction, the basis of valuation for PPE assets is current value and there are four measurement approaches to calculating current value in the Code:

- For operational property, the asset is measured at its Existing Use Value (EUV) in accordance with the definitions in UKVS13.
- For social housing using the Beacon Method (as recommended in the Guidance on Stock Valuation for Resource Accounting revised November 2016) to arrive at the Market Value of the social housing stock, with an adjustment factor of 33% applied to arrive at EUV-Social Housing.
- For specialised assets Depreciated Replacement Cost (DRC) in accordance with UK VS 1.15 and UKGN2.
- For surplus assets, Fair Value as defined under IFRS 13 and as adopted by the Code.

The basis of valuation for Investment Properties is fair value in accordance with IAS 40 Investment Property and is subject to IFRS 13 Fair Value Measurement regarding the Fair Value hierarchy (input levels); consideration of the highest and best use; and disclosure requirements. To arrive at fair value, inputs include Market Value, Market Rental Value, yields, voids, contract duration, size, layout, location, access, condition, lease covenants, obsolescence, and income.

The valuation figures incorporated in the accounts are the aggregate of separate individual asset valuations of the portfolio, produced for financial reporting purposes only, and not a valuation or apportioned valuation of the portfolio valued as a whole. Valuations of vehicles, plant, furniture and equipment are based on historic cost. The following table shows for each category of property, plant and equipment, those assets that are valued at historic cost and those which are re-valued (including the year in which the revaluations were completed).

	2024/25	2023/24	2022/23	2021/22	2020/21	Historic	
						Cost	Total
	£000	£000	£000	£000	£000	£000	£000
Council Dwellings	582,443	0	0	0	0	0	582,443
Land & Buildings	107,260	0	0	0	0	0	107,260
Plant / Vehicles / Equipment	0	0	0	0	0	4,196	4,196
Infrastructure	0	0	0	0	0	7,854	7,854
Community	0	0	0	0	0	896	896
Surplus	4,835	0	0	0	0	0	4,835
Assets Under Construction	0	0	0	0	0	1,841	1,841
Right of Use	16,811	0	0	0	0	0	16,811
<b>Total</b>	<b>711,349</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>14,787</b>	<b>726,136</b>

## **15. HERITAGE ASSETS**

Reconciliation of the carrying value of heritage assets held by the council:

	<b>Art Collection</b>	<b>Civic Regalia</b>	<b>Archaeology</b>	<b>Total</b>
<b>Cost or Valuation</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Balance as at 1 April 2023</b>	<b>750</b>	<b>1,500</b>	<b>500</b>	<b>2,750</b>
Revaluation increases/(decreases) recognised in the Revaluation Reserve	(150)	220	0	70
<b>Balance as at 31 March 2024</b>	<b>600</b>	<b>1,720</b>	<b>500</b>	<b>2,820</b>
<b>Balance as at 31 March 2025</b>	<b>600</b>	<b>1,720</b>	<b>500</b>	<b>2,820</b>

### **Art Collection (Topographical Art and Portraits)**

The Authority undertook an external valuation of its artwork with an independent auction house (Andrew Smith & Son) on 21<sup>ST</sup> February 2024. This was a full market valuation of the collection for insurance purposes, based on commercial markets including recent transaction information from auctions where similar types of painting are regularly being purchased. Due to the majority of the art collection consisting of prints and original works by local amateur artists the individual artworks attract a nominal financial value.

There were no revaluations in the current financial year. In 2023/24 there was a single revaluation exceeding £100,000. This was in relation to a carved and gilded van Dyke frame containing an oil on canvas painting of King Charles II circa 1680 in 17th Century. This is now valued at £100,000 (previously valued in June 2011 at £250,000).

### **Civic Regalia**

An external valuation of the civic regalia was carried out on 21st February 24 (previous valuations were conducted as of 15 June 2011) by an independent auction house (Andrew Smith & Son). This was a full market valuation of the collection for insurance purposes. There were no revaluations in the current financial year. In 2023/24 there were two revaluation increases exceeding £100,000 being:

- Set of four Civic Ceremonial Maces in silver gilt now valued at £1,600,000 (previous valuation was £1,400,000).
- Silver Epergne now valued at £120,000 (previous valuation was £100,000).

### **Archaeology**

The Archaeology collection has relatively little financial value, apart from a few pieces including the marble head, which is on loan to the British Museum, but is of scientific value. No revaluations in the current financial year.

### **Museum Collection Additions**

There were a number of additions and donations to the museum collections during the year, none of which has a significant monetary value. The additions include acquisitions of:

- Gold and gem earring from 16<sup>th</sup> – 17<sup>th</sup> Century
- Silver Twyford and Shawford Golf Club medal with original case dated 1891
- Early Medieval Silver Pin
- Polychromic glass bead of Iron Age date
- Set of six apostle-type spoons with King Alfred knobs
- Early medieval / Anglo-Saxon gilded copper alloy button broach

There have been no disposals during this period.

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**16. INVESTMENT PROPERTIES**

The following items of income and expenditure have been accounted for in the Comprehensive Income and Expenditure Statement:

<b>2023/24</b> <b>£000</b>		<b>2024/25</b> <b>£000</b>
<u>Income and Expenditure in Relation to Investment Properties</u>		
(4,272)	Rental Income from Investment Property	(4,160)
756	Direct Operating Expenses of Investment Property	754
0	(Gain)/Loss on Disposal of Investment Property	0
1,281	Net (Gain)/Loss on Revaluation of Investment Property	605
<b>(2,235)</b>	<b>Net (Income)/Expenditure on Investment Properties</b>	<b>(2,801)</b>

The council's investment properties were revalued as part of the exercise undertaken by Wilks Head & Eve LLP (see note 14).

<b>2023/24</b> <b>£000</b>		<b>2024/25</b> <b>£000</b>
<b>71,033</b>	<b>Balance at the start of the year</b>	<b>69,667</b>
0	Additions - Acquisitions	0
2	Additions - Enhancements	1
(87)	Disposals	(160)
(1,281)	Net Gains/(Losses) from Fair Value Adjustments	(605)
	Transfers:	
0	(To)/From Property, Plant and Equipment	(168)
<b>69,667</b>	<b>Balance at the end of the year</b>	<b>68,735</b>

Investment Properties Fair Value (FV) Measurements

	Retail	Offices	Industrial	Residential / Garages	Other	Total
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Level 2 FV Measurements	26,631	9,805	7,136	24,177	986	68,735

**Valuation Techniques and Inputs**

Land, Office, Industrial, Residential, Garage and Retail assets have been based on the market approach using current market conditions and recent sales prices and other relevant information for similar assets in the local authority area. Market conditions for these asset types are such that the level of observable inputs are significant leading to the properties being categorised at Level 2 in the fair value hierarchy.

Typical valuation inputs that have been analysed in arriving at fair value include: market rental and sale values; yields; void and letting periods; size; configuration, proportions and layout; location, visibility and access; condition; lease covenants; and obsolescence.

**Unobservable Inputs**

There are no assets within the Council's portfolio that are classed at Level 3 in the fair value hierarchy.

**Sensitivity of Unobservable Inputs**

n/a

The Council holds several assets (garages, parcels of land, and small industrial units) as investment properties where the highest and best use is greater than their current use. In total, the difference between their current value and their highest and best use value is £13.1m. Of this amount, £12.8m relates to garage sites which are being held as investment properties for their rental income and future development potential.

Capital Commitments for Investment Property Assets

As at 31 March 2025, the council had not entered into any contracts for the enhancement or acquisition of Investment Properties in 2025/26 and future years. The total commitment at 31 March 2025 was £nil (similar commitments at 31 March 2024 were £82,000).

Council as Lessor of Investment Properties

The council leases out the majority of its investment properties under operating leases for the purpose of generating income. As well as investment properties the council also leases out property for the purpose of the provision of community services such as leisure facilities and community centres as well as for economic development purposes to provide suitable affordable accommodation for local businesses. The future minimum lease payments receivable under non-cancellable leases in future years are as follows:

<b>2023/24</b>		<b>2024/25</b>
<b>£000</b>		<b>£000</b>
3,713	Due within one year	3,871
12,221	Due later than one year and not later than five years	11,731
70,139	Due after five years	68,664
<b>86,073</b>	<b>Total future minimum lease rentals receivable</b>	<b>84,266</b>

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

## **17. LEASES**

### Change in Accounting Policies for Leases – council as Lessee

In 2024/25, the council has changed its accounting policies to align with those in IFRS 16 Leases as adopted by the Code of Accounting Practice. In previous years, property, plant and equipment was only brought onto the Balance Sheet as an asset where the council secured substantially all the risks and rewards incidental to ownership of the leased item (finance leases). For all other leases (operating leases), no assets were recognised and rents were charged as expenses when they became payable.

From 1 April 2024, an asset representing the right to use the item over the lease term will be recognised for all leases (except for those that are for low value items or whose term is less than one year). Liabilities are also recognised in the Balance Sheet for the obligations that the council has to pay rents for the rights acquired, discounted to their present value.

The transitional provisions of the Code are for the following amounts to be brought onto the Balance Sheet by adjusting the opening balances at 1 April 2024:

- Liabilities for leases previously accounted for as operating leases, calculated as the present value of the remaining lease payments fixed at 1 April 2024, discounted by the Council's incremental borrowing rate at that date
- Right-of-use assets for the leased items, measured at the amount of the lease liability, adjusted for any prepaid or accrued lease payments that were in the Balance Sheet on 31 March 2024.

The adjustments to opening balances were as follows:

	<b>Property, Plant &amp; Equipment</b> <b>£'000</b>	<b>Non Current Lease Creditors</b> <b>£'000</b>	<b>Current Lease Creditors</b> <b>£'000</b>
Balance at 31 March 2024	708,288	(1,744)	(452)
Assets/ Liabilities recognised on transition	12,219	(506)	(95)
<b>Balance at 1 April 2024</b>	<b>720,507</b>	<b>(2,250)</b>	<b>(547)</b>

In calculating the liabilities, the weighted average of the incremental borrowing rate used in discounting the future payments was 4.87%.

### Council as lessee

#### Right of use assets

The table shows the change in the carrying amount of right-of-use assets held under leases by the council:

	<b>Land &amp; Buildings</b> <b>£'000</b>	<b>Vehicles, Plant and Equipment</b> <b>£'000</b>	<b>Total</b> <b>£'000</b>
Balance as at 1 April 2024	12,219	2,185	14,404
Additions	1,190	0	1,190
Revaluations	1,760	0	1,760
Depreciation	(106)	(437)	(543)
<b>Balance at 31 March 2025</b>	<b>15,063</b>	<b>1,748</b>	<b>16,811</b>

The council has identified an embedded lease within the waste and recycling collection services contract. This is where there are specific assets to be utilised for the duration of the contract and paid for as part of the contractual payments for the services provided, these assets are refuse vehicles.

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

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The council operates a small number of vehicles under lease arrangement these are not material in value and are not further disclosed

Maturity analysis of lease liabilities

The lease liabilities are due to be settled over the following time bands (measured at the undiscounted amounts of expected cash payments):

	<b>31 March 2025</b> <b>£'000</b>
Less than 1 year	731
1 to 5 years	2,127
More than 5 years	995
<b>Total Undiscounted Liabilities</b>	<b>3,853</b>

Expenses and cashflows incurred in relation to leases are not material.

## 18. FINANCIAL INSTRUMENTS

A financial instrument is a contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another entity. Non-exchange transactions, such as those relating to taxes, benefits and government grants, do not give rise to financial instruments.

### Financial Liabilities

A financial liability is an obligation to transfer economic benefits controlled by the council and can be represented by a contractual obligation to deliver cash or financial assets or an obligation to exchange financial assets and liabilities with another entity that is potentially unfavourable to the council. All of the Council's financial liabilities held during the year are measured at amortised cost and comprised:

- long-term loans from the Public Works Loan Board and commercial lenders,
- overdraft with bank,
- lease payables detailed in note 17, and
- trade payables for goods and services received.

The council has no material soft loans.

### Financial Assets

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

- Amortised cost (where cash flows are solely payments of principal and interest and the council's business model is to collect those cash flows) comprising:

- cash in hand,
- bank current and deposit accounts,
- fixed term deposits with banks and building societies,
- loans to other local authorities,
- certificates of deposit and covered bonds issued by banks and building societies,
- treasury bills and gilts issued by the UK Government, and
- trade receivables for goods and services provided.

Fair value through profit and loss (all other financial assets) comprising:

- money market funds managed by fund managers, and
- pooled bond, equity and property funds managed by fund managers.

The following categories of financial instrument are carried in the Balance Sheet.

