

**Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons | Alternative Options |
|----------------|-------|----------|---------|---------------------|
|----------------|-------|----------|---------|---------------------|

**Part A – Items considered in public**

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|----|--|---|--|---|
| A7 | Sir John Moore Barracks Concept Masterplan | <ol style="list-style-type: none"> <li>1. That the concept masterplan process be noted, including the public engagement strategy undertaken by the applicants which has helped to inform the preparation of the concept masterplan for Sir John Moore Barracks and has been undertaken following the Council's master planning framework process; and</li> <li>2. That the Sir John Moore Barracks Concept Masterplan Vision Document, that is attached as Appendix 1 to report CAB3473 be</li> </ol> | <p>Land at Sir John Moore Barracks is a site which has been allocated within Winchester City Councils Proposed Submission Local Plan (Regulation 19) (policy W2). The policy sets out the requirement for 750-1000 dwellings, mixed uses and a park and ride facility.</p> <p>The site is currently located outside of the existing settlement boundary in the countryside, part of the site is located in the settlement gap, part of the site is previously developed land and there is landscape and conservation value to the site.</p> <p>The setting of the site and its</p> | <p>Emerging local plan policy requires any new application for development of this site to be preceded by, and consistent with a comprehensive masterplan. It is therefore appropriate for the concept masterplan to be considered and endorsed by Cabinet.</p> |
|----|--|---|--|---|

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision   | Reasons  | Alternative Options |
|----------------|-------|--|--|---------------------|
|                |       | <p>endorsed which will then become a material consideration to inform the development management assessment of the future planning application.</p> <p>3. That it be noted that Cabinet is not taking a decision on whether the candidate Site of Importance for Nature Conservation (SINC) will be agreed. This decision will be taken following the assessment and consideration of the future outline planning application.</p> | <p>military history means that an urban design led masterplan will need to be prepared and agreed in order to provide a clear vision and planning framework for its planned redevelopment and future use. The masterplan will help to deliver a high-quality development solution which responds positively to the site’s sensitive location in the countryside, the settlement gap between Winchester and village of Littleton, and reflects the sites characteristics, wider setting and history.</p> <p>The draft Local Plan has not been adopted. On the 15 November 2024, Winchester City Council formally submitted the Regulation 19 Local Plan to the Planning Inspectorate (PINS) for</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons  | Alternative Options |
|----------------|-------|----------|--|---------------------|
|                |       |          | <p>examination. As part of the submission of the Local Plan to PINS, there are a number of Proposed Modifications to the wording of the supporting text and Policy W2. These Proposed Modifications have not yet been the subject of public consultation. An Inspector has been appointed to examine the Local Plan at the time of writing this report no dates have been set for when the examination will take place. When more details are available on the Local Plan examination these will be published on the Local Plan examination website <a href="#">Local Plan Examination - Winchester District Local Plan</a>.</p> <p>The emerging Local Plan policy will require any future application at the site to be</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons  | Alternative Options |
|----------------|-------|----------|--|---------------------|
|                |       |          | <p>preceded by, and consistent with, a comprehensive and evidence-based site wide masterplan that has been undertaken following the Council’s conceptual master planning framework process. This will demonstrate how high-quality design will be delivered for the whole site which has involved and engaged with stakeholders and interested parties before it is endorsed by the local planning authority as a material consideration for development management purposes.</p> <p>The applicants have entered into a planning performance agreement with the local planning authority to enable the council’s planning team to comment on the site context and masterplan as it</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons  | Alternative Options |
|----------------|-------|----------|--|---------------------|
|                |       |          | <p>has evolved. The site promoter has undertaken a series of community events and where appropriate taken on board comments received.</p> <p>Report CAB3473 explains the process undertaken by the applicants in preparing their concept masterplan and seeks Cabinet endorsement for this concept masterplan prior to the submission of a related planning application. The concept masterplan approach for Sir John Moore Barracks has been undertaken in conformity with the master planning approach and framework process that is adopted by the Council.</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic                    | Decision  | Reasons   | Alternative Options   |
|----------------|--------------------------|---|---|---|
| A8             | Local Development Scheme | <ol style="list-style-type: none"> <li>1. That the updated interim Winchester District Local Development Scheme February 2025, as set out in Appendix 1 to report CAB3499, be approved and brought into immediate effect; and</li> <li>2. That authority is delegated to the Strategic Planning Manager, in consultation with the Cabinet Member for Place and Local Plan, to undertake minor updating and drafting of any amendments required prior to publication.</li> </ol> | <p>The Council has a statutory duty under the Planning and Compulsory Purchase Act 2004 (as amended) to prepare and maintain an up-to-date Local Development Scheme (LDS). The Chief Planning Officer has contacted all Local Planning Authorities and requested that they agree an updated LDS by 6 March 2025. The new LDS attached to the report (Appendix 1 of CAB3499) would fulfil this requirement by outlining a clear and realistic timetable for the adoption of the new Local Plan 2040<sup>1</sup> that will shortly be the subject of an examination and it also</p> | <p>It is a legal requirement for all Local Planning Authorities to have and maintain an up to date LDS and for the LDS to be accessible. The LDS is a project management tool and is able to be updated as required to ensure that it provides certainty to the local community and stakeholders about the preparation and subsequent adoption process of Development Plan Documents and it better avoids planning by appeal.</p> <p>Whilst there a number of key variables which are unknown at this stage, as mentioned in paragraph 11.5 of report CAB3499, the Chief Planning</p> |

