

Decisions taken by the Cabinet on Thursday, 11 February 2021

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Part A – Items considered in public

A6	General Fund budget 2021/22	<p><u>That it be recommended to Council to:</u></p> <ol style="list-style-type: none"> 1. Agree the level of General Fund Budget for 2021/22, and recommend the summary as shown in Appendix A of CAB3289. 2. Support the investment proposals set out in section 15 of this report, including: <ol style="list-style-type: none"> a. Additional staff provision to support the delivery of the Movement Strategy at an annual cost of £60,000 b. £60,000 per 	<p>The Council is facing very significant financial pressures as a result of Covid 19 and the impact this has had to council services. CAB3276 dated December 2020 highlighted a forecast deficit of £3.7m. The latest “lockdown” will only add pressure to these forecasts.</p> <p>Report CAB3289 sets out the current challenge, updates members on the impact of the recent Government Settlement, on progress with work to reduce net operating costs and includes proposals to ensure a balanced budget can be maintained in 2021/22 whilst supporting the delivery of the key priorities</p>	<p>The option to fund a greater percentage of potential shortfalls from reserves has been considered. However, this is not recommended. The Transitional Reserve has been established to mitigate the risk of future budget shortfalls and is proposed to be used for this purpose if required. However, greater reliance on reserves would severely weaken the council’s capacity to manage projects moving forward.</p> <p>The option of taking a harder line on budget savings and identifying more than the £3m included in this report has also been considered. Scope for achieving this does</p>
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		<p>annum in to cover potential additional costs in relation to Meadowside leisure centre</p> <p>c. Increased provision for Local Council Tax Support, with £169,000 additional one off provision to the Council’s Hardship Fund, funded directly from Government grant</p> <p>d. Provision of £250,000 to meet Covid related/recovery costs in 2021/22 funded from the “tranche 5” Covid grant confirmed in the Government Settlement.</p>	<p>of the Council Plan.</p> <p>The budget sets the revenue financial resources for the 2021/22 financial year with which the Council can utilise to provide public services, including any changes to Council Tax levels. The general fund budget is consolidated to take into account the latest known funding allocations through central government as well as from locally raised Council Tax, Business Rates (after government levies and tariffs) and fees and charges.</p> <p>The current tax is £143.09 at Band D for City Council services, and £71.27 for Winchester Town. It is proposed to increase the District tax for 2021/22 by three percent to £147.38 and</p>	<p>exist but would have a direct impact on service levels and service quality. With the uncertainty that exists regarding future funding, the recommended balance between savings and use of reserves to achieve a balanced budget is considered reasonable.</p>

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		<p>e. Additional revenue budget provision, funded from the Major Investment Reserve, of £2m required to fund Central Winchester Regeneration project work in 2021/22 and 2022/23, subject to the approval of the business case which will be brought to Cabinet later in the year.</p> <p>f. Additional revenue provision, funded from the Major Investment Reserve of £250,000 to fund the creation of an interim open space at the Friarsgate site in Winchester.</p>	<p>the town forum have proposed a three percent increase to £73.41 (Band D equivalent).</p>	

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		<p>3. Approve the savings proposals set out in section 16 of the report, including:</p> <ul style="list-style-type: none"> a. The implementation of “cashless parking”, phased over 2 years. b. Fees and charges for services to be increased by an average of 3% (not including parking charges or garden waste, where no increase is proposed for April 2021) c. Building Control fees increase by 10% on average. d. That no additional revenue contributions be 		

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		<p>made to the Property and Asset Reserve and that use of the reserve be reviewed as part of the refresh of the Asset Management Strategy in 2021.</p> <p>e. That the annual revenue contribution to the Car Park and Transport reserve be reduced to £150,000 per annum for the next four years</p> <p>f. The budget for “small grants” is reduced by £15,000</p> <p>g. A one year grant agreement based on a maximum grant of £147,200</p>		

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		<p>for “Play to the Crowd”.</p> <p>h. That financial support for the annual Criterium event is not continued.</p> <p>4. That £1.5m be transferred from the Transitional Reserve to the Major Investment Reserve to ensure sufficient resources are available to cover major investment after accounting for the CWR provision set out in recommendation 2 e) above.</p> <p>5. That the policy as previously agreed by the Council on 14 July 1999 (min 186 refers) is confirmed to treat all expenses of the Council</p>		