<b>Long Term</b> <b>31 Mar 24</b> <b>£000</b>	<b>Short Term</b> <b>31 Mar 24</b> <b>£000</b>		<b>Long Term</b> <b>31 Mar 25</b> <b>£000</b>	<b>Short Term</b> <b>31 Mar 25</b> <b>£000</b>
		<u>Investments</u>		
0	3,129	Amortised Cost	0	21
5,236	1,000	Fair Value through Profit or Loss	5,296	1,000
		<u>Cash and Cash Equivalents</u>		
0	(415)	Amortised Cost	0	2,497
0	2,320	Fair Value through Profit or Loss	0	7,470
		<u>Debtors</u>		
761	3,293	Amortised Cost	717	5,675
<b>5,997</b>	<b>9,327</b>	<b>Total Financial Assets</b>	<b>6,013</b>	<b>16,663</b>
		<u>Borrowings</u>		
(154,722)	(5,070)	Amortised Cost	(149,260)	(5,299)
		<u>Other Liabilities</u>		
(1,744)	(452)	Finance Lease-Amortised Cost	(2,724)	(623)
		<u>Creditors</u>		
0	(8,949)	Amortised Cost	0	(7,806)
<b>(156,466)</b>	<b>(14,471)</b>	<b>Total Financial Liabilities</b>	<b>(151,984)</b>	<b>(13,728)</b>

The income, expense, gains and losses recognised in the Comprehensive Income and Expenditure Statement for the different categories of financial instruments are as follows:

	<b>Financial Liabilities: Amortised Cost</b>	<b>Financial Assets: Amortised Cost</b>	<b>Financial Assets: Fair Value through Profit or Loss</b>	<b>Total</b>
<b>2024/25</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Interest Expense	5,292	0	0	5,292
(Gain)/loss on valuation	0	0	(106)	(106)
Interest Income	0	(460)	(1,195)	(1,655)
<b>Net (Gain)/Loss for the Year</b>	<b>5,292</b>	<b>(460)</b>	<b>(1,301)</b>	<b>3,531</b>
<b>2023/24</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Interest Expense	5,287	0	0	5,287
(Gain)/ loss on valuation	0	0	182	182
Interest Income	0	(459)	(1,212)	(1,671)
<b>Net (Gain)/Loss for the Year</b>	<b>5,287</b>	<b>(459)</b>	<b>(1,030)</b>	<b>3,798</b>

Fair Value of Assets and Liabilities

The fair value of a financial instrument is the price that would be received when selling an asset, or the price that would be paid when transferring a liability, to another market participant in an arm's length transaction. Where liabilities are held as an asset by another party, such as the council's borrowing, the fair value is estimated from the holder's perspective. Financial instruments, except those classified at amortised cost, are carried in the Balance Sheet at fair value. For financial assets classified as Fair Value through Profit or Loss, the fair value is taken from market price.

For Financial Assets at Amortised Cost and Financial Liabilities at Amortised Cost, fair values have been estimated by calculating the net present value of the remaining contractual cash flows at 31 March 2025, using the following methods and assumptions:

- Loans borrowed by the council have been valued by discounting the contractual cash flows over the whole life of the instrument at the appropriate market rate for local authority loans.
- No early repayment or impairment is recognised for any financial instrument.
- The fair values of finance lease liabilities have been calculated by discounting the contractual cash flows (excluding service charge elements) at the appropriate AA rated corporate bond yield.
- The fair value of short-term instruments, including trade payables and receivables is assumed to approximate to the carrying amount given the low interest rate environment.
- The fair values of other long-term investments have been discounted at the market rates for similar instruments with similar remaining terms to maturity on 31 March.

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

Level 1 – fair value is only derived from quoted prices in active markets for identical assets or liabilities, for example, bond prices

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

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

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Balance Sheet	Fair Value		FV Level	Balance Sheet	Fair Value
31/03/24	31/03/24			31/03/25	31/03/25
£000	£000			£000	£000
<b>Financial assets held at fair value:</b>					
2,320	2,320	Money market funds	1	7,470	7,470
5,048	5,048	Property funds	2	5,146	5,146
1,002	1,002	Bond funds	1	1,011	1,011
0	0	Corporate, covered and government bonds	1	0	0
0	0	Unquoted Equity investment at Cost	2	0	0
<b>Financial assets held at amortised cost:</b>					
0	0	Corporate, covered and government bonds	1	0	0
0	0	Long-term investments with local authorities	2	0	0
<b>8,370</b>	<b>8,370</b>	<b>Total</b>		<b>13,627</b>	<b>13,627</b>
2,941		Assets for which fair value is not disclosed		2,665	
<b>11,311</b>		<b>Total financial assets</b>		<b>16,292</b>	
<i>Recorded on balance sheet as:</i>					
5,236		Long-term investments		5,296	
4,129		Short-term investments		1,021	
1,946		Cash & cash equivalents		9,975	
<b>11,311</b>		<b>Total financial assets</b>		<b>16,292</b>	

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

Balance Sheet	Fair value		FV Level	Balance Sheet	Fair value
31/03/24	31/03/24			31/03/25	31/03/25
£000	£000			£000	£000
<b>Financial liabilities at amortised cost:</b>					
(159,792)	(133,139)	Loans from PWLB	2	(154,559)	(119,173)
(2,196)		Liabilities for which fair value not disclosed		(3,347)	
<b>(161,988)</b>		<b>Total Financial Liabilities</b>		<b>(157,906)</b>	
<i>Recorded on balance sheet as:</i>					
(156,466)		Long-term borrowing		(151,984)	
(5,522)		Short-term borrowing		(5,922)	
<b>(161,988)</b>		<b>Total</b>		<b>(157,906)</b>	

## 19. NATURE AND EXTENT OF RISKS ARISING FROM FINANCIAL INSTRUMENTS

The council has adopted CIPFA's Code of Practice on Treasury Management and complies with The Prudential Code for Capital Finance in Local Authorities (both revised in December 2021). In line with the Treasury Management Code, the council approves a Treasury Management Strategy before the commencement of each financial year. The Strategy sets out the parameters for the management of risks associated with financial instruments. The council also produces Treasury Management Practices specifying the practical arrangements to be followed to manage these risks.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
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The Treasury Management Strategy includes an Annual Investment Strategy in compliance with the Department for Levelling Up Housing and Communities and Guidance on Local Government Investments. This Guidance emphasises that priority is to be given to security and liquidity, rather than yield. The council's Treasury Management Strategy and its Treasury Management Practices seek to achieve a suitable balance between risk and return or cost. The main risks covered are:

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

**Credit Risk: Investments**

The council is exposed to credit risk on the following categories of financial assets and commitments.

<b>31/3/24</b>	<b>Exposure Category</b>	<b>31/3/25</b>
<b>£000</b>		<b>£000</b>
6,680	Treasury Investments	9,757
2,609	Trade Receivables	4,106
<b>9,289</b>	<b>Total Credit Risk Exposure</b>	<b>13,863</b>

The council manages credit risk by ensuring that investments are only placed with organisations of high credit quality as set out in the Treasury Management Strategy.

<b>Asset Type</b>	<b>Credit Risk Management Practices</b>	<b>Estimation of Impairment Loss Allowance</b>
Government gilts, bonds Loans to other authorities	Investments guaranteed by statute – no credit risk.	No allowance required.
Deposits with banks, building societies and other investments	Deposits are restricted by the council's Treasury Management Strategy to institutions with high credit ratings and will be recalled if these fall below investment grade A-. A3 limit of £7m of the total portfolio is placed on the amount of money that can be invested with a single counterparty. For unsecured investments in banks, building societies and companies, a smaller limit of £3.5m applies. The Council also sets limits on investments in certain sectors.	12 month expected credit losses have been calculated by applying risk factors provided by the council's treasury management providers.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
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The table below summarises the credit exposures of the council's investment portfolio by credit rating and remaining time to maturity.

Long Term 31/3/24 £000	Short Term 31/3/24 £000	Credit Rating	Long Term	Short Term
			31/3/25	31/3/25
			£000	£000
0	0	AAA	0	0
0	1,045	AA-	0	1,086
0	0	A+	0	1,003
0	10	A	0	10
0	0	A-	0	0
0	2,320	AAA Money Market Funds	0	7,470
188	3,117	Unrated local authorities	0	0
5,048	1,002	Credit risk not applicable*	5,146	1,011
<b>5,236</b>	<b>7,494</b>	<b>Total Investments</b>	<b>5,146</b>	<b>10,580</b>

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

#### Credit Risk: Trade Receivables

Trade receivables are not subject to internal credit rating and have been grouped together for the purposes of calculating expected credit losses. Balances are considered for write off when they are more than 12 months past due, but enforcement activity continues until there is no realistic prospect of recovery.

Expected credit losses are calculated using provision matrices based on historical data for defaults adjusted for projections of improving or worsening local economic conditions. The following analysis summarises the council's maximum exposure credit risk, based on experience of the level of default on trade debtors.

	31/03/2024		31/03/2025	
	Trade receivables	Loss allowance	Trade receivables	Loss allowance
	£000	£000	£000	£000
Not past due	536	4	1,929	4
Past due < 3 months	819	26	1,316	23
Past due 3-12 months	762	52	426	118
Past due 12+ months	492	430	435	356
<b>Total</b>	<b>2,609</b>	<b>512</b>	<b>4,106</b>	<b>501</b>

#### Liquidity Risk

The council has ready access to borrowing at favourable rates from the Public Works Loan Board and other local authorities, and at higher rates from banks and building societies. There is no perceived risk that the council will be unable to raise finance to meet its commitments. It is however exposed to the risk that it will need to refinance a significant proportion of its borrowing at a time of unfavourably high interest rates. This risk is managed by maintaining a spread of fixed rate loans, limiting the amount of the council's borrowing that matures in any one financial year.

The maturity analysis of the council's borrowing is as follows:

31/03/24			31/03/25		
Discounted (principal)	Undiscounted (principal plus interest)	Time to maturity (years)	Discounted (principal)	Undiscounted (principal plus interest)	£000
£000	£000		£000	£000	
(5,301)	(10,478)	< 1	(5,299)	(10,327)	
(5,231)	(10,327)	1-2	(10,230)	(15,171)	
(20,692)	(34,569)	2-5	(10,692)	(23,926)	
(26,154)	(45,545)	5-10	(41,154)	(59,665)	
(35,692)	(61,933)	10-20	(20,462)	(45,472)	
(56,722)	(85,957)	20-40	(56,722)	(83,972)	
(10,000)	(11,400)	> 40	(10,000)	(11,200)	
<b>(159,792)</b>	<b>(260,209)</b>		<b>Total</b>	<b>(154,559)</b>	<b>(249,733)</b>

The Council holds £9.55m (2024: £3.4m) of liquid financial assets that can be withdrawn or sold at short notice if required to meet cash outflows on financial liabilities.

#### Market Risks: Interest Rate Risk

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

- borrowings at variables rates - the interest expense will rise
- borrowings at fixed rates - the fair value of the liabilities borrowings will fall
- investments at variable rates - the interest income credited will rise
- investments at fixed rates - the fair value of the assets will fall

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

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

31/03/2024		31/03/2025	
	£000		£000
1	Increase in interest payable on variable rate borrowing		1
(64)	Increase in interest receivable on variable rate investments		(98)
12	Decrease in fair value of investments held at FVPL		21
<b>(51)</b>	<b>Impact on Surplus or Deficit on the Provision of Services</b>		<b>(76)</b>
7	Decrease in fair value of loans and investments at amortised cost		0
(12,817)	Decrease in fair value of fixed rate borrowing		(10,251)

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

Market Risks: Price Risk

The market prices of the council's fixed rate bond investments and its units in pooled bond funds are governed by prevailing interest rates and the price risk associated with these instruments is managed alongside interest rate risk. The council's investment in a pooled property fund is subject to the risk of falling commercial property prices. This risk is limited by the council's investment strategy. A 5% fall in commercial property prices at 31 March 2025 would result in a £0.2m (2024: £0.2m) charge to the Surplus or Deficit on the Provision of Services which is then transferred to the Pooled Investment Funds Adjustment Account.

**20. SHORT-TERM DEBTORS**

<b>31 Mar 24</b> <b>£000</b>	<b>31 Mar 25</b> <b>£000</b>
258 Central Government Bodies	513
516 Other Local Authorities	436
4,634 Other Entities and Individuals	5,967
109 NHS Bodies	97
326 Council Tax	333
301 Housing Rents	1,389
811 Prepayments	839
<b>6,955</b>	<b>9,574</b>
<b>Total</b>	

**21. SHORT-TERM CREDITORS**

<b>31 Mar 24</b> <b>£000</b>	<b>31 Mar 25</b> <b>£000</b>
(7,234) Central Government Bodies	(4,967)
(1,727) Other Local Authorities	(1,578)
(2,138) Other	(2,265)
(8,005) Trade Creditors	(6,514)
(2,400) Amounts Received in Advance	(3,045)
<b>(21,504)</b>	<b>(18,369)</b>
<b>Total</b>	

**22. PROVISIONS**

The 2024/25 provision consists of an amount for insurance (representing the excesses payable in respect of liabilities existing at the Balance Sheet date); and a provision for the council's share of appeals that have been lodged against NNDR (Business Rates) valuations. These liabilities were probable at the Balance Sheet date, but the timing and amount was uncertain.

	Other £000	NNDR £000	Total £000
<b>Balance at 1 April 2023</b>	<b>(74)</b>	<b>(3,430)</b>	<b>(3,504)</b>
Additional Provisions made in 2023/24	0	(316)	(316)
Amounts Used in 2023/24	0	2,666	2,666
<b>Balance at 1 April 2024</b>	<b>(74)</b>	<b>(1,080)</b>	<b>(1,154)</b>
Additional Provisions made in 2024/25	(170)	(1,416)	(1,586)
Amounts Used in 2024/25	49	945	994
<b>Balance at 31 March 2025</b>	<b>(195)</b>	<b>(1,551)</b>	<b>(1,746)</b>

**23. TRANSFERS (TO)/FROM EARMARKED RESERVES**

This note sets out the amounts set-aside from the General Fund and Housing Revenue Account balances in earmarked reserves to provide financing for future expenditure plans; and the amounts released from earmarked reserves to meet General Fund and Housing Revenue Account expenditure in 2024/25.