<sup>1</sup> Note – Winchester City Council has a current Adopted Local Plan consist of Local Plan Part 1: Joint Core Strategy Adopted 2013 and Winchester District Local Plan Part 2: Development Management and Site Allocations Adopted 2017. We have been preparing a new plan to replace these Local Plans. Once adopted – that plan will be known as Local Plan 2040. Further to this, we will begin preparing another new Local Plan in accordance with the latest regulations.

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons   | Alternative Options   |
|----------------|-------|----------|---|---|
|                |       |          | <p>covers the production of the next Local Plan following that.</p> <p>Having an up-to-date Local Plan is extremely important as it ensures that the city council is able to demonstrate having a Housing Land Supply and so can better defend planning appeals and control where future development takes place. This report seeks approval for the adoption of an updated LDS, which replaces the previous version (August 2023).</p> <p>The LDS establishes a forward-looking framework including to guide the adoption of the new Local Plan 2040 and it also covers the preparation of the next Local Plan process in line</p> | <p>Officer has requested that all Local Planning Authorities submit an LDS to the Ministry of Housing, Communities and Local Government by 6 March 2025.</p> <p>Alternative timetables for the production of the LDS have been considered but in light of the uncertainties outlined above and need to meet the deadline of 6 March 2025, the LDS that is attached at Appendix 1 is considered to be the best option.</p> <p>The delivery of the next Local Plan within this timeframe will also help to demonstrate to the Inspector at the Local Plan 2040 examination that we are committed to delivering the governments new housing targets and importantly, we will also be</p> |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons   | Alternative Options   |
|----------------|-------|----------|---|---|
|                |       |          | <p>with current legislation and has been prepared to meet the request from the Chief Planning Officer. The preparation and the timing of the adoption of the next Local Plan is, however, dependent on the government issuing the Levelling Up and Regeneration Act secondary legislation which will include details about the revised plan-making system.</p> <p><i><sup>1</sup> Note – Winchester City Council has a current Adopted Local Plan consist of Local Plan Part 1: Joint Core Strategy Adopted 2013 and Winchester District Local Plan Part 2: Development Management and Site Allocations Adopted 2017. We have been preparing a new plan to replace these Local Plans. Once adopted – that plan will be known as Local Plan 2040. Further to this, we will begin preparing another new Local Plan in</i></p> | <p>able to maintain a 6 year housing supply and as indicated in paragraph 12.1 we are not planning by appeal.</p> |



Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No   | Topic                              | Decision  | Reasons   | Alternative Options  |
|------------------|------------------------------------|---|---|--|
|                  |                                    |   | <p><i>accordance with the latest regulations.</i></p>   |  |
| <p><b>A9</b></p> | <p>General Fund budget 2025/26</p> | <p><u><i>That Cabinet recommend to Council*:</i></u></p> <ol style="list-style-type: none"> <li>1. That the level of General Fund Budget for 2025/26 be agreed and recommend the summary as shown in Appendix A of report CAB3494.</li> <li>2. That the Greener Faster and carbon investment proposals be approved, used as the basis of this budget and as set out in the CAB3483 including:               <ol style="list-style-type: none"> <li>a. £135,000 additional budget per annum for the ongoing costs of providing the food waste collection service.</li> </ol> </li> </ol> | <p>The purpose of report CAB3494 is to consider and recommend to Council the 2025/26 General Fund Revenue Budget. The report details the proposals for additional savings, spending and investment for the year ahead in order to support core council services and enhance delivery of the priorities in the newly adopted Council Plan 2025-2030.</p> <p>The Medium-Term Financial Strategy (report CAB3483 in November 2024) set out the forecast position for the medium term. Projections have now been updated and the new Medium Term Financial Plan (MTFP) is</p> | <p>Consideration has been given to not increasing Council tax in 2025/26. However, it should be noted that the Government settlement and additional resources allocated to the Council is a one-year announcement and forecasts still indicate increasing deficits in future years and therefore this cannot be recommended.</p> |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision   | Reasons  | Alternative Options |
|----------------|-------|--|--|---------------------|
|                |       | <p>b. £460,000 one-off budget to fund the phased roll out of the food waste service from October 2025, without government funding.</p> <p>3. That in relation to the Healthy Communities priority of the new Council Plan:</p> <p>a. the revised income bands for the Council Tax Reduction scheme for working age applicants (set out in appendix E of the report) that ensure claimants continue to receive the appropriate level of support</p> | <p>shown at Appendix A. This shows that, although the council’s immediate financial position to 2027 is stable, there are increasing forecast deficits in the longer term.</p> <p>To address these future pressures, the Council has a well-established, organisation wide transformation programme to close the £3m gap in funding within 3 years.</p> <p>Transformation Challenge 2025 (TC25) has identified ongoing savings of £1.29m per annum which have been removed from the baseline budget. Transformational changes over the next few years are underway, focusing on digital redesign to enhance service delivery while producing savings; income generation; and</p> |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision   | Reasons                  | Alternative Options |
|----------------|-------|--|--------------------------|---------------------|
|                |       | <p>after the DWPs increase in Universal Credit rates be approved with effect from 1 April 2025.</p> <p>b. That the amendment of the Council Tax Reduction scheme for working age applicants to include all additional support and new disregards with effect from 1 April 2025 be approved, as set out in the report.</p> <p>c. That £15,000 from the Cost of Living Reserve be used to extend the Council Tax</p> | <p>contracts review.</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision  | Reasons | Alternative Options |
|----------------|-------|---|---------|---------------------|
|                |       | <p align="center">Exceptional Hardship Fund into 2025/26.</p> <p>4. That in relation to the Good Homes for All priority, additional investment of £300,000 per annum to fund increased demand for temporary accommodation to prevent homelessness be approved.</p> <p>5. That an additional £50,000 per annum be included to fund additional pressures on council contracts.</p> <p>6. That service income annual budgets be amended as follows, in response to revised estimates:</p> <p style="padding-left: 40px;">a. Garden Waste</p> |         |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision  | Reasons | Alternative Options |
|----------------|-------|---|---------|---------------------|
|                |       | <p>income increased by £30,000 (to reflect increases subscriptions, although partly off-set by increased contract costs of delivering the service to more households).</p> <p>b. Planning fee income reduction of £200,000 (to reflect the current reduced levels of applications received)</p> <p>7. That following a review of earmarked reserves they be amended as follows:</p> <p>a. £200,000 of the Transitional Reserve be re-allocated to the Thriving Places</p> |         |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision  | Reasons | Alternative Options |
|----------------|-------|---|---------|---------------------|
|                |       | <p>Reserve to invest one-off resources into planning enforcement.</p> <p>b. £2m of the Transitional Reserve be re-allocated to the Property Reserve to fund maintenance requirements of corporate properties.</p> <p>c. £902,000 of the Exceptional Inflation Reserve be re-allocated to the Car Parks Property Reserve to fund maintenance of and investment in parking.</p> <p>d. £425,000 from the</p> |         |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision | Reasons | Alternative Options |
|----------------|-------|----------|---------|---------------------|
|----------------|-------|----------|---------|---------------------|