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		<p>as General Expenses other than those specifically identified and itemised in the Winchester Town Account. In consequence of which the sum of £1,061,591 be treated as Special Expenses under Section 35 of the Local Government Finance Act 1992 in respect of the Winchester Town area, Appendix D.</p> <p>6. That the Council Tax for the Special Expenses in the Winchester Town area at Band D for 2021/22 be increased to £73.41.</p> <p>7. That the deficit balance on the Council Tax Collection Fund for distribution to this</p>		

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		<p>Council, calculated in January 2021 of £153,843.75, be approved.</p> <p>8. Recommend the level of Council Tax at Band D for City Council services for 2021/22 be increased to £147.38.</p> <p>9. Note the Council Tax requirements per parish area, listed in Appendix E.</p>		
A7	Capital Investment Strategy 2021-2031	<p><u>That it be recommended to Council that*:</u></p> <p>1. The Capital Programme and Capital Programme Financing (Appendices A and B to the report CAB3283) be approved.</p> <p>2. The Minimum Revenue</p>	<p>The Capital Investment Strategy sets out the Council's capital spending programme and the principles which underpin this in order to deliver the desired priorities as set out in the Council Plan.</p> <p>It details the overall</p>	None.

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		<p>Provision (MRP) Policy Statement (Appendix E) be approved.</p> <p>3. The Flexible Use of Capital Receipts Strategy (Appendix G) including the proposed use of capital receipts towards severance costs be approved.</p> <p>4. The Prudential indicators detailed in the report and its appendices be approved.</p> <p><i>*NB recommendations to Council are not subject to call-in</i></p> <p><u>The following recommendations were approved by Cabinet (subject to call in):</u></p>	<p>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.</p> <p>It includes several prudential indicators as required by the CIPFA Prudential Code for Capital Finance and the Ministry of Housing, Communities & Local Government (MHCLG) Statutory Investment Guidance and, in addition to outlining how the Council ensures it has access to the right knowledge and skills (internal and external), it details how it ensures elected Members have sufficient knowledge and skills to undertake their governance role.</p>	

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		<p>5. That subject to Council approval of the capital programme, IMT equipment and software expenditure (£534,000 in 2021/22) be approved as detailed in paragraph 11.8.6 of report CAB3283.</p> <p>6. That, subject to Council approval of the capital programme, approves additional expenditure of £250,000 on essential repairs to the Weirs as detailed in paragraph 11.2.2 of report CAB3283.</p> <p>7. That authority be delegated to the S151 officer, in consultation with the Cabinet member for Housing and Asset Management to approve expenditure of up to</p>		

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		<p>£260,000 on decarbonisation works to City Offices, as outlined in paragraph 11.2.2, to enter into the grant agreement with Salix and to implement the project, subject to a satisfactory business case and Council approval of the capital programme.</p> <p>8. That the requirement to ensure Members have the right knowledge and skills to undertake their governance role be noted.</p>		
A8	Treasury Management Strategy 2021/22	<p><u>That the following be recommended to Council:</u></p> <p>1. That the Treasury Management Strategy Statement which includes the Annual Treasury Investment</p>	Report CAB3282 sets out the proposed Treasury Management Strategy Statement, including the Annual Investment Strategy for the Council for 2021/22. Following the Council's declaration of a Climate	The Council could elect to bring all treasury management activity back in-house. This option has been rejected as the arrangement with Hampshire County Council's Investments and Borrowing team provides

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		<p>Strategy for 2021/22 (and the remainder of 2020/21) is approved;</p> <p>2. That authority is delegated to the Section 151 Officer to manage the Council’s high yielding investments portfolio and long term borrowing according to the Treasury Management Strategy Statement as appropriate; and</p> <p>3. That authority is delegated to the Section 151 Officer, who in turn discharges this function to Hampshire County Council’s Director of Corporate Resources, as agreed in the Service Level Agreement, to manage all Council</p>	<p>Emergency in June 2019 the Investment Strategy (Section 16) includes a commitment not to make equity investments either directly or indirectly (via pooled funds) in companies directly involved in the fossil fuel industry.</p> <p>In addition, following recently announced changes to the Public Works Loans Board (PWLB) lending criteria which precludes a local authority from borrowing from PWLB for any purpose if it plans to purchase assets primarily for yield, the Borrowing Strategy (section 15) confirms the Council has no such plans.</p>	<p>significant resilience and economies of scale.</p> <p>The Council could make more risky investments than those proposed in the Strategy to increase its yield. This has been rejected as priority is given to ensuring security and liquidity in line with the key principles of the CIPFA Treasury Management Code.</p>