	<b>Balance at 1/4/2023</b>	<b>Net Transfers</b>	<b>Balance at 31/3/2024</b>	<b>Transfers Out</b>	<b>Transfers in</b>	<b>Balance at 31/3/2025</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>General Fund</b>						
<b>Operational Reserves</b>						
Major Investment Reserve	(7,687)	1,336	(6,351)	827	(2,877)	(8,401)
Local Development Framework	(911)	113	(798)	243	(425)	(980)
Other	(1,547)	(1,363)	(2,910)	1,061	(1,653)	(3,502)
<b>Asset Reserves</b>						
Car Parks Property	(2,044)	6	(2,038)	444	(1,052)	(2,646)
Property Reserve	(3,817)	(176)	(3,993)	697	(2,250)	(5,546)
Other	(468)	16	(452)	139	(380)	(693)
<b>Restricted Reserves</b>						
CIL General Fund	(11,584)	(110)	(11,694)	1,442	(3,176)	(13,428)
CIL Winchester Town	(1,143)	442	(701)	30	(156)	(827)
Homes for Ukraine	(462)	(979)	(1,441)	530	(364)	(1,275)
Other	(794)	(474)	(1,268)	655	(214)	(827)
<b>Risk Reserves</b>						
Business Rates Retention	(1,000)	0	(1,000)	0	(838)	(1,838)
Exceptional Inflation Pressures	(2,902)	0	(2,902)	902	0	(2,000)
Transitional Reserve	(3,751)	(1,868)	(5,619)	525	(2,312)	(7,406)
Other	(139)	0	(139)	0	0	(139)
<b>Total General Fund</b>	<b>(38,249)</b>	<b>(3,057)</b>	<b>(41,306)</b>	<b>7,495</b>	<b>(15,697)</b>	<b>(49,508)</b>
HRA Earmarked Reserves	(174)	(8)	(182)	0	(38)	(220)
<b>Total Earmarked Reserves</b>	<b>(38,423)</b>	<b>(3,065)</b>	<b>(41,488)</b>	<b>7,495</b>	<b>(15,735)</b>	<b>(49,728)</b>

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**24. CAPITAL EXPENDITURE AND CAPITAL FINANCING**

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

<b>2023/24</b>		<b>2024/25</b>	
<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>271,430</b>	<b>Opening Capital Financing Requirement</b>	<b>282,706</b>	
<u><b>Capital Expenditure</b></u>			
40,278	Property, Plant and Equipment	19,248	
2	Investment Properties	0	
0	Intangible Assets	0	
2,094	Revenue Expenditure Funded from Capital Under Statute	2,882	
0	Acquisition of Share Capital	150	
0	Right of Use Assets - transitional adjustment	602	
<b>42,374</b>		<b>22,882</b>	
<u><b>Sources of finance</b></u>			
(14,254)	Capital Receipts	(4,398)	
(8,558)	Government Grants and other contributions	(5,286)	
(4,030)	HRA Major Repairs Reserve	(8,746)	
(47)	HRA Revenue	0	
<b>(1,931)</b>	GF Reserves	(2,467)	
<b>(28,820)</b>		<b>(20,897)</b>	
<b>13,554</b>	<b>Unfinanced capital expenditure in year</b>	<b>1,985</b>	
(1,591)	Statutory provision for the financing of capital investment	(1,737)	
(687)	Voluntary provision for the financing of capital investment	0	
<b>282,706</b>	<b>Closing Capital Financing Requirement</b>	<b>282,954</b>	
<u><b>Explanation for Movement in year</b></u>			
<b>11,276</b>	Increase/(decrease) in underlying need to borrow	<b>248</b>	

**25. UNUSABLE RESERVES**

The unusable reserves contain unrealised gains and losses, timing differences and adjustments between the accounting basis and funding basis under regulations.

<b>31/3/24</b>		<b>31/3/25</b>
<b>£000</b>		<b>£000</b>
(45,558)	Revaluation Reserve	(42,982)
(51)	Pooled Investment Funds Adjustment Account	(158)
(452,732)	Capital Adjustment Account	(471,914)
7,755	Pensions Reserve	1,418
(35)	Deferred Capital Receipts Reserve	(35)
(1,799)	Collection Fund Adjustment Account	258
<b>(492,420)</b>	<b>Total Unusable Reserves</b>	<b>(513,413)</b>

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**25.1. Revaluation Reserve**

The Revaluation Reserve contains the gains made by the council arising from increases in the value of its Property, Plant and Equipment and recognition of Heritage Assets at valuation. The balance is reduced when assets with accumulated gains are: re-valued downwards or impaired and the gains are lost; used in the provision of services and the gains are consumed through depreciation; or disposed of and the gains are realised.

(38,823)	<b>Balance at 1 April 24</b>	<b>(45,558)</b>
(7,298)	Upward Revaluation of Assets	(3,576)
303	Downward Revaluation of Assets and Impairment Losses not Charged to the Surplus/Deficit on the Provision of Services	5,838
(6,995)	Surplus or Deficit on Revaluation of Non-Current Assets not Posted to the Surplus or Deficit on the Provision of Services	2,262
248	Difference between Fair Value Depreciation and Historical Cost Depreciation	314
12	Accumulated Gains on Assets Disposed of or Transferred Between Funds	0
260	Amount Written Off to the Capital Adjustment Account	314
<b>(45,558)</b>	<b>Balance at 31 March 25</b>	<b>(42,982)</b>

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

**25.2. Pensions Reserve**

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

2023/24		2024/25
£000		£000
13,823	<b>Balance at 1 April 24</b>	7,755
(6,611)	Actuarial Gains or Losses on Pensions Assets and Liabilities	(6,658)
3,617	Reversal of Items Relating to Retirement Benefits Debited or Credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement (Note 13)	3,543
(3,074)	Employer's Pensions Contributions and Direct Payments to Pensioners Payable in the Year (Note 13)	(3,222)
<b>7,755</b>	<b>Balance at 31 March 25</b>	<b>1,418</b>

**25.3. Capital Adjustment Account**

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The Account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert fair value figures to a historical cost basis). The Account is credited with the amounts set aside by the council as finance for the costs of acquisition, construction and enhancement. The Account contains accumulated gains and losses on Investment Properties and gains recognised on donated assets that have yet to be consumed by the council. The Account also contains revaluation gains accumulated on Property, Plant and Equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains.

	<b>2023/24</b>	<b>2024/25</b>
	<b>£000</b>	<b>£000</b>
<b>(438,871) Balance at 1 April 24</b>		<b>(452,732)</b>
<b><u>Reversal of Items Relating to Capital Expenditure Debited or Credited to the Comprehensive Income and Expenditure Statement:</u></b>		
0 Adjustment to 31 March 2024 Closing Balance for Nil Consideration Leases		(11,618)
12,579 Charges for Depreciation and Impairment of Non-Current Assets		13,232
(2,801) Revaluation (Gains)/Losses on Property, Plant and Equipment		(6,414)
27 Amortisation of Intangible Assets		15
2,094 Revenue Expenditure Funded from Capital Under Statute		2,882
4,316 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		5,064
<b>16,215</b>		<b>3,161</b>
(260) Adjusting Amounts Written-Out of the Revaluation Reserve		(314)
<b>15,955</b> Net Written Out Amount of the Cost of Non-Current Assets Consumed in the Year		<b>2,847</b>
<b><u>Capital Financing Applied in the Year:</u></b>		
(14,254) Use of the Capital Receipts Reserve to Finance New Capital Expenditure		(4,398)
(4,030) Use of the Major Repairs Reserve to Finance New Capital Expenditure		(8,746)
(263) Application of Grants to Capital Financing from the Capital Grants Unapplied Account		(616)
(8,294) Capital Grants and Contributions Credited to the Comprehensive Income and Expenditure Statement that have been Applied to Capital Financing		(4,670)
(1,591) Statutory Provision for the Financing of Capital Investment		(1,737)
(687) Voluntary Provision for the Financing of Capital Investment		0
(1,978) Capital Expenditure Charged Against the General Fund and HRA Balances		(2,467)
<b>(31,097)</b>		<b>(22,634)</b>
1,281 Movements in the Market Value of Investment Properties Debited or Credited to the Comprehensive Income and Expenditure Statement		605
<b>(452,732) Balance at 31 March 25</b>		<b>(471,914)</b>

#### 25.4. Collection Fund Adjustment Account

The Collection Fund Adjustment Account is the unusable reserve that manages the differences arising from the recognition of council tax and business rates income as it falls due from taxpayers compared with the statutory arrangements for paying across annual entitlements from the Collection Fund to the General Fund.

<b>2023/24</b> <b>£000</b>		<b>2024/25</b> <b>£000</b>
<b>712</b>	<b>Balance at 1 April 24</b>	<b>(1,799)</b>
	Amount by which Collection Fund income recognised within the Comprehensive Income and Expenditure Statement is different to income calculated in accordance with statutory requirements:	
(105)	Council Tax	(4)
(2,406)	Business Rates	2,061
<b>(1,799)</b>	<b>Balance at 31 March 25</b>	<b>258</b>

#### 26. RELATED PARTIES

The council is required to disclose material transactions with related parties – bodies or individuals that have the potential to control or influence the council, or to be controlled or influenced by the council. Disclosure of these transactions allows readers to assess the extent to which the council might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the council. In this context, related parties include Central Government, Elected Members of the council and officers of the council.

##### Central Government

UK Government has effective control over the general operations of the council. It is responsible for providing the statutory framework within which the council operates; provides the majority of its funding in the form of grants; and prescribes the terms of many of the transactions that the council has with other parties (e.g. Council Tax bills, housing benefits). Details of funding transactions with Government departments in the form of grants and contributions are set out in Note 9.

##### Elected members of the council

Members of the council have direct control over the council's financial and operating policies. The payments made directly to Members under the Council's Members' Allowance Scheme during 2024/25 totalled £452,494 (£439,796 in 2023/24). The Mayor and Deputy Mayor also received allowances for their additional mayoral duties - these totalled £4,610 in 2024/25 (£5,051 in 2023/24). A detailed breakdown of amounts paid to individual councillors and co-opted members can be found on the council's website [www.winchester.gov.uk](http://www.winchester.gov.uk).

The council provides material financial assistance to a number of organisations (mainly arts or voluntary community bodies) although it does not exercise any form of control over these organisations. Councillor L. Thompson is a director of the charity Hampshire Cultural Trust to which the council paid quarterly and other grants totalling £309,038 in 2024/25. Councillor L. Thompson's spouse is a director and trustee of the charity Trinity Winchester to which the council paid grants and other funding of £181,281. No other members declared a material related party interest with the council. Written declarations of interest are recorded in the Register of Members' Interests, which is open to public inspection on the Council's website. Declarations made at meetings are recorded in the minutes of that meeting.

##### Officers

Chief Officers have the ability to influence the council. During 2024/25 there were no material transactions between the council and chief officers.

**27. GROUP ACCOUNTS**

On 22<sup>nd</sup> May 2023, Venta Living Limited, a Housing Company which is a wholly owned subsidiary of Winchester City Council was incorporated.

Group accounts have not been prepared for the year ended 31<sup>st</sup> March 2025 as the value of transactions between the council and Venta Living Limited is not considered to be material.

## **28. ACCOUNTING POLICIES**

### **28.1 General Principles**

The Financial Statements summarise the council's transactions for the 2024/25 financial year and its position at 31 March 2025. The Accounts and Audit Regulations 2015 require the Council to prepare annual Financial Statements in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2024/25, supported by International Financial Reporting Standards (IFRS).

The Financial Statements have been prepared on a going concern basis. The accounting convention adopted is historical cost, modified by the revaluation of certain categories of tangible non-current assets and financial instruments.

### **28.2 Recognition 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 the sale of goods is recognised when the council transfers the significant risks and rewards of ownership to the purchaser, and it is probable that economic benefits or service potential associated with the transaction will flow to the council.
- Revenue from the provision of services is recognised when the council can measure reliably the percentage of completion of the transaction, and it is probable that economic benefits or service potential associated with the transaction will flow to the council.
- 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 impaired, and a charge made to revenue for the income that might not be collected.

### **28.3 Cash and Cash Equivalents**

Cash comprises cash in hand and demand deposits.

Cash Equivalents are short-term, highly liquid investments that are readily convertible to known amounts of cash, and which are subject to an insignificant risk of changes in value. The council includes the following as Cash Equivalents:

- Instant Access/One Day Call Accounts
- Instant Access Short-Term Funds
- Short-Term deposits with seven days to maturity

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

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

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

The council is not required to raise Council Tax to fund depreciation, revaluation and impairment losses or amortisation. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to an amount calculated on a prudent basis determined by the council in accordance with statutory guidance. Depreciation, revaluation and impairment losses, and amortisation are therefore replaced by the 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.

#### 28.5 Council Tax and Non-domestic Rates

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

##### Accounting for Council Tax and NDR

The Council Tax and NDR income included in the Comprehensive Income and Expenditure Statement 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 Comprehensive Income and Expenditure Statement 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 Comprehensive Income and Expenditure Statement. The impairment loss is measured as the difference between the carrying amount and the revised future cash flows.

#### 28.6 Employee Benefits

##### Benefits Payable during Employment

Short-Term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as salaries; paid annual leave and paid sick leave; for current employees. They are recognised as an expense for services in the year in which employees render services to the council.

##### Termination Benefits

Termination benefits are amounts payable as a result of a decision by the council to terminate an officer's employment before the normal retirement date; or an officer's decision to accept voluntary redundancy. These are charged on an accruals basis to the relevant service line in the Comprehensive Income and Expenditure Statement when the Council is demonstrably committed to the termination of the employment of an officer or group of officers or making an offer to encourage voluntary redundancy.

##### Post-Employment Benefits

Most employees of the Council are members of the Local Government Pension Scheme, administered by Hampshire County Council. The scheme provides members with defined benefits (retirement lump sums and pensions) earned by employees whilst working for the Council; and is accounted for as a defined benefits scheme where:

- The liabilities of the Hampshire County Council Pension Fund attributable to the Winchester City Council are included in the council's 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 projected earnings for current employees.

- Liabilities are discounted to their value at current prices for both funded and unfunded liabilities. The discount rates are based on the indicative rate of return on high quality corporate bonds.
- The assets of the Hampshire County Council Pension Fund attributable to the council are included in the Balance Sheet at their fair value: quoted securities at current bid price; unquoted securities at professional estimate; unitised securities at current bid price; and property at market value.