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|  |  | <p>Major Investment Reserve be re-allocated to the Local Development Framework Reserve to fund Local Plan requirements.</p> <p>e. An additional £250,000 per annum be set aside into the Property Reserve, for the maintenance of and investment in operational assets.</p> <p>f. An additional £100,000 per annum be set aside into the Car Parks Reserve to fund maintenance of and investment in parking.</p> |  |  |
|--|--|--|--|--|

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision   | Reasons | Alternative Options |
|----------------|-------|--|---------|---------------------|
|                |       | <p>8. That the sum of £1,364,045 be treated as Special Expenses under Section 35 of the Local Government Finance Act 1992 in respect of the Winchester Town area as set out in section 16 and Appendix D of the report.</p> <p>9. That the Council Tax for the Special Expenses in the Winchester Town area at Band D for 2025/26 be increased by the maximum allowed under the referendum limit of 2.99% combined between the town and district.</p> <p>10. That the deficit balance on the Council Tax Collection Fund for distribution to this Council, calculated in January 2025 of</p> |         |                     |



**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision  | Reasons | Alternative Options |
|----------------|-------|---|---------|---------------------|
|                |       | <p>£142,787, be approved.</p> <p>11. That it be recommended that the level of Council Tax at Band D for City Council services for 2025/26 be increased to £163.66, an increase of £4.30 reflecting an average Council tax increase of 2.7%.</p> <p>12. That a Second Home premium for Council Tax which will take effect from 1 April 2026 (12 months' notice is required to implement this premium), and the adoption of exceptions (listed at Appendix F) in respect of properties included in the Council Tax Premium schemes be approved.</p> <p><u>That Cabinet approve:</u></p> |         |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| <b>Agenda Item No</b> | <b>Topic</b> | <b>Decision</b>   | <b>Reasons</b> | <b>Alternative Options</b> |
|-----------------------|--------------|---|----------------|----------------------------|
|                       |              | <p>13. That authority be delegated to the Corporate Head of Economy and Community, in consultation with the relevant Cabinet Member, to devise and agree:</p> <ul style="list-style-type: none"> <li>a. The Community and Voluntary Sector grant programme funding criteria, detailed outcomes, application processes and assessments and the allocation of grants.</li> <li>b. The UK Shared Prosperity Fund programme, implement and administer the scheme and the</li> </ul> |                |                            |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic  | Decision  | Reasons   | Alternative Options |
|----------------|--|---|---|---------------------|
|                |  | <p align="center">allocation of grants, in line with government guidance.</p> <p><i>*NB recommendations to Council are not subject to call-in.</i></p>  |   |                     |
| <b>A10</b>     | Housing Revenue Account (HRA) budget 2025/26 | <p><i>That Cabinet recommend that Council*</i></p> <ol style="list-style-type: none"> <li>1. Note the HRA Financial Plan operating account, including annual working balances, as detailed in Appendix 6 of report CAB3490.</li> <li>2. Approve the 2025/26 Housing Revenue Account budget as detailed in Appendices 1 and 2 to the report.</li> <li>3. Approve the proposed</li> </ol> | <p>Report CAB3490 requests approval for the proposed HRA revenue and capital budgets for 2025/26, and the 10 year indicative capital programme to 2034/35, as detailed in Appendices 1 to 4 and taking account of the funding shown in Appendix 5.</p> <p>Despite the continuing budget challenges outlined in the Budget Options report in November 2024, and further pressures arising since the November report, this report</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision   | Reasons   | Alternative Options |
|----------------|-------|--|---|---------------------|