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		investments (other than the high yield portfolio) and short term borrowing according to the Treasury Management Strategy Statement as appropriate.		
A9	Housing Revenue Account budget 2021/22 and procurement of term maintenance contracts	<p><u>That it be recommended that Council*:</u></p> <ol style="list-style-type: none"> 1. Approve the 2021/22 Housing Revenue Account budget as detailed in Appendices 1 and 2 to report CAB3290. 2. Approve a rent increase in 2021/22 in accordance with the Government's national rent standard (September CPI + 1%) resulting in an average rent increase of 1.5%. 	<p>Report CAB3290 requests approval for the proposed HRA revenue budget for 2021/22, as detailed in Appendices 1 and 2.</p> <p>The report also requests approval for the capital programme budget proposal for 2021/22 and 10 year plan to 2030/31. These figures are detailed in Appendices 3 and 4, taking account of the funding shown in Appendix 5.</p> <p>The proposed HRA Business plan 2020/21 to 2049/50 was reported to Cabinet in December, and this</p>	<p>Indicative modelling has demonstrated that if the new housing delivery target is reduced by 1,112 units that the need to borrow would reduce from an extra £250m to only £26m over the life of the plan with debt at year 30 reduced to £200m. However the remaining level of new build would be insufficient to use all the expected RTB 1-4-1 receipts and c. £94m would need to repaid to central government.</p>

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		<p>3. Approve the HRA capital programme as set out in appendices 3 and 4 of report CAB3290.</p> <p>4. Approve capital expenditure in 2021/22 of £11.027m for the Maintenance, Improvement and Renewal programme as detailed in Appendix 3 of the report, in accordance with Financial Procedure Rule 7.4</p> <p>5. Approve funding for the HRA Capital Programme, as detailed in Appendix 5 of report CAB3290.</p> <p>6. Approve the HRA Financial Plan operating account extract, including annual working balances, as detailed in Appendix 6</p>	<p>confirmed that the HRA Business plan was both viable and sustainable. A summary extract of the 30 year revenue operating account is included in Appendix 6.</p> <p>The report includes details of the HRA term maintenance contracts and seeks Cabinet approval for the proposed procurement actions requested.</p>	

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		<p>of report CAB3290.</p> <p>7. Approve the creation of an Energy Officer post to facilitate the council’s carbon reduction agenda and embed it within the current and future housing stock at a cost of £53k.</p> <p>8. Agree to support the proposed increase in capital funding of £2.5m in retro fitting capital funding which will increase the funding available for climate change initiatives over the next 10 years to £15.675m (including inflation) .</p> <p>9. Agree to support the proposal for a £10m investment in the</p>		

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		<p>purchase of a potential site for new housing development, as well as £0.5m for nitrate mitigation offset measures.</p> <p>10. Agree to support the allocation of an additional £0.2m of investment as described at paragraph 17.2 of the report for sewage treatment works</p> <p>11. Approve the increase in budgetary provision of £0.064m to support the increase in costs of the current 1 year Orchard contract and enable officers to procure a longer term 3 year contract.</p> <p>12. That an additional one off</p>		

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		<p>sum of £0.5m, funded from the existing HRA balance, be set aside to fund additional support for Council tenants and that officers bring forward formal proposals in July 2021, following discussions with TACT and tenants</p> <p><i>*NB Recommendations to Council are not subject to call-in</i></p> <p><u>The following recommendations were agreed by Cabinet (subject to call-in):</u></p> <p>13. Approve that, subject to the agreement of the contractor, the housing term maintenance contracts (Lot 1 - day to</p>		

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		<p>day responsive repairs and Lot 2 - repair and re-instatement of empty properties), currently awarded to Osborne Property Services Ltd, be extended for a further and final period of five years (from 1/8/2021 to 31/7/2026) in accordance with Exception to Contract Procedure Rules 41.1(e).</p> <p>14. Agree that, the current contract (with British Gas T/A PH Jones) for heating appliance servicing and responsive repairs not be extended beyond 30/9/2021 and that, for the new contract, delegated authority be given to the Strategic Director - Services following consultation</p>		

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		<p>with the Cabinet Member for Housing and Asset Management to:</p> <ul style="list-style-type: none"> a. select a suitable competitive procurement option b. Select and subscribe to (if deemed appropriate and necessary) an existing external Framework agreement to procure these works. c. select and invite contractors to be invited to tender or mini-competition d. evaluate tenders e. select a preferred bidder and prepare, award 		