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

- Service costs comprising

Current service cost – the increase in liabilities as a result of years of service earned this year – 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 – debited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement as part of non-distributed costs.

Net Interest on the Net Defined Benefit Liability – the expected increase in the present value of liabilities during the year as they move one year closer to being paid – debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

- Re-measurements

Expected Return on 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.

Actuarial gains and losses – 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 – this is debited to the Pensions Reserve.

- Effect of the Asset Ceiling

The limitation of the council's ability to realise pensions assets through reductions in future employer's contributions as a result of minimum funding requirements.

Contributions paid to the Hampshire Pension Fund – cash paid as employer's contributions to the pension fund in settlement of liabilities; not accounted for as an expense. In relation to retirement benefits, statutory provisions require the General Fund and Housing Revenue Account to be charged with the amount payable by the council to the pension fund or directly to pensioners in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement there are appropriations to and from the Pensions Reserve to remove the notional debits and credits for retirement benefits; and replace them with debits for the cash paid to the pension fund and pensioners (and any such amounts payable but unpaid at the year-end). The negative balance that arises on the Pensions Reserve thereby measures the beneficial impact to the General Fund of being required to account for retirement benefits on the basis of cash flows rather than as benefits are earned by employees.

#### Discretionary Benefits

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

#### 28.7 Fair Value Measurement

The council measures some of its non-financial assets such as investment properties and some of its financial instruments at fair value at each reporting date. Fair value is the price that would be received to sell an asset (or paid to transfer a liability) in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

- in the principal market for the asset or liability, or

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2025**

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

The council measures the fair value of an asset or liability on the same basis that market participants would use when pricing the asset or liability, assuming that market participants act in their economic best interest.

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

The council uses valuation techniques that are appropriate in the circumstances and for which sufficient data is available, maximising the use of relevant observable inputs and minimising the use of unobservable inputs. Valuation techniques use categories within the fair value hierarchy, as follows:

- Level 1 - quoted prices
- Level 2 - inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly
- Level 3 - unobservable inputs for the asset or liability.

## 28.8 Financial Instruments

Financial instruments are recognised on the Balance Sheet when the council becomes a party to the contractual provisions of the financial instrument. They are initially measured at fair value.

### Financial Liabilities

Financial liabilities are subsequently measured at amortised cost. For most of the council's borrowing this means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus accrued interest). Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (CIES) are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument.

### Financial Assets

Financial assets are subsequently measured in one of two ways:

- Amortised cost – assets whose contractual terms are basic lending arrangements (i.e. they give rise on specified dates to cash flows that are solely payments of principal or interest on the principal amount outstanding, which the Council holds under a business model whose objective is to collect those cash flows)
- Fair value – all other financial assets.

Amortised cost assets are measured in the Balance Sheet at the outstanding principal repayable (plus accrued interest). Annual credits to the Financing and Investment Income and Expenditure line in the CIES are based on the carrying amount of the asset, multiplied by the effective rate of interest for the instrument.

Allowances for impairment losses have been calculated for amortised cost assets, applying the expected credit losses model. Changes in loss allowances are debited/ credited to the Financing and Investment Income and Expenditure line in the CIES.

Changes in the value of assets carried at fair value (described as Fair Value through Profit or Loss) are debited/ credited to the Financing and Investment Income and Expenditure line in the CIES as they arise. A statutory reversal is currently in place; gains and losses are reversed out of the General Fund Balance to a specific adjustment account.

## 28.9 Government Grants and Other Contributions

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

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

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
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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 acquired using the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

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

**Business Improvement Districts**

There is one Business Improvement District (BID), the scheme is funded by a BID levy paid by non-domestic rate payers. The council acts as principal under the scheme, and accounts for income received and expenditure incurred (including contributions to the BID project) within the relevant services within the Comprehensive Income and Expenditure Statement.

**Community Infrastructure Levy**

The authority has elected to charge a Community Infrastructure Levy (CIL). The levy will be charged on new builds (chargeable developments for the authority) with appropriate planning consent. The council charges for and collects the levy, which is a planning charge. The income from the levy will be used to fund a number of infrastructure projects (these include transport, flood defences and schools) to support the development of the area.

CIL is received without outstanding conditions; it is therefore recognised at the commencement date of the chargeable development in the 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. However, a proportion of the charges for this authority may be used to fund revenue expenditure.

**28.10 Investment Property**

Investment properties are those that are held 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 is held for sale.

Investment properties are measured initially at cost and subsequently at fair value. Properties are not depreciated but are re-valued 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. 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.

**28.11 Overheads and Support Services**

The costs of overheads and support services are charged to service segments in accordance with the absorption costing principle. The full cost of overheads and support services is shared between service segments in proportion to the benefits received.

## 28.12 Property, Plant and Equipment

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

### Recognition

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment, which exceeds the de minimis of £10,000, is capitalised on an accruals basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the council and the cost of the item can be measured reliably. Expenditure that maintains but does not add to an asset's potential to deliver future economic benefits or service potential (i.e. repairs and maintenance) is charged as an expense when it is incurred.

### Measurement

Assets are initially measured at cost, comprising:

- the purchase price
- any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management
- the initial estimate of the costs of dismantling and removing the item and restoring the site on which it is located.

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 current value, unless the acquisition does not have commercial substance (i.e. it will not lead to a variation in the cash flows of the council). In the latter case, where an asset is acquired via an exchange, the cost of the acquisition is the carrying amount of the asset given up by the council.

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.

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

- infrastructure, community assets and assets under construction – depreciated historical cost
- dwellings – fair value, determined using the basis of existing use value for social housing (EUV-SH)
- all other assets – fair value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV)
- Assets of a specialised nature – depreciated replacement cost (DRC).

Assets included in the Balance Sheet at current value are re-valued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the year-end, but as a minimum every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Unrealised gains are only credited to the Comprehensive Income and Expenditure Statement where they arise from the reversal of a loss previously charged to a service.

Where decreases in value are identified, they are accounted for based on the presence of a balance in the Revaluation Reserve:

- 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 in the same way as revaluation losses.

Where an impairment loss is subsequently reversed, 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 (i.e. freehold land and certain Community Assets) and assets that are not yet available for use (i.e. assets under construction).

Depreciation is calculated on the following bases:

- 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 between 5–60 years.

Where a significant item of Property, Plant and Equipment (valued over £1.5 million) has major components (over 20% of the total value) with materially different useful lives 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.

Depreciation charged in year is based on the opening gross book values of the assets. It does not include any revaluations or additions in year. A full year of depreciation is charged in the year of disposal.

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

When it becomes probable that the carrying amount of an asset will be recovered principally through a sale transaction rather than through its continuing use, it is reclassified as an Asset Held for Sale. 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 previous losses recognised in the Surplus or Deficit on Provision of Services.

Depreciation is not charged on Assets Held for Sale.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. A proportion of receipts relating to housing disposals may need to be paid to Central Government in accordance with the Council's signed agreement.

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 fixed 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.

#### 28.13 Provisions

Provisions are made where an event has taken place that gives the council a legal or constructive obligation; that probably requires settlement by a transfer of economic benefits or service potential; and a reliable estimate can be made of the amount of the obligation.

Provisions are charged as an expense to the appropriate service line in the Comprehensive Income and Expenditure Statement in the year that the council becomes aware of the obligation and are measured at the best estimate at the Balance Sheet date of the expenditure required to settle the obligation, taking into account

relevant risks and uncertainties. When payments are eventually made, the provision carried in the Balance Sheet is released.

#### 28.14 Reserves

The council sets aside specific amounts as usable reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance in the Movement in Reserves Statement. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service in that year and included in the Surplus or Deficit on the Provision of Services 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 additional 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; and retirement and employee benefits. These do not represent usable resources for the council.

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

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

#### 28.16 Value Added Tax (VAT)

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

#### 28.17 Leases – as Lessee

From 1 April 2024, the council has applied IFRS 16 Leases as adopted by the Code of Practice on Local Authority Accounting. The new accounting standard requires that the rights to use items acquired under all leases are recognised as assets on the Balance Sheet, together with a liability for the payments to be made for the acquisition. Previously this was only done for leases where the council acquired substantially all the risks and rewards of ownership of the leased item (finance leases).

At the commencement of a lease, a liability is recognised for the obligation to make future payments (discounted to their present value using the interest rate implicit in the lease or (where this is not readily determinable) the council's incremental borrowing rate. The right acquired under the lease to use the leased item is recognised as an asset, measured on the commencement date at cost based on the lease liability plus any payments made before that date. Initial direct costs of the council are added to the carrying amount of the asset. Liabilities are recalculated where rents change as a result of a change in an index or rate used to determine future payments. Adjustments to liabilities are matched with adjustments to the cost of the right-of-use asset.

Lease payments are apportioned between:

- a charge for the acquisition of the right to use the property, plant or equipment which is applied to write down the lease liability, and
- a finance charge which is debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

Right-of-use assets recognised under leases are accounted for using the policies applied generally to Property, Plant and Equipment assets, subject to depreciation being charged over the lease term if this is shorter than the asset's estimated useful life. This will include valuation where the cost model does not provide a reliable proxy for the current value of the right-of-use asset.

The council 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 for minimum revenue provision. 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.

Where leases are for items of low value, amounts paid under the lease are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefitting from use of the leased item. For this purpose, the council has determined that items with a value of less than £10,000 when new are low value. Charges are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a rent-free period at the commencement of the lease).

## 28.18 Heritage Assets

Heritage Assets are those assets which are intended to be preserved, in trust, for future generations because of their cultural, environmental or historical associations and which are held principally for that purpose. Where assets are principally operational in nature they are accounted for within Property, Plant and Equipment (see 28.12).

Heritage Assets can be tangible or intangible (e.g. recordings of significant events) in nature and are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the council's accounting policies on property, plant and equipment. However, some of the measurement rules are relaxed in relation to heritage assets as detailed below.

### Archaeology

The council does not consider that reliable cost or valuation information can be obtained for the items held in its archaeological collection, due to the diverse nature of the assets held and lack of comparable market values, with the exception of one item (a marble head).

The council does not normally make purchases of archaeological items but acts as a repository of materials excavated by external contractors and normally only accept these where the total excavation archive, including documentation is available. The collection is normally confined to the boundaries of Winchester District. However, in exceptional cases consideration will be given to material from outside the District.

### Local History, Photographic Materials, Numismatics, Ethnography, Foreign Archaeology

The council considers that the cost of obtaining valuations for these collections would involve a disproportionate cost in comparison with the benefits to the users of the council's Statement of Accounts. This is due to the diverse nature of the assets held and the lack of comparable values. Acquisition has mainly been through donation; dispersals are considered where collections would be better maintained in a more specialised collection.

### Topographical Art and Portraits (Art Collection), Civic Items

Acquisitions are made by purchase or donation. Acquisitions are initially recognised at cost and donations are recognised at valuation. The assets within these collections are deemed to have indeterminate lives and a high residual value; hence the council does not consider it appropriate to charge depreciation.

Valuations are carried out as required for insurance purposes.

### Structures and Monuments

There is no recognition of these items on the Balance Sheet. The assets are unique and therefore, have no ready market for acquisition/disposal. It is difficult for any meaningful valuation to be attributed to these assets.

Heritage Assets – General

Where Heritage Assets have indefinite lives, they are not subject to depreciation or amortisation, they are however, subject to review. The carrying amounts of heritage assets are reviewed where there is evidence of impairment for heritage assets. For example, where an item has suffered physical deterioration or damage or where doubts have arisen as to the asset's authenticity.

Any impairment is recognised and measured in accordance with the council's general policies on impairment. Any assets out on loan are valued on a three-year cycle in keeping with any loan agreements.

The management of the museum will occasionally organise the dispersal of heritage assets which do not fit in with the collection policy; have doubtful provenance; unsuitable for public display; or where they are best suited to another collection. The proceeds of such items are accounted for in accordance with the council's general provisions relating to the disposal of property, plant and equipment. Disposal proceeds are disclosed separately in the notes to the Statement of Accounts and are accounted for in accordance with the statutory accounting requirements relating to capital expenditure and capital receipts.

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**

**HOUSING REVENUE ACCOUNT INCOME AND EXPENDITURE FOR YEAR ENDED 31 MARCH 2025**

The Housing Revenue Account (HRA) is a record of the revenue expenditure and income relating to the council's housing stock. Its primary purpose is to ensure that expenditure on managing and maintaining dwellings is balanced by rents charged to tenants. The HRA is a statutory account that is ring-fenced from the rest of the General Fund, so that rents cannot be subsidised from Council Tax (or vice versa).

	<b>2023/24</b>	<b>2024/25</b>	
	<b>£000</b>	<b>Note</b>	<b>£000</b>
<b><u>Income</u></b>			
(30,417)	Dwelling Rents		(33,863)
(367)	Non-Dwelling Rents		(360)
(2,622)	Charges for Services and Facilities		(3,223)
<b>(33,406)</b>	<b>Total Income</b>		<b>(37,446)</b>
<b><u>Expenditure</u></b>			
8,315	Repairs and Maintenance		8,206
10,304	Supervision and Management		10,833
723	Rents, Rates, Taxes and Other Charges		714
10,213	Depreciation and Impairment of Non-Current Assets	<b>H5</b>	10,542
(4,816)	Revaluation (Gains) or Losses on Property, Plant and Equipment	<b>H5</b>	(6,418)
1	Amortisation of Intangible Assets	<b>H5</b>	0
10	Debt Management Costs		9
<b>24,750</b>	<b>Total Expenditure</b>		<b>23,886</b>
<b>(8,656)</b>	<b>Net (Income) or Expenditure of HRA Services as included in the whole Council Comprehensive Income and Expenditure Statement</b>		<b>(13,560)</b>
132	HRA share of Corporate and Democratic Core		134
3	HRA share of other amounts included in the whole Council Net Expenditure of Continuing Operations but not allocated to Specific Services		1
<b>(8,521)</b>	<b>Net (Income) or Expenditure of HRA Services</b>		<b>(13,425)</b>
<b>(948)</b>	Net Gain on Sale of HRA Non-Current Assets		<b>(556)</b>
	Changes in Fair Valuations on Investment		
(131)	Properties		(176)
5,235	External Interest Payable		5,223
(6,587)	Capital Grants and Contributions		(415)
<b>(10,952)</b>	<b>(Surplus)/Deficit for the year on HRA Services</b>		<b>(9,349)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**STATEMENT OF MOVEMENT ON THE HOUSING REVENUE ACCOUNT BALANCE**  
**FOR THE YEAR ENDED 31 MARCH 2025**

This reconciliation statement summarises the differences between the deficit on the Comprehensive Income and Expenditure Statement and the Housing Revenue Account Balance.

