



Meeting	Cabinet
Date and Time	Wednesday, 21st January, 2026 at 9.30 am.
Venue	Walton Suite, Guildhall, Winchester and streamed live on YouTube at www.youtube.com/winchestercc .

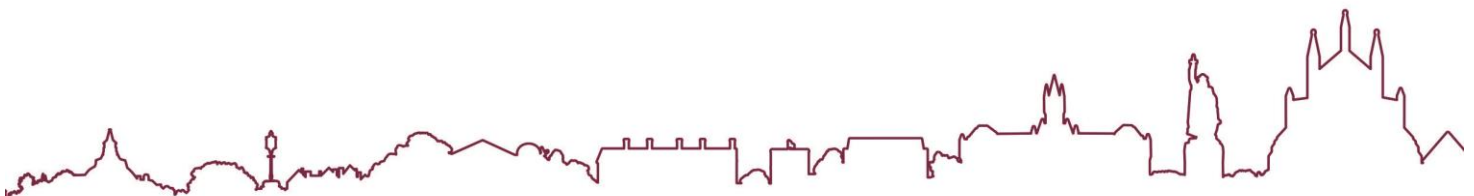
Note: This meeting is being held in person at the location specified above. Members of the public should note that a live video feed of the meeting will be available from the council's YouTube channel (youtube.com/WinchesterCC) during the meeting.

A limited number of seats will be made available at the above named location however attendance must be notified to the council at least 3 working days before the meeting. Please note that priority will be given to those wishing to attend and address the meeting over those wishing to attend and observe.

AGENDA

PROCEDURAL ITEMS

- 1. Apologies**
To record the names of apologies given.
- 2. Membership of Cabinet bodies etc.**
To give consideration to the approval of alternative arrangements for appointments to bodies set up by Cabinet or external bodies, or the making or terminating of such appointments.
- 3. Disclosure of Interests**
To receive any disclosure of interests from Councillors or Officers in matters to be discussed.
Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests (DPIs), other registerable interests (ORIs) and non-registerable interests (NRIs) in accordance with the Council's Code of Conduct.
- 4. To note any request from Councillors to make representations on an agenda item.**
Note: Councillors wishing to speak address Cabinet are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264). Councillors will normally be invited by the Chairperson to speak during the appropriate item (after the Cabinet Member's introduction and questions from other Cabinet Members).



BUSINESS ITEMS

5. Public Participation

– to note the names of members of the public wishing to speak on general matters affecting the District or on agenda items (in the case of the latter, representations will normally be received at the time of the agenda item, after the Cabinet Member's introduction and any questions from Cabinet Members).

NB members of the public are required to register with Democratic Services three clear working days before the meeting (contact: democracy@winchester.gov.uk or 01962 848 264).

Members of the public and visiting councillors may speak at Cabinet, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on 15 January 2026** via democracy@winchester.gov.uk or (01962) 848 264 to register to speak and for further details.

6. Minutes of the previous meeting held on 19 November 2025 (Pages 5 - 18)

7. Leader and Cabinet Members' Announcements

8. Central Winchester Regeneration scheme update (less exempt appendix) (Pages 19 - 34)

Key Decision (CAB3536)

9. Parking and Access Programme - review and 26/27 works (Pages 35 - 56)

Key Decision (CAB3533)

10. To note the future items for consideration by Cabinet as shown on the February 2026 Forward Plan. (Pages 57 - 62)

11. EXEMPT BUSINESS:

To consider whether in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

- (i) To pass a resolution that the public be excluded from the meeting during the consideration of the following items of business because it is likely that, if members of the public were present, there would be disclosure to them of 'exempt information' as defined by Section 100 (I) and Schedule 12A to the Local Government Act 1972.

12. Central Winchester Regeneration scheme update (exempt appendix) (Pages 63 - 70)

Key Decision (CAB3536)

Laura Taylor
Chief Executive



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13 January 2026

Agenda Contact: Nancy Graham, Senior Democratic Services Officer
Tel: 01962 848 235, Email: ngraham@winchester.gov.uk

**With the exception of exempt items, Agenda, reports and previous minutes are available on the Council's Website www.winchester.gov.uk*

CABINET – Membership 2025/26

Chairperson: Councillor Tod - Leader and Cabinet Member for Regeneration

Vice-Chairperson: Councillor Cutler - Deputy Leader and Cabinet Member for Finance and Transformation

<u>Councillor</u>	<u>Responsibility</u>
Becker	Cabinet Member for Healthy Communities
Cramoysan	Cabinet Member for Recycling and Public Protection
Learney	Cabinet Member for the Climate and Nature Emergency
Porter	Cabinet Member for Place and the Local Plan
Thompson	