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		<p align="center">and enter into the contract</p> <p>15. Approve that the evaluation for heating appliance servicing and responsive repairs tender be assessed on the basis of Most Economically Advantageous Tender and the tender model utilised to be 50% Cost, 50% Quality.</p> <p>16. Agree that authority is delegated to the Service Lead – Legal to prepare and enter into the contracts to enable the extension of the contract with Osborne and a contract for the heating appliance servicing and responsive repairs of the city councils housing stock.</p>		

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A10	Annual Council Plan refresh 2021/22	<p><u>That it be recommended to Council:</u></p> <ol style="list-style-type: none"> 1. That Council approves and adopts the refreshed Council Plan. 2. That delegated authority be granted to the Strategic Director: Resources, in consultation with the Leader, to make minor typographical corrections and manuscript updates to the Plan. 	<p>The Council Plan 2020 – 25 was adopted at the Full Council meeting on 15 January 2020 and outlines the strategic priorities and outcomes that the council aims to achieve by March 2025.</p> <p>Report CAB3286 sets out a refreshed Council Plan which refines the actions and objectives for the coming years, taking into consideration the impact of and recovery from the COVID-19 pandemic.</p>	<p>The council could choose not to refresh the Council Plan, however it is deemed prudent to refine the actions that contribute to the delivery of the priorities annually to ensure the plan outcomes remain achievable and fit for purpose.</p>
A11	Minute extract from Winchester Town Forum held 28 January 2021	<p>That authority be given to incur expenditure of pre-construction costs of up to £30,000 in accordance with Financial Procedure Rule 7.4, financed by the Open Space monies in</p>	<p>Report WTF295 which was co January 2021 identified the wo consultants, outlines the scope cost of £1.4m. It also identified planning application for the der larger pavilion and makes reco</p>	<p>The option to not replace existing pavilions at both sites and to continue to maintain them has been considered. However, this cannot be recommended. They are</p>

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		<p>recommendation 6 of report WTF295 and that this work proceeds at financial risk to the Town Forum.</p>		<p>considered to be beyond their useful life, do not provide appropriate disabled access and have very poor thermal efficiency.</p> <p>The option of replacing the two existing KGV Pavilions, with two newly constructed pavilions as apposed one larger one, was discounted as being more costly, the extra over budget needed for two individual Pavilions would be in excess of £200,000.</p>
<p>A12</p>	<p>Meadowside Leisure Centre – Update on Operator Tender (less exempt appendices)</p>	<ol style="list-style-type: none"> 1. That Everyone Active be awarded the operator contract to manage Meadowside Leisure Centre based on their variant bid for a period of ten years with a five year optional extension. 2. That a capital budget and expenditure for 	<p>Meadowside Leisure Centre provides a much valued facility serving the southern parishes of the District. It provides for both leisure and sporting opportunities and allows community activities to be accommodated. It also provides a base for the Whiteley Town Council.</p>	<ol style="list-style-type: none"> 1.1 <u>Close the site altogether and dispose of it.</u> This was rejected due to its impact on the local community and previous decision to invest in facilities in the Southern parishes to support the growing population in Whiteley. Advantages of this

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		<p>Meadowside Leisure Centre totalling £300,000 be approved, funded by prudential borrowing and that capital budget be incurred as noted in the estimated financing costs outlined in section 2.2 of report CAB3285.</p> <p>3. That additional revenue expenditure, (averaging £56,000 per annum over 15 years, based on the variant bid be approved, (which includes provision for the Council’s capital financing costs), be met from the base budget provision included in the proposed 2021/22 General Fund budget set out in CAB3289 elsewhere on this agenda.</p>	<p>An interim contract for the operation of the centre has been in place since September 2020 and a tender process has now been completed for the longer term. Cabinet (CAB 3194) approved the procurement and evaluation process for this.</p> <p>Having completed the tendering process report CAB3285 now seeks approval to award the contract for the operation of the Meadowside Leisure Centre.</p>	<p>approach:</p> <ul style="list-style-type: none"> • No ongoing running costs for the council • Capital receipt from the sale • Whatever the site will be used for will bring an environmental benefit • This option does not depend on interest from the market (other than the future sale of the site) • Low risk option as it involves closure and disposal of the site <p>Disadvantages of this approach:</p> <ul style="list-style-type: none"> • Loss of accommodation for Whiteley Town Council who would require another facility in the town