2023/24		2024/25	
£000	£000	£000	£000
<b>(10,952) (Surplus)/Deficit for the year on the Housing Revenue Account</b>		<b>(9,349)</b>	
<u>Adjustments between Accounting Basis and Funding Basis under Statute:</u>			
		<b>Note</b>	
(403)	Difference between Interest Payable and Similar Charges including Amortisation of Premiums and Discounts Determined in Accordance with the Code and those Determined in Accordance with Statute	(114)	
7	Reversal of Items Relating to Retirement Benefits and Employer's Pensions Contributions and Direct Payments to Pensioners Payable in the Year	<b>H1</b>	23
4,947	Reversal of Revaluation Gains or (Losses) on Property, Plant and Equipment and Movements in the Market Value of Investment Properties	6,593	
948	Net Gain on Sale of Non-Current Assets	556	
47	Capital funded by the Housing Revenue Account	<b>H4</b>	
6,495	Reversal of Capital Grants and Contributions	415	
92	Transfer to the Capital Grants Unapplied Account	0	
(18)	Contribution from the Capital Receipts Reserve towards Administrative costs of Non-Current Asset Disposals	(16)	
(10,213)	Charges for Depreciation and Impairment of Non-Current Assets	<b>H5</b>	(10,542)
(1)	Amortisation of Intangible Assets	<b>H5</b>	0
10,213	Transfer to Major Repairs Reserve	<b>H2</b>	10,542
<u>12,114</u>			<u>7,457</u>
<b>1,162</b>	<b>Net increase in HRA Balance before transfers to or from Reserves</b>		<b>(1,892)</b>
89	Transfer to Capital Adjustment Account for Debt Repayment	0	
8	Transfer to Earmarked Reserves	38	
<u>97</u>			<u>38</u>
<b>1,259</b>	<b>(Increase)/Decrease in HRA Balance</b>		<b>(1,854)</b>
<b>(15,355)</b>	Housing Revenue Account Surplus Brought Forward		<b>(14,096)</b>
<b>(14,096)</b>	<b>Housing Revenue Account Surplus Carried Forward</b>		<b>(15,950)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE HOUSING REVENUE ACCOUNT FOR THE YEAR ENDED 31 MARCH 2025**

**H1. IAS 19 EMPLOYEE BENEFITS**

In accordance with the requirements of IAS 19 and the statutory regulations regarding the Housing Revenue Account, the account has been charged with an allocation of its share of the current and past service costs. This adjustment is then reversed out of the Housing Revenue Account via the Statement of Movement on the Housing Revenue Account Balance, so its effect on the account is neutral.

**H2. MAJOR REPAIRS RESERVE**

This is a statutory reserve used to fund the conservation of the Housing Revenue Account (HRA) long-term assets and annually an amount equal to HRA depreciation is placed into the reserve for this purpose.

<b>2023/24</b>		<b>2024/25</b>
<b>£000</b>		<b>£000</b>
(10,213)	HRA Depreciation	(10,542)
(10,213)	Net Charge to HRA	(10,542)
4,030	HRA Capital Financed	8,746
(6,183)	Movement in Year	(1,796)
(26,140)	Balance Brought Forward at 1 April	(32,323)
(32,323)	Balance Carried Forward at 31 March	(34,119)

**H3. HOUSING STOCK**

The number and types of dwelling in the council's housing stock as at 31 March were made up as in the following table:

<b>31/3/24</b>		<b>31/3/25</b>
<b>£000</b>		<b>£000</b>
858	Bungalows	858
1,938	Flats & Maisonettes	1,980
2,328	Houses	2,323
84	Shared ownership	119
<u>5,208</u>		<u>5,280</u>

The Balance Sheet value of land, housing and other property within the HRA as at 31 March is given below:

<b>31/3/24</b>		<b>31/3/25</b>
<b>£000</b>		<b>£000</b>
<u><b>Operational Assets</b></u>		
558,912	Dwellings	582,443
1,113	Other Land and Buildings	1,780
0	Vehicles Plant Furniture and Equipment	197
3,798	Infrastructure	3,809
14	Community Assets	14
20,619	Assets Under Construction	1,140
0	Intangibles	0
<u>584,456</u>		<u>589,383</u>
<u><b>Non-Operational Assets</b></u>		
2,719	Investment Properties	2,895
<u>587,175</u>	Total value	<u>592,278</u>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**NOTES TO THE HOUSING REVENUE ACCOUNT FOR THE YEAR ENDED 31 MARCH 2025**

In arriving at the Balance Sheet value of Dwellings, the vacant possession value of a property is multiplied by a government recommended percentage to arrive at the value for social housing. The figure for 2024/25 was 33% (2023/24 - 33%) with the exception of affordable housing which was valued at its existing use.

The valuation for existing use for social housing, which is the value held in the Statement of Accounts, was £582 million at 31 March 2025 (£559 million at 31 March 2024) and the vacant possession value was £1,660 million (£1,598 million at 31 March 2024).

**H4. CAPITAL EXPENDITURE AND RECEIPTS**

<b>2023/24</b>		<b>2024/25</b>	
<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
	<b>199,777</b>	<b>Opening Capital Financing Requirement</b>	<b>212,546</b>
		<u>Capital Expenditure</u>	
30,077		Dwellings	9,797
0		Vehicles Plant & Equipment	197
212		Infrastructure	250
5,911		Assets Under Construction	2,994
0		Revenue Expenditure Funded from Capital Under Statute	0
	<b>36,200</b>	<b>Expenditure in year</b>	<b>13,238</b>
		<u>Financed by</u>	
(12,772)		Capital Receipts	(3,450)
(4,030)		Major Repairs Reserve	(8,746)
(47)		Contributions from Revenue	0
0		Contributions from District CIL	(535)
(6,495)		Grants and Contributions	(507)
	<b>(23,344)</b>		<b>(13,238)</b>
	<b>12,856</b>	<b>Unfinanced Capital Expenditure in Year</b>	<b>0</b>
(87)		Voluntary Financing of Capital Investment	0
0		Transfer of assets to the General Fund	0
	<b>212,546</b>	<b>Closing Capital Financing Requirement</b>	<b>212,546</b>
		<u>Capital Receipts</u>	
		Operational Assets	
(5,140)		Dwellings	(5,148)
0		Other	(74)
	<b>(5,140)</b>	<b>Total</b>	<b>(5,221)</b>

**H5. DEPRECIATION AND IMPAIRMENT**

<b>2023/24</b>		<b>2024/25</b>
<b>£000</b>		<b>£000</b>
<u><b>Depreciation</b></u>		
9,966	Dwellings	10,282
19	Other Land and Buildings	21
0	Vehicles, Plant, Furniture and Equipment	0
227	Infrastructure	<u>239</u>
<u>10,212</u>	<u>Total Depreciation</u>	<u>10,542</u>
<u><b>Amortisation</b></u>		
<u>1</u>	Intangibles	<u>0</u>
<u>1</u>	<u>Total Amortisation</u>	<u>0</u>
<u><b>Revaluation Below Historic Cost</b></u>		
(4,802)	Dwellings	(6,209)
(14)	Other Land and Buildings	<u>(209)</u>
<u>(4,816)</u>	<u>Total</u>	<u>(6,418)</u>

As at the 1 April 2007 new fixed assets accounting was adopted by local government and property values at that date were deemed to be historic cost. In 2008/09, the market value of the properties dropped below the 1 April 2007 values resulting in costs being charged to the Comprehensive Income & Expenditure Statement (CIES) in line with standard accounting practice. During 2010/11 Dwelling market values increased but Central Government reduced the percentage to be applied to valuing social housing from 45% to 32%, resulting in a downward revaluation of £104.0 million. Since then, the social housing factor remained at 32% until 2016/17 when it increased to 33%. The value of dwellings has increased in 2024/25, by £6.209 million, decreasing the overall reduction to the 2007/08 historic cost as set in April 2007. Any future upward valuation will reverse the charges to the CIES and, when the historic cost values are reached and downward valuations reversed, a revaluation reserve will be created.

**H6. RENT ARREARS**

<b>31/3/24</b>		<b>31/3/25</b>
<b>£000</b>		<b>£000</b>
906	Rent Arrears	738
(605)	Provision for Bad Debts	<u>(490)</u>
<u>301</u>	<u>Anticipated Collectable Arrears</u>	<u>248</u>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**COLLECTION FUND FOR THE YEAR ENDED 31 MARCH 2025**

The Collection Fund is an agent's statement that reflects the statutory obligation for billing authorities to maintain a separate Collection Fund. The statement shows the transactions of the billing authority in relation to the collection from taxpayers and distribution to local authorities and the Government of Council Tax and Non-Domestic Rates.

Business Rates	2023/24			2024/25		
	Council Tax £000	Total £000	Income £000	Business Rates £000	Council Tax £000	Total £000
<b>Income</b>						
0	(109,372)	(109,372)	Council Tax Receivable	0	(116,309)	(116,309)
0	(150)	(150)	Transfer for S13A(1c) Relief	0	(100)	(100)
0	0	0	Amounts collected in respect of previous	0	0	0
(58,059)	0	(58,059)	Business Rates Receivable	(65,283)	0	(65,283)
<b>(58,059)</b>	<b>(109,522)</b>	<b>(167,581)</b>		<b>(65,283)</b>	<b>(116,409)</b>	<b>(181,692)</b>
<b>Expenditure</b>						
<u>Precepts and Shares</u>						
31,675	0	31,675	Central Government	33,207	0	33,207
5,701	76,848	82,549	Hampshire County Council	5,977	82,322	88,299
25,340	13,404	38,744	General Fund (WCC)	26,566	14,233	40,799
633	4,233	4,866	Fire and Rescue Authority	664	4,448	5,112
0	13,234	13,234	Police Authority	0	14,038	14,038
<u>Distribution of Previous Year (Deficit)/ Surplus</u>						
(573)	0	(573)	Central Government	1,320	0	1,320
(103)	228	125	Hampshire County Council	238	677	915
(458)	40	(418)	General Fund (WCC)	1,056	118	1,174
(11)	13	2	Fire and Rescue Authority	26	37	63
0	40	40	Police Authority	0	117	117
<u>Charges to Collection Fund</u>						
22	0	22	Interest due to ratepayers on refunds	57	0	57
141	123	264	Less Write-Off of Uncollectable Amounts	434	550	984
116	512	628	Allowance for Impairment	111	(172)	(61)
(5,877)	0	(5,877)	Provision for Appeals	1,179	0	1,179
211	0	211	Cost of Collection	209	0	209
(4,793)	0	(4,793)	Transitional Protection Payment	(1,401)	0	(1,401)
410	0	410	Renewable Energy cost	432	0	432
<b>52,434</b>	<b>108,675</b>	<b>161,109</b>		<b>70,075</b>	<b>116,368</b>	<b>186,443</b>
<b>(5,625)</b>	<b>(847)</b>	<b>(6,472)</b>	(Surplus) / Deficit Arising During the Year	<b>4,792</b>	<b>(41)</b>	<b>4,751</b>
<b>1,886</b>	<b>(428)</b>	<b>1,458</b>	Opening Fund Balance at 1 April	<b>(3,737)</b>	<b>(1,275)</b>	<b>(5,012)</b>
<b>(3,739)</b>	<b>(1,275)</b>	<b>(5,014)</b>	Closing Fund Balance at 31 March	<b>1,055</b>	<b>(1,316)</b>	<b>(261)</b>

**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**COLLECTION FUND FOR THE YEAR ENDED 31 MARCH 2025**

**C1. COUNCIL TAX**

Council Tax income derives from charges raised according to the value of residential properties, which have been classified into 8 valuation bands, using 1 April 1991 values for this specific purpose. Individual charges are calculated by estimating the amount of income required to be taken from the Collection Fund for the forthcoming year and dividing this by the Council Tax base.

The tax base is arrived at by adjusting the total number of properties in each band by a proportion to convert the number to a band D equivalent, which is then adjusted for discounts and collection rate. The basic amount of tax for a band D property, which will vary according to Parish (average for district £2,142.63) is then multiplied by the proportion specified for the particular band to give an individual amount due. For 2024/25, Council Tax bills were based on the following dwellings and proportions:

Band	Estimated Number of Taxable Properties after Discounts and Exemptions	Ratio Equivalent	Number of Band D Equivalent Dwellings
Disabled A	3.88	5/9	2.16
A	1,775.81	6/9	1,183.87
B	4,513.39	7/9	3,510.41
C	10,423.57	8/9	9,265.40
D	9,558.16	1	9,558.16
E	8,305.25	11/9	10,150.86
F	6,630.34	13/9	9,577.16
G	5,458.22	15/9	9,097.03
H	691.16	18/9	1,382.32
<b>Sub Total</b>			<b>53,727.37</b>
Less: Collection Rates Adjustment			-483.55
Add: Band D equivalent Ministry of Defence properties			447.86
<b>Tax Base</b>			<b>53,691.68</b>

**C2. NON-DOMESTIC RATES (NDR)**

For 2024/25, the standard NDR multiplier was 54.6p (51.2p in 2023/24) and the small business multiplier was 49.9p (49.9p in 2023/24). The total estimated non-domestic rateable value in the district as of 31 March 2025 was £168.5 million (£168.4 million as of 31 March 2024).