|                |       | <p>capital programme for maintenance, improvements and renewals totalling £167.868m.</p> <p>4. Approve capital expenditure and delegate to the Strategic Director with responsibility for housing authority to enter into necessary contracts for the 2025/26 capital programme of £21.134m, as detailed in Appendix 3 of the report in accordance with Financial Procedure Rule 7.4.</p> <p>5. To approve the award of a contract, by direct award, for technology-based retrofit works of £4.3m per year in 2025/26, 2026/27 and</p> | <p>proposes a budget for 2025/26 and business plan to achieve the Council’s policy objectives to go greener faster, to support healthy communities and maintain the commitment to deliver 1000 new homes.</p> <p>Funding to go greener faster has been maintained and the changed new homes strategy to move towards buying as well as building is already seeing increased numbers of new homes for the council. The balanced budget has been achieved by identifying approximately £2m of savings in 2025/26 with minimal impact on service delivery.</p> <p>Energy costs remain significantly higher than historic levels and continue</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision  | Reasons  | Alternative Options |
|----------------|-------|---|--|---------------------|
|                |       | <p>2027/28 (totalling £12.8m), contingent on funding secured from the Department of Energy Security and NetZero Social Housing Fund Wave 3 Grant, equivalent to 190 properties over 3 years. (See Para 11.62 to 11.65 of the report).</p> <p>6. Approve the proposed 10 year capital programme for new homes totalling £237.7m, and expenditure of £5.255m in 2025/26, as detailed in appendix 4 of the report in accordance with Financial Procedure Rule 7.4,</p> <p>7. Approve the financing of the HRA Capital Programme as detailed in</p> | <p>to impact on many of the most vulnerable residents in our homes. To mitigate the additional energy costs for residents; to improve energy efficiency ratings; and to promote de-carbonisation of our council homes, the business plan retains the significant investment in retrofitting the stock, and, subject to award of grant funding, proposes introducing technology-based measures for properties that cannot achieve EPC-C ratings by economic fabric measures.</p> <p>The report proposes a 2.7% increase in rents, based on September CPI of 1.7% plus 1%, and the application of CPI+1% for the 5 years between 2026/27 and 2030/31, in line with</p> |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| <b>Agenda Item No</b> | <b>Topic</b> | <b>Decision</b>  | <b>Reasons</b>   | <b>Alternative Options</b> |
|-----------------------|--------------|--|--|----------------------------|
|                       |              | <p>Appendix 5 of the report, (noting the planned repayment of borrowing following the 1000 homes programme).</p> <p>8. Approve the revenue savings target of £2m outlined to Cabinet in the November options paper and subsequently consulted upon and summarised at appendix 7 of the report.</p> <p>9. Authorise the Section 151 Officer, in consultation with the Strategic Director with responsibility for Housing to approve the buy-back, during 2025/26, of individual former HRA properties sold under the Right to Buy, following positive financial</p> | <p>government policy. This aims to ensure that the HRA Budget remains sustainable and viable over the 30-year period whilst the Council adds to the housing stock through new build or acquisition, and continues to invest in the existing stock.</p> |                            |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision  | Reasons | Alternative Options |
|----------------|-------|---|---------|---------------------|
|                |       | <p>appraisal, utilising the unallocated New Homes budget (see para 11.26 of the report).</p> <p>10. Subject to the acceptance of the expression of interest to the Local Authority Housing Fund (LAHF) round 3:</p> <p style="padding-left: 40px;">a. Authorise the Strategic Director with responsibility for Housing to enter into a revised Memorandum of Understanding with Ministry of Housing, Communities &amp; Local Government to secure additional LAHF funding estimated</p> |         |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision   | Reasons | Alternative Options |
|----------------|-------|--|---------|---------------------|
|                |       | <p>at £2.841m</p> <p>b. Delegate authority to the Section 151 Officer to approve capital expenditure (subject to financial appraisal, in accordance with Financial Procedure Rule 7.4) of up to £6.0m to purchase up to 12 properties using the approved HRA unallocated new build budget, to be part-financed by LAHF grant with any balance via prudential borrowing.</p> <p>c. Authorise the Corporate Head –</p> |         |                     |