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		<p>4. That costs in the first year be based on actual net operating costs, assessed on an “open book” basis, with all additional costs over and above the approved budget being met from “tranche 5” of the Government Covid-19 grant, future leisure grant allocations or a mix of the two.</p> <p>5. That authority be delegated to the Service Lead - Legal to prepare, negotiate and enter into an operator contractor based on the Sports England template and associated agreements.</p>		<p>centre and they would lose the changing rooms for their grass pitches</p> <ul style="list-style-type: none"> • Negative impact on sport and leisure participation in Whiteley and the surrounding area • Loss of a community sports facility. <p>1.2 <u>Delay start of Operator Contract</u> This was rejected due to the impact on the business and the operator see risks below:</p> <ul style="list-style-type: none"> • The centre will be closed for a period and customers will migrate to other leisure facilities during this closure. Given the level of competition in the

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				<p>area, there is a risk that once lost, the customers might not return</p> <ul style="list-style-type: none"> • The Council will have changed the terms of the tender, the operator would be entitled to make a claim for loss of income consequent to this change • As MLC is located in an area of high competition for health and fitness facilities and this area makes up a significant proportion of the income (circa 50%), the potential impact on the management fee would be significant. <p>1.3 <u>Extend the Interim</u></p>

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				<p><u>Leisure Centre Contract</u></p> <p>This was rejected as there would be a further period of uncertainty for both the community and the operator which could result in additional costs to the Council and potentially a sub-optimal operation.</p> <ul style="list-style-type: none"> • If the interim contract were to be extended then the Council will be liable to pay costs especially if Covid-19 guidelines continue or there is another lockdown • The interim contract does not have the full specification of participation and other targets so the longer the Council is locked into that arrangement,

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				<p>the longer the period that the operator would not be required to deliver against them.</p> <p>1.4 <u>Managing the Leisure Centre In-house</u></p> <ul style="list-style-type: none"> • By bringing the service back in-house, the Council would take on the responsibility for all staffing, operational and asset risk for the centre. As the Council has not managed Meadowside Leisure Centre directly since 2011 it does not have the in-house expertise to complement and manage the customer-facing staff at the facility • The centre would

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				<p>become a standalone operation within an area where there is lots of competition (rather than having the backing and support of a major operator). In this situation, it would be difficult for it to compete with nearby facilities and it is likely that income levels would drop. As a guide, the council's Consultant's Facilities Index, which is a database of financial performance from just over 1,650 public leisure facilities in the UK, highlights that the average income per visit from an in-house leisure facility is £2.99 compared to £4.59 for outsourced facilities</p>

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				<ul style="list-style-type: none"> • Staffing costs would inevitably rise as a guide, a London borough recently brought their service back in house and staffing costs increased by around 35% • There would be a loss of the mandatory NNDR relief on the building as the occupier of the building would no longer be a charitable trust • It is likely that the Council would not be able to grant itself a similar level of VAT exemption on income that Everyone Active benefits from, which would further increase the annual net cost of
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				<p>the centre</p> <ul style="list-style-type: none"> • The process of bringing the operation back in-house, the transfer of staff and setting up of the required internal team to manage it would be time consuming and would incur additional costs. <p>2 <u>Conclusion</u> 2.1 MLC provides a much valued facility serving the southern parishes of the District. It provides for both leisure and sporting opportunities and allows community activities to be accommodated. It is also provides a base for the Whiteley Town Council. It is also an important part of the District's built sports</p>

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				<p>facilities and if lost would leave a gap in provision in the area.</p> <p>2.2 The centre has much potential and the recent investment already made by the council together with that proposed in Everyone Active’s bid will significantly enhance its usability, flexibility and usage.</p> <p>2.3 The bid received through the tendering process does require both a capital investment by the council and an ongoing fee to be paid to Everyone Active. Considering the size of the centre and the local competition that exists in the area particularly for fitness gyms this is not</p>

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				<p>surprising. There is, however, provision in the contract for any financial over performance against forecast figures to be shared equally with the Council and this would be used to offset the management fee. There is no guarantee that this will occur, however, considering the development that is being undertaken in the area and the need to meet a growth in demand from new and existing residents this is a welcome inclusion.</p> <p>2.4 Taking that all into account it is recommended that that Everyone Active should be appointed to run MLC for the Council based on</p>

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