**C3. SHARE OF ESTIMATED COLLECTION FUND (SURPLUS)/ DEFICIT**

**2023/24**

Business Rates £000	Council Tax £000	Total £000
(1,496)	(158)	(1,654)
(2,243)	(1,117)	(3,360)
<hr/>	<hr/>	<hr/>
(3,739)	(1,275)	(5,014)

Business Rates £000	Council Tax £000	Total £000
422	(163)	259
633	(1,153)	(520)
<hr/>	<hr/>	<hr/>
1,055	(1,316)	(261)

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**INDEPENDENT AUDITOR'S REPORT**

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**INDEPENDENT AUDITOR'S REPORT**

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**INDEPENDENT AUDITOR'S REPORT**

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**WINCHESTER CITY COUNCIL STATEMENT OF ACCOUNTS 2024/25**  
**INDEPENDENT AUDITOR'S REPORT**

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## **ANNUAL GOVERNANCE STATEMENT 2024/25**

- 1. Scope of Responsibility**
  - 1.1 Winchester City Council is responsible for ensuring that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded, properly accounted for, and used economically, efficiently and effectively. Winchester City Council also has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
  - 1.2 In discharging this overall responsibility, Winchester City Council is responsible for putting in place proper arrangements for the governance of its affairs and facilitating the effective exercise of its functions, which includes arrangements for the management of risk.
  - 1.3 Winchester City Council has approved and adopted a code of corporate governance, which is consistent with the principles of the CIPFA/SOLACE Framework Delivering Good Governance in Local Government 2016.
  - 1.4 This governance statement explains how Winchester City Council has complied throughout 2024/25 with the council's adopted code and also meets the requirements of regulation 6(1)(a) of the Accounts and Audit Regulations 2015 in relation to the review of its system of internal control in accordance with best practice.
  - 1.5 The council undertook a full and detailed review of its constitution between 2017 and 2019 and was adopted by Full Council in March 2019.
  - 1.6 A full and detailed review to ensure the Constitution remains fit for purpose was undertaken during 2023 with a cross-party Constitution Working Party assisting with the review. Eleven meetings of the working party were held in total. Consideration and outcomes of the final meeting of the Constitution Working Party was held on 16 November 2023 to consider the recommendations from Audit and Governance Committee. Special regard was also had to existing and emerging legislation as well as how decisions are taken as this is a key part of the Constitution which sets the tone for the culture the Council wishes to operate. The updated Constitution 2024 was adopted by Full Council on 30 November.
- 2. The Purpose of the Governance Framework**
  - 2.1 The purpose of the governance framework is to ensure that the council directs and controls its activities in a way that meets standards of good governance and is accountable to the community. It does this by putting in place an organisational culture and values which drive a responsible approach to the management of public resources, supported by appropriate systems and processes, and ensuring that these work effectively. It works with the council's Performance Management Framework to ensure that the council has in place strategic objectives reflecting the needs of the community and is monitoring the achievement of these objectives through delivery of appropriate, cost-effective services.
  - 2.2 The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of Winchester City Council's policies aims and objectives to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically.
  - 2.3 The governance framework has been in place at Winchester City Council for the financial year ended 31 March 2025 and remains in place up to the date of approval of the Statement of Accounts.
- 3. The Principles of Good Governance**
  - 3.1 The CIPFA/SOLACE framework Delivering Good Governance in Local Government sets out seven core principles of good governance, these are:  
**Principle 1** – Behaving with integrity, demonstrating strong commitment to ethical values.  
**Principle 2** – Ensuring openness and comprehensive stakeholder engagement.

**Principle 3** – Defining outcomes in terms of sustainable economic, social and environmental benefits.

**Principle 4** – Determining the interventions necessary to optimise the achievement of the intended outcomes.

**Principle 5** – Developing the entity's capacity, including the capability of its leadership and the individuals within it.

**Principle 6** – Managing risks and performance through robust internal control and strong public financial management.

**Principle 7** – Implementing good practices in transparency, reporting, and audit to deliver effective accountability.

#### **4. Methodology for preparing the Annual Governance Statement**

4.1 This governance statement has been prepared using a process similar to that used in previous years, including;

- Service Leads completed a statement of assurance providing details as to the extent and quality of internal control arrangements operating within their teams during the previous year. Furthermore, they were also asked to declare any weaknesses in the governance arrangements in their service areas, including overdue and significant internal audit actions.
- An internal control checklist is provided to Service Leads to support the completion of their statement of assurance. The checklist requires the manager to self-assess the arrangements in their team against a number of criteria including risk and performance management, financial control and staffing.
- Review of the Annual Internal Audit and Opinion 2024/25 report and quarterly internal audit progress reports.
- The council's Audit and Governance Committee considers the draft governance statement at its meeting in early summer and before approving it determines whether it accurately reflects the council's internal control environment.
- The approved governance statement is signed off by the Chief Executive and Leader of the council.

#### **5. The Governance Framework**

5.1 There are a number of key elements to the systems and processes that comprise the council's governance arrangements and these are underpinned by the core principles of good governance which are: -

- Focusing on the purpose of the council and on outcomes for the local community and creating and implementing a vision for the local area.
- Members and officers working together to achieve a common purpose with clearly defined functions and roles.
- Promoting values for the authority and demonstrating the values of good governance through upholding high standards of conduct and behaviour.
- Taking informed and transparent decisions which are subject to effective scrutiny and managed risk.
- Developing the capacity and capability of members and officers to be effective.
- Engaging with local people and other stakeholders to ensure robust public accountability.

5.2 The council's constitution explains existing policy making and delegation procedures and the matters which must be dealt with by Full Council. It documents the role and responsibilities of Cabinet, each committee and members and officers. The council has approved a protocol governing relationships between members and officers as part of its constitution and has adopted codes of conduct for both officers and members which facilitate the promotion, communication and embedding of proper standards of behaviour. All officers have job descriptions and there are clearly defined schemes of delegation, all of which are reviewed from time to time.

- 5.3 The council's constitution incorporates clear guidelines to ensure that business is dealt with in an open manner except in circumstances when issues should be kept confidential. Meetings are open to the public except where personal or confidential matters are being discussed. All cabinet /committee agendas, minutes and cabinet member decisions are published promptly on the council's website. In addition, senior officers of the council can make decisions under delegated authority. The over-arching policy of the council is decided by the Full Council.
- 5.4 The Scrutiny Committee and Audit and Governance Committee hold members of the cabinet to account for delivery of the council's policy framework within the agreed budget, and protocols are in place for any departure from this to be properly examined.
- 5.5 The council engages with its communities through a number of channels, including community planning, consultation events, surveys and campaigns relating to specific initiatives.
- 5.6 The Council Plan 2025-30 was adopted at Council on 15 January 2025 and sets out what the council wants to achieve and informs other strategies and plans including the Local Plan and individual service plans. A range of consultation and engagement took place during 2024 in support of developing the new Council Plan and included businesses, members, council staff and parish councils. A district wide residents' survey was undertaken to better understand the opinions and views of our residents. The results from the survey will provide valuable evidence that will be used to support the shaping of the priorities and objectives to be included in the next Council Plan.
- 5.7 The Council Plan is supplemented by more detailed information on the key projects and programmes of work that the authority will be delivering during the year – with actions to achieve priority outcomes set out in more detailed business plans which are drawn up by teams across the council, with objectives set for individual members of staff through the annual appraisal process. This process also looks at the development and training needs of staff, with a programme of training then put in place to meet these needs. Progress against the Council Plan priorities and budgets is monitored regularly by the Executive Leadership Board and members of the cabinet. The Scrutiny Committee reviews and scrutinises the performance of the council in relation to policy objectives and performance targets, focusing on delivery of key projects and programmes of work that deliver the priorities in the Council Plan, drawing attention to other areas where progress is exceeding, or falling short of targets. Members of cabinet also monitor progress in delivery.
- 5.8 The council has arrangements in place to regularly monitor financial performance, service performance, the progress of key corporate projects and risk management and to oversee the implementation of recommendations from internal audit reports.
- 5.9 The council publishes annually a financial report (incorporating the Statement of Accounts) within the statutory timescales. The Annual Financial Report incorporates the full requirements of best practice guidance in relation to corporate governance, risk management and internal control.
- 5.10 The council is subject to independent audit by Ernst and Young and receives an annual audit letter reporting on findings. The council supplements this work with the Southern Internal Audit Partnership and ad hoc external peer reviews. The Audit and Governance Committee undertakes the core functions as identified in CIPFA's *Audit Committees – Practical Guidance for Local Authorities*.
- 5.11 The council has set out the arrangements for managing risk in its Risk Management Policy (approved by Cabinet 13 March 2025, report CAB3500 refers) which also includes a Risk Appetite Statement and is reviewed annually.

**6. Review of governance**

- 6.1 The council has a statutory 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 Strategic Leads who have responsibility for the development and maintenance of a sound governance environment.
- 6.2 Mandatory awareness training for all staff has been undertaken to ensure that the council complies adequately with the provisions of the General Data Protection Regulation (GDPR) and Freedom of Information Act 2000 requirements.

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**WINCHESTER CITY COUNCIL**  
**ANNUAL GOVERNANCE STATEMENT**

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6.3 The council has appointed the Director of Finance as the Section 151 officer with the statutory responsibility for the proper administration of the council's financial affairs. CIPFA/SOLACE advises that the Section 151 officer should report directly to the Chief Executive and be a member of the 'Leadership Team', of equal status to other members. The Director of Finance has a direct reporting line to the Chief Executive for matters concerning the statutory officer role and attends Executive Leadership Team.

6.4 The council has appointed the Director (Legal) as the statutory "Monitoring Officer" and has procedures to ensure that the Monitoring Officer is aware of any issues which may have legal implications.

6.5 All cabinet reports are reviewed by the Section 151 Officer and Monitoring Officer and are required to demonstrate how the subject matter links to the Council Plan and highlight resource implications. Report authors are also asked to draw out risk, equality, environmental, management and legal considerations as required. Similar procedures are in place for the scrutiny and regulatory committees.

6.6 The council has whistle-blowing and anti-fraud and corruption policies. It has a formal complaints procedure and seeks to address and learn from complaints. The council's Audit and Governance Standards Sub-Committee deals with complaints relating to the conduct of Members.

6.7 Members' induction training is undertaken after each election. Members also receive regular briefings and training on developments in local government.

6.8 In July 2024, an LGA Peer Challenge took place, where the review explored a number of core themes, including the council's organisational and place leadership, governance and culture, financial planning and management and capacity for improvement. Following the review the Peer Team's view was that strong governance is in place at the council.

6.9 Key roles in maintaining and reviewing effectiveness is undertaken by:

<b>The Council</b>	Collectively responsible for the governance of the council and Full Council is responsible for agreeing the Constitution, policy framework and budget. Manages risk in making operational and governance decisions together with proposing and implementing the policy framework, budget and key strategies.
<b>The Cabinet</b>	Makes key decisions as defined, formulate the annual budget in accordance with the budget and policy framework, implement the policy framework and receive regular monitoring reports on revenue and capital expenditure and performance.
<b>Audit and Governance Committee</b>	Approves the annual audit plan; monitors the internal control environment through receipt of an annual internal audit reports and opinion and periodic progress reports; approves the annual governance statement; and keeps an overview of arrangements for risk management. It also approves this governance statement and the Statement of Accounts.
<b>External Audit</b>	External audit is provided by Ernst & Young. Whilst the external auditors are not required to form an opinion on the effectiveness of the council's risk and control procedures, their work does give a degree of assurance following the annual audit of the council's financial accounts.
<b>Internal Audit</b>	The Southern Internal Audit Partnership provides the council with an internal audit service which includes the council's entire control environment. The Head of the Southern Internal Audit Partnership takes account of the council's assurance and monitoring mechanisms, including risk management arrangements, for achieving the council's objectives.

The Internal Audit Plan is based on the Corporate Risk Register and identifies Internal Audit's contribution to the review of the effectiveness of the control environment. Progress reports for the Audit and Governance Committee on progress of audits refer to the opinion assigned to each internal audit review and include a summary of findings for reviews that give "Limited Assurance" together with data on the implementation status of all recommendations. Internal audit provides an annual

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**WINCHESTER CITY COUNCIL**  
**ANNUAL GOVERNANCE STATEMENT**

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opinion on the internal control environment and issues that should be included in the governance statement.

There is a requirement for internal audit to undertake an annual self-assessment and independent external assessment every five years. Any areas of non-conformance must be reported as part of their annual report and opinion. Based upon the work completed to date the Internal Audit Opinion for 2024/25 is that the council's framework of governance, risk management and management control is reasonable, and that audit testing carried out during the year has demonstrated controls to be working in practice.

## **7. Significant Governance Issues**

7.1 Set out below are the significant governance issues that have been identified that will require consideration and action as appropriate over the coming year:

- Regulator of Social Housing Consumer Standards for Landlords. Following self-referral to the Regulator of Social Housing, a Regulator Judgment was issued that found serious failings in how the council is delivering the outcomes of the consumer standards in relation to the Safety and Quality Standard and the Transparency, Influence and Accountability Standard.
- Local Government Reorganisation. Capacity to deliver services to our residents and customers while working collaboratively with our local authority partners to deliver local government reorganisation at pace.