**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision  | Reasons | Alternative Options |
|----------------|-------|---|---------|---------------------|
|                |       | <p align="center">Asset Management and the Strategic Director with responsibility for Housing to purchase up to 12 properties. (Para 11.70-11.72 of the report)</p> <p>11. Approve the average rent increase for 2025/26 for all affordable, Shared Ownership and social housing of 2.7% based on the September 2024 CPI figure of 1.7% +1% (see para 11.6-11.7 of the report).</p> <p>12. Approve amendments to HRA tenant service charges in 2025/26 to reflect cost recovery</p> |         |                     |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision   | Reasons | Alternative Options |
|----------------|-------|--|---------|---------------------|
|                |       | <p>based on 2023/24 actual costs, subject to capping at 5% or £5, whichever is greater, and noting that capped charges will be subject to gradual increases in future years (see para 11.41 to 11.45 of the report).</p> <p>13. Note that the previously approved consultation on the move to full cost recovery for both private and tenant connections of the council’s sewage treatment works will now take place in 2025/26 (see para 11.46-11.51 of the report).</p> <p>14. Note that the draft HRA Business 30-year Plan is viable and sustainable and has the capacity to</p> |         |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic                                   | Decision  | Reasons  | Alternative Options  |
|----------------|---|---|--|--|
|                |   | <p>support the delivery of 1,000 new affordable homes.</p> <p><i>*NB recommendations to Council are not subject to call-in.</i></p>   |  |  |
| A11            | Capital investment Strategy 2025 - 2035 | <p><i>That Cabinet recommends to Council*</i></p> <p>1. That the Capital Investment Strategy be approved including:</p> <ul style="list-style-type: none"> <li>a) the Capital Programme and Capital Programme Financing (Appendices A and B to report CAB3495);</li> <li>b) the Minimum Revenue Provision (MRP) Policy Statement</li> </ul> | <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 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. At a time when financial resources are under pressure, careful</p> | <p>The council could elect to have no capital programme at all or to plan for an alternative programme. Both these options have been rejected as the council would no longer be able to meet its objectives.</p> |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic | Decision  | Reasons   | Alternative Options |
|----------------|-------|---|---|---------------------|
|                |       | <p>(Appendix E of the report);</p> <p>c) the Flexible Use of Capital Receipts Strategy (Appendix G of the report); and</p> <p>d) the prudential indicators detailed in the report and Appendix F.</p> <p><u>That Cabinet:</u></p> <p>2. That, subject to Council approval of the capital programme, the following capital expenditure in 2025/26 be approved:</p> <p>a) IMT equipment and software (£95,000) as detailed in paragraph 11.8.6 of the report.</p> <p>3. That the requirement to</p> | <p>decisions must be made when considering capital investments in order for the council to deliver the objectives of the council plan, and to achieve the best outcomes possible for the district's residents.</p> <p>It includes several prudential indicators that are required to be published by the CIPFA Prudential Code for Capital Finance and the Ministry of Housing, Communities and 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</p> |                     |

Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025

| Agenda Item No | Topic                                | Decision   | Reasons  | Alternative Options  |
|----------------|--------------------------------------|--|--|--|
|                |                                      | <p>ensure Members have the right knowledge and skills to undertake their governance role be noted and that the ongoing support and training offered to members is continued and enhanced as required.</p> <p><i>*NB recommendations to Council are not subject to call-in.</i></p> | governance role.   |  |
| <b>A12</b>     | Treasury Management Strategy 2025/26 | <p><i>That Cabinet recommends to Council:</i></p> <p>1. That the Treasury Management Strategy Statement which includes the Annual Treasury Investment Strategy for 2025/26 (and the remainder of</p>   | <p>Report CAB3496 sets out the proposed Treasury Management Strategy Statement, including the Annual Investment Strategy for the council for 2025/26.</p> <p>Following the council's declaration of a Climate Emergency in June 2019 the</p> | 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 significant resilience and |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision   | Reasons  | Alternative Options  |
|----------------|-------|--|--|--|
|                |       | <p>2024/25) is approved;</p> <p>2. That authority is delegated to the Section 151 Officer to manage the council’s pooled property investment 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 Operations, as agreed in the Service Level Agreement, to manage all council investments (other than the high yield portfolio) and short-term borrowing</p> | <p>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 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>economies of scale.</p> <p>The CIPFA Code does not prescribe any particular treasury management strategy for local authorities to adopt. The Section 151 Officer believes that the above strategy represents an appropriate balance between risk management and cost effectiveness. Some alternative strategies, with their financial and risk management implications, are listed in Table 11 at paragraph 20.2 of report CAB3496.</p> |

**Winchester City Council – Decisions taken by the Cabinet on Wednesday, 12 February 2025**

| Agenda Item No | Topic | Decision | Reasons | Alternative Options |
|----------------|-------|----------|---------|---------------------|
|----------------|-------|----------|---------|---------------------|

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|  |  | <p>according to the Treasury Management Strategy Statement as appropriate.</p> <p><i>*NB recommendations to Council are not subject to call-in.</i></p> |  |  |
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