7.2 An action plan is attached to this Statement and details the actions to be undertaken during the next 12 months that will address these issues. Each action is assigned to a senior officer who has responsibility for delivering the relevant actions.

## **8. Assurance Summary**

8.1 Good governance is about operating properly. It is the means by which the council shows that it is taking decision for the good of its resident's, in a fair, equitable and open way. It also requires standards of behaviour that support good decision making – collective and individual integrity, openness and honesty. It is the foundation for the effective delivery of good quality services that meet the needs of the users. It is fundamental to demonstrating that public money is well spent. Without good governance, the council would find it difficult to operate services successfully.

8.2 We have discussed with the Chief Internal Auditor who has indicated, based upon the work completed to date that the Internal Audit Opinion for 2024/25 is that the council's framework of governance, risk management and management control is reasonable, and that audit testing carried out during the year has demonstrated controls to be working in practice. Where weaknesses have been identified through internal audit review, the auditor has worked with management to agreed appropriate corrective actions and a timescale for improvement.

8.3 The auditor's Annual Internal Audit Report and Opinion 2024/25 will be presented to this committee's next meeting on 17 July 2025.

## **9. Conclusion**

9.1 We propose, over the coming year, to take steps to address the above matters to further enhance our governance arrangements. We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and will monitor their implementation and operation during the year and as part of our next annual review.

Signed:

Laura Taylor  
Chief Executive  
Winchester City Council  
Dated:

Signed:

Councillor M. Tod  
Leader of the Council  
Winchester City Council  
Dated:

**WINCHESTER CITY COUNCIL**  
**ANNUAL GOVERNANCE STATEMENT**

**Annual Governance Statement 2024/25 – Action Plan**

No.	Issue	Actions	Lead Officer	Target Date	Method of Assurance
1	<b>Landlord Health and Safety Compliance</b> – to ensure that our responsibilities under the consumer standard for Safety and Quality are being met, specifically in relation to regulatory compliance for gas, electrical, asbestos, fire, water, and lift safety.	Establish an appropriate Governance and assurance structure	Simon Hendey Gillian Knight	Feb 2025	A planned internal audit review will provide assurance that the compliance plan actions have been completed. The scope of the audit review will include all areas of the compliance plan.  Compliance reporting information shared with TACT board for scrutiny. Reporting monthly to PAC Board as a Tier 1 project.
		Undertake a data validation exercise across our asset data, compliance areas and inspection records	Adrian Wilgoss, Sarah Hobbs Heather Gibson	Sept 2025	Regular validation meetings are being held, and planned work is on track
		Compliance reporting review	Adrian Wilgoss	June 2025	A Scorecard template has been created and is actively being used across teams.  A reporting template has been devised to support consistent and structured updates.
		Undertake a policy principle and strategic direction workshop for each compliance area and develop and finalise each policy	Sarah Hobbs Adrian Wilgoss	Sept 2025	Procurement process underway to engage external consultants for drafting policies for 'the big 6' compliance areas. Progressing contract award.
		Review and update our procedures	Adrian Wilgoss	June 2026	All procedures have been reviewed and updated where required

**WINCHESTER CITY COUNCIL**  
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No.	Issue	Actions	Lead Officer	Target Date	Method of Assurance
2	<b>Local Government Reorganisation - capacity to deliver services to our residents and customers while working collaboratively with our local authority partners to deliver local government reorganisation at pace</b>	Establish an appropriate governance structure and clearly define the programme scope, including emerging workstreams and designated lead officers	Liz Keys	June 2025	<p>PAC Board review organisational capacity and resources on a regular basis and prioritise as required.</p> <p>Update scope of the Transformation Board to include LGR.</p> <p>Robust programme management of LGR that can adapt as required.</p>
		Prepare for change with the council organising itself to achieve as much as possible and ensures that staff, services and assets that are being transferred are in the best possible position to be integrated into the new authority.	Liz Keys	Ongoing	<p>Quarterly Performance and Finance reporting.</p> <p>Robust programme management.</p>

**Accounting Policies** – are the specific policies and procedures used by the council to prepare its financial statements. The accounting policies include methods, measurement systems and procedures for presenting information in the financial statements.

**Accruals** – is the concept that income and expenditure is recognised as it is earned or incurred, not as money is received or paid. An accrual is an expense or revenue item incurred in a period for which no invoice or payment changed hands in that period.

**Actuary** – a professional that provides valuations of defined benefit pension schemes. The valuation the actuary calculates the pension fund's assets and measures them against its liabilities.

**Actuarial Gains and Losses** – for a defined benefit pension scheme, the changes in actuarial deficits or surpluses that arise because: events have not coincided with the actuarial assumptions made for the last valuation (experience gains and losses); or the actuarial assumptions have changed.

**Allowances for impairment losses** – are the expected amount of outstanding debts which are not expected to be repaid.

**Amortisation** – is the writing down of an intangible asset's value over its useful life.

**Amortised Cost** – is a way of measuring financial instruments that ignores changes in fair value. It is defined as the amount at which a financial instrument is measured when it is first brought on to the Balance Sheet, adjusted for:

- Repayments of principal
- Cumulative amortisation of any difference between the initial amount and the maturity amount.

These differences might arise from transactions costs being set off against the principal amount or interest being payable at less than market rates.

**Amortised Cost Financial Assets** – investments for which gains and losses in fair value are not accounted for until the investment matures or is sold. Defined as financial assets:

- Held with a business model whose objective is to hold investments in order to collect their contractual cash flows, and
- That have the form of basic lending arrangements.

**Asset** – is a resource with economic value that the council controls with the expectation that it will bring future benefit.

**Assets Under Construction** – represents construction work in progress, assets remain in such an account until they are put in service, at which time the costs of the assets are transferred into the respective property, plant and equipment accounts.

**Beacon Property** - a property that is similar to others held by the council, so that its valuation can be used to estimate a valuation for those other properties.

**Budget** – prior to the start of each financial year, the council is required to set a budget for its expenditure. It is a legal requirement of the Council to set a balanced budget, i.e. expenditure cannot be more than the Council's income.

**Business Improvement District** – is a defined area in which a levy is charged to all business rate payers in addition to the business rates bill. The levy is used to develop projects which will benefit businesses in the local area.

**Business Rates** – is the commonly used name of non domestic rates (NDR), business rates are a tax on local business properties, the tax is set by central government but collected by local authorities.

**Capital Adjustment Account** – is an unusable reserve which absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions.

**Capital Allowance** – is a provision which avoids the need for pooling non right-to-buy housing capital receipts.

**Capital Charges** – charges to revenue accounts to reflect the cost of long-term assets used in the provision of services. This includes the repayment of debt and the charge for depreciation.

**Capital Commitment** – this is future capital expenditure that the council has committed to at some time in the future which has not yet become an actual liability.

**Capital Expenditure** – this is expenditure on the acquisition of long-term assets, or expenditure which adds to and not merely maintains the value of existing long-term assets. The statutory definition also includes capital grants to other bodies and expenditure on the acquisition of some long-term investments.

**Capital Financing Requirement (CFR)** – this is the council's underlying need to borrow to finance its capital expenditure.

**Capital Grants and Contributions Unapplied** – this reserve holds capital grants and contributions, which do not have outstanding conditions, but which have not yet been used to finance expenditure.

**Capital Investment** – this refers to expenditure on long-term assets.

**Capital Programme** – is the council's expenditure plan on agreed capital schemes, showing the total cost of schemes and the projected phasing over current and future financial years.

**Capital Receipts** – are proceeds from the sale of (or reduction in the council's interest in) long-term assets such as property, plant and equipment, investment property and capital investments.

**Capital Receipts Reserve** – is a usable reserve consisting of capital receipts from the sale of non-current assets. The funds are available to finance future capital investment.

**Cash and Cash Equivalents** – are highly liquid financial instruments (cash and very short-term investments) that are repayable without penalty on notice of not more than 7 days and are convertible to known amounts of cash with insignificant risk of change in value.

**CIPFA** - the Chartered Institute of Public Finance and Accountancy - the accountancy body primarily concerned with public services that issues guidance on accounts preparation for local authorities.

**Collection Fund** – the separate accounting arrangements for the collection of council tax and business rates and the sharing of the proceeds between the council, Government and other public bodies.

**Collection Fund Adjustment Account** - the unusable reserve that manages the differences arising from the recognition of council tax and business rates income as it falls due from taxpayers compared with the statutory arrangements for paying across annual entitlements from the Collection Fund to the General Fund.

**Community Asset** – is a category of long-term asset that the council intends to hold in perpetuity, which has no determinable useful life and that may have restrictions on disposal. Examples of community assets held by the Council are parks, and community buildings.

**Components** – are significant parts of property, plant and equipment that are separately identified for depreciation.

**Contingent Asset** – a potential asset/ that is uncertain because it depends on an outcome of a future event not under the council's control.

**Contingent Liability** – is a potential liability that may occur, depending on the outcome of an uncertain future event.

**Corporate Bonds** - Are debt securities issued by a corporation to raise funds and sold to investors.

**Council Tax** - is a local tax levied by local authorities on domestic properties.

**Council Tax Reduction** - the council's scheme for giving discounts to council tax for households on low incomes or receiving benefits. Also called council tax support.

**Community Infrastructure Levy (CIL)** – is a planning charge on new development which is used to help deliver infrastructure.

**Credit Losses** – A measure of how much the council would lose if the amounts owed to it by debtors and borrowers are not repaid. Defined as the shortfall between all the cash flows that are contractually due to the council and those that it expects to receive (discounted using the investment's effective interest rate).

**Creditor** – is an individual or body to whom, at the Balance Sheet date, the council owes money.

**Credit Rating** – is a method of measuring the creditworthiness of a debt issuer.

**Credit Risk** – is the risk that a borrower may not repay a loan.

**Current Asset** – an asset that is realisable or disposable within one year of the Balance Sheet date.

**Current Liability** – is a liability that is due to be settled within one year of the Balance Sheet date.

**Current Service Cost (Pensions)** – the value of the standard benefits promised to members over the last accounting period, after offsetting the members' contributions, i.e. it is the Employer's share of the cost.

**Current Value** - The measurement bases for property, plant and equipment, reflecting the economic environment for the service the item is supporting. Possible methods comprise existing use value, existing-use value - social housing, depreciated replacement cost and fair value.

**Debtor** – is an individual or body whom, at the Balance Sheet date, owes money to the council.

**Deferred Capital Receipts Reserve** – this reserve holds the gains recognised on the disposal of non-current assets but for which cash settlement has not yet taken place.

**Deficit** - An excess of expenditure over income.

**Defined Benefit Scheme (Pensions)** - is a scheme whereby the employer promises a specified monthly benefit on retirement that is predetermined by a formula based on the employee's earning history, tenure of service and age, rather than depending on investment returns.

**Decent Home Standard** – is a measure of general housing conditions introduced by the Government, it is a minimum standard that triggers action to improve social housing.

**Depreciated Replacement Cost (DRC)** – is a cost-based method of arriving at a value for specialised assets that are generally held for the continuing use of their service potential and for which a market value cannot be obtained.

**Depreciation** – is the measure of the wearing out, consumption, or other reduction in value or the useful economic life of a long-term asset, whether arising from use, passage of time, obsolescence or other changes.

**Developers Contributions** - also known as S106 contributions are paid by developers to contribute towards the cost of additional infrastructure needed as a result of new developments.

**Discounting** – is the process of determining the present value of future payments.

**Discretionary Benefits (Pensions)** – are retirement benefits for which the employer has no legal, contractual or constructive obligation. The council has restricted powers to make such discretionary awards in the event of early retirements. Any liabilities estimated to arise as a result of an award 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.

**Earmarked Reserves** – are usable reserves consisting of amounts set aside from revenue (General Fund and Housing Revenue Account) to fund future expenditure on a specific purpose.

**Effective Interest Method** – The method that uses effective interest rates to calculate amortised cost of a financial instrument and allocates interest revenue or expense to the particular financial years over which the instrument is held.

**Effective Interest Rate** – the implied rate of interest in an arrangement calculated by reference to the cash flows within the arrangement as opposed to quoted rates of interest.

**Employee Benefits** - All the forms of remuneration given to the council's officers in return for the services they render (including salaries, allowances, pensions benefits and awards on the termination of their employment).

**Equity Instrument** – is a financial instrument that demonstrates an ownership interest in a business.

**Estimated Market Value/Fair Value** – the estimated amount for which a property should exchange on the date of valuation between a willing buyer and a willing seller in an arm's length transaction after proper marketing wherein the parties had each acted knowledgeably, prudently and without compulsion.

**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.

**Exceptional Items** - When items of income and expense are material, their nature and amount are disclosed separately, either on the face of the Comprehensive Income and Expenditure Statement or in the notes to the accounts (depending on how significant the items are to understanding the council's financial performance).

**Existing Use Value (EUV)** – is a measure of fair value for land and buildings, it is the amount that would be paid for the asset in its existing use.

**Expected Credit Losses (ECLs)** – the credit losses that the council estimates will arise from the amounts that it is currently owed. ECLs are calculated by measuring the losses that would arise from different default scenarios and calculates a weighted average loss based on the probability of each scenario taking place.

**Expected Rate of Return on Pension Assets (Pensions)** – is the annual investment return on the fund assets attributable to the council, based on an average of the expected long-term return.

**Fair Value** - The price that would be received to sell an asset (or paid to transfer a liability) in an orderly transaction between market participants.

**Fair Value through Profit or Loss Financial Assets** – are financial assets that do not qualify for measurement at Amortised Cost or Fair Value through Other Comprehensive Income.

**Finance Costs** – are the costs of borrowing money.

**Finance Lease** – a lease where substantially all of the risks and rewards of ownership of a fixed asset are transferred to the lessee.

**Financial Instruments** - are contracts that give rise to a financial asset of one entity and a financial liability or equity instrument of another entity.

**General Fund/ General Fund Balance** – the General Fund is the main revenue fund from which the cost of services is met. The accounts include separate funds for the Housing Revenue Account and the Collection Fund. The General Fund Balance is the accumulated credit balance on the General Fund. It is the excess of income over expenditure after adjusting for movements to and from other reserves and other non-cash items. The level of this balance is kept under review and considered in the light of a number of factors concerning the council's level of exposure to risk and particularly to changes in income and expenditure.

**Going Concern** - The assumption made when preparing the financial statements that the functions of the council will continue in operational existence for the foreseeable future, in particular so that assets can be valued on the contribution they will continue to make to the council's services rather than the price that would be obtained if they were sold on its liquidation.

**Government Bonds** – are UK Government sterling denominated bonds issued by HM Treasury in order to finance public expenditure, they are also known as gilts. The term gilt (or gilt-edged) is a reference to the primary characteristic of gilts as an investment - their security. They are generally issued for a set period and attract a set rate of interest during the agreed investment period. Interest is payable at set agreed periods and the principal is repaid at the end of the period.

**Government Grants** – are government assistance in either in the form of cash or of a transfer of assets. Grants either attract a condition or a restriction. Conditions are stipulations that specify that the future economic benefits or service potential. A restriction specifies the purpose of the grant.

**Grants and Capital Contributions Unapplied (Reserve)** – is a usable reserve consisting of capital grants and contributions that have been received but have yet to be used/ applied to finance capital expenditure.

**Grants and Contributions (in Advance)** – are grants and contributions received in advance of expenditure taking place and which have conditions on their use that might require the council to return them to the contributor.

**Heritage Assets** – are a category of long-term assets with cultural, environmental or historical qualities principally held and maintained for their contribution to knowledge and culture.

**Housing Revenue Account (HRA)** - The HRA is a record of revenue expenditure and income relating to the council's housing stock. Its purpose is to ensure that expenditure on managing tenancies and maintaining dwellings is balanced by rents charged to tenants. It is ring-fenced from the rest of the General Fund to ensure that rents cannot be subsidised from Council Tax (or vice versa).

**International Accounting Standards 19 (IAS 19) Adjustments** – IAS 19 outlines the accounting requirements for employee benefits including post-employment benefits. The adjustments represent the removal of employer pension contributions and replacing them with the current service cost and past service cost.

**Investing Activities** - a category of cash flows relating to the acquisition and disposal of long-term assets and investments and the making of loans.

**Impairment** – is a reduction in the recoverable amount of a long-term asset below its carrying value in the Balance Sheet.

**Infrastructure Assets** - are a category of long-term assets that cannot be taken away or transferred and whose benefits can only be obtained by continued use of the asset created, i.e. there is no prospect of sale or alternative use. Examples of infrastructure assets include highways and footpaths.

**Intangible Assets** – are a category of long-term assets that are identifiable but have no physical substance (e.g. Software licences).

**Interest Costs (Pensions)** – represents the unwinding of the discounting on the value placed on the benefits over the period, as they become closer to being paid.

**International Financial Reporting Standards (IFRS)** – are a set of international accounting standards that govern the accounting treatment and reporting of transactions in financial statements.

**Inventories** – are assets in the form of materials or supplies to be consumed in a production process or rendering of services.

**Investment property** – is a category of long-term assets, which is held for its investment potential and is not used in the delivery of services.

**Lessee** – is an entity that holds an agreement that allows the use of an asset for a period of time in exchange for a payment or series of payments.

**Lessor** – is an entity that leases an asset to a lessee.

**Liabilities** – are the council's debts and obligations.

**Loans and Receivables** – is a category of financial instrument that has fixed or determinable payments but is not quoted on an active market.

**Long-Term Assets** – is the value of the council's property, equipment and other capital assets minus depreciation, which are expected to be useable for more than one year after the balance sheet date.

**Long-Term Borrowing** – is the total of loans repayable after more than one year of the Balance Sheet date.

**Long-Term Debtor** – is an individual or body that owes money to the council, but which is not due within one year of the Balance Sheet date.

**Long-Term Investments** – are financial instruments with a maturity date after more than one year of the Balance Sheet date.

**Major Repairs Reserve** – this is a statutory reserve used to finance the HRA capital programme.

**Materiality** – a measure of the significance of information potentially to be included in the financial statements, whereby its omission, misstatement or obscuration could reasonably be expected to influence decisions that the primary users make on the basis of those financial statements. Materiality is important for influencing what figures should be included in the financial statements, how precise those figures need to be, and how much additional information needs to be provided about them.

**Member Contributions** - amounts paid into a pension fund by employees to provide for the future payment of their pensions.

**Money Market Funds** - collective investment schemes in which a number of investors put their money, which is then invested by the fund manager in a portfolio of highly liquid and low risk investments.

**Monitoring Officer** – this is a statutory role; this officer is responsible for ensuring that the council operates within the law.

**Net Assets** – is the amount by which the total assets exceed the total liabilities in the Balance Sheet.

**Net Book Value** – this is the cost or valuation of an asset less cumulative depreciation.

**Net Current Replacement Cost** – is the cost of replacing or recreating the particular asset in its existing condition and in its existing use.

**Non Current Asset** – is an asset which is not expected to be consumed within one year of the Balance Sheet date.

**Non Domestic Rates** – also known as Business Rates, this is a tax on local business properties, the tax is set by the government but collected by local authorities.

**Non Ring-fenced Government Grants** – grant monies paid by the government to support the council's general revenue expenditure.

**Operating Leases** – this is a lease contract that allows for the use of an asset but does not convey rights of ownership of the asset.

**Overheads** – are indirect costs which cannot be directly attributed to a service.

**Portfolio/ Portfolio Holder** – portfolios are groupings of services determined by members of the council. A member of the council's cabinet is responsible for each of the portfolios and is the portfolio holder.

**Past Service Cost (Pensions)** – is the increase in liabilities arising from current year decisions whose effect relates to years of service earned in earlier years. Those decisions may include additional enhanced benefits on retirement or any discretionary benefits granted.

**Pension Scheme Liability** – is the difference between the total amounts due to be paid to retirees and the assets available to meet those payments.

**Pension Reserve** – is an unusable reserve that reflects the net liability/asset in the pension fund.

**Pooled Investment Funds** - collective investment schemes in which a number of investors pool their money, which is then invested in a portfolio of assets.

**Pooled Investment Funds Adjustment Account** - the unusable reserve that accumulates the gains and losses arising from changes in the fair value of investments in qualifying pooled investment funds, as required by statutory provisions. The balance is released to revenue when the investment is disposed of.

**Precepts/Preceptors** – are amounts levied on the council, by other local authorities (preceptors), which the council is required to collect and distribute tax for.

**Prior Period Adjustment** – is an adjustment that arises from a change in accounting policies or to correct a material error. Prior period figures are corrected by amending opening balances and comparative amounts for the prior period.

**Property Fund** - collective investment schemes in which a number of investors put their money, which is then invested by the fund manager in a portfolio of commercial properties.

**Property, Plant and Equipment (PPE)** – are tangible long-term assets that are used in the provision of services and are expected to be used for more than one year.

**Provision** – is where the Council has a probable but uncertain economic obligation, and an estimate of that obligation is set aside to meet a future liability.

**Provision for Non Domestic Rates Appeals** - local authorities are liable for the cost of refunds from successful appeals against business rates valuations. A provision is recognised as an estimate of the Council's proportionate share of the potential liability.

**Provision for the Financing of Capital Investment** - councils are required to set aside a prudent amount of revenue each year for the repayment of debt (as measured by the underlying need to borrow, rather than actual debt). This is also known as the Minimum Revenue Provision.

**Public Works Loan Board (PWLB)** – is a government body that issues central government loans to local authorities.

**Remuneration** – are amounts paid to or receivable by an employee and amounts due by way of expenses allowances (as far as those amounts are chargeable to UK Income Tax) and the monetary value of any other non-cash benefits.

**Rent Allowances** – are housing benefit payments relating to property rents where the council is not the landlord.

**Rent Rebates** – are housing benefit payments relating to property rents where the council is the landlord.

**Residual Value** - is the amount that the council expects to receive for an asset at the end of its useful life less any anticipated disposal costs.

**Retirement Benefits** – are all forms of consideration given by an employer in exchange for services rendered by employees that are payable after the completion of employment. Retirement benefits do not include termination benefits payable as a result of either:

- i) an employer's decision to terminate an employee's employment before normal retirement date; or
- ii) an employer's decision to accept voluntary redundancy in exchange for those benefits, because these are not given in exchange for services rendered by employees.

**Revaluation Reserve** – this is an unusable reserve to reflect movements in Property, Plant and Equipment assets resulting from upward revaluations, and downward revaluations to the extent that there has been a previous upward revaluation.

**Revenue Expenditure Funded from Capital under Statute (REFCUS)** – this is expenditure which may properly be capitalised in accordance with statute but where no tangible long-term asset is created.

**Revenue Support Grant (RSG)** – is a general government grant that is not ring-fenced. It is based on the Government's assessment of the council's spending need, its receipt from NDR and its ability to generate income from Council Tax.

**RICS** - Royal Institution of Chartered Surveyors - responsible for the professional standards applied in valuing local government property.

**Right of Use Asset** – in IFRS 16 lease accounting, an asset that represents a lessee's right to use a leased item over the duration of an agreed lease term.

**Scheme Liabilities (Pensions)** – the liabilities of the defined benefit pension scheme for outgoings due after the valuation date. Scheme liabilities are measured using the projected unit method and reflect the costs of future benefits that the employer is committed to providing for.

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**WINCHESTER CITY COUNCIL**  
**GLOSSARY OF TERMS**

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**Section 106 Receipts** - Monies received from developers and other parties to compensate for the adverse impact of granting planning permission (e.g. building a community facility to service a new housing development).

**Section 151 Officer** – this is a statutory role; every local authority is required to make arrangements for the proper administration of its financial affairs; the council's S151 officer has the responsibility for the administration of those affairs.

**Settlement (Pensions)** – arises when a council enters into a transaction that eliminates all further legal or constructive obligation for part or all of the benefits provided under a defined benefit plan. Settlements have the effect of extinguishing a portion of the plan liabilities, usually by transferring plan assets to or on behalf of plan members to their new employer or an insurance company in settlement of the obligation.

**Short-Term Borrowing** – is a loan repayable within one year of the Balance Sheet date.

**Short-Term Creditor** – is an individual or body to whom the council owes money that is due for payment within one year of the balance sheet date.

**Short-Term Debtor** – an individual or body that owes money to the council that is due for payment within one year of the Balance Sheet date.

**Short-Term Investments** – are financial instruments with maturity dates within one year of the Balance Sheet date.

**Soft Loan** – is a loan with a rate of interest that is below the market rate.

**Straight Line Basis** – is a method used to apportion depreciation equally over the applicable number of periods.

**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.

**Trading Account** – is a separate account prepared to determine the gross profit or loss of a business concern.

**Unusable Reserves** – amounts set aside that the council is not able to use to fund expenditure.

**Unrealised Gains and Losses** – are movements in the value of an asset but the assets have yet to be sold.

**Usable Reserves** – amounts set aside that the council is able to use to fund expenditure.

**Useful Life** – the period over which the council will derive benefits from the use of a long-term asset.

**Write-off** - the derecognition of an asset (such as a debtor) from the Balance Sheet when it becomes probable that the Council will not recover any further value from the asset. This does not preclude the Council from continuing attempts to (e.g.) recover a debt.

## **1. BUILDING CONTROL ACCOUNT**

The Building (Local Authority Charges) Regulations 2010 require the setting of a scheme of charges, the recovery of costs and the disclosure of an annual statement in respect of the Building Regulation function. This scheme is renewed annually, and the fee structure published on the council's website.

Some of the activities of the Building Control Unit cannot be recharged. These include enforcement, advisory, consultative and public protection activities. The council is expected to set the fee level to ensure that, taking one financial year with another, the fees as nearly as possible equate to the expenses incurred in performing its chargeable Building Control activities.

	<b>2024/25</b>
	<b>£000</b>
Chargeable Costs	603
Chargeable Income	<u>(463)</u>
<b>Net (surplus) or deficit</b>	<b>140</b>
Building Control Earmarked Reserve (deficit brought forward)	289
<b>Deficit carried forward</b>	<b>429</b>

In order to support compliance with *The Building (Local Authority Charges) Regulations 2010 (SI 2010/404)* an earmarked reserve was created in 2011/12 to hold surpluses made on chargeable activity. Local Authorities are required to monitor the break-even position on chargeable activities and demonstrate taking 'one financial year with another' to ensure the chargeable service 'as nearly as possible equates to the costs incurred'.

This information has been approved by the Strategic Director Services, being the acting responsible officer under Section 151 of the Local Government Act 1972(4).

Signature: ..... Date: .....

**Liz Keys**  
**Chief Financial Officer, Section 151 Officer**

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**WINCHESTER CITY COUNCIL**  
**STATUTORY PUBLICATION OF INFORMATION AS AT 31 MARCH 2025**

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## **2. CHARGES FOR PROPERTY SEARCHES**

The Local Authorities (England) (Charges for Property Searches) Regulation 8 allows the Council to charge for answering enquiries about a property. These charges are at the council's discretion but must have regard to the costs involved. With respect to these charges the following information is required to be published for every financial year:

	<b>2024/25</b>	<b>£000</b>
Income from charges under regulation 8 (answering queries)	298	

This information has been approved by the Strategic Director Services, being the acting responsible officer under Section 151 of the Local Government Act 1972(4).

Signature: ..... Date:

**Liz Keys**  
**Chief Financial Officer, Section 151 Officer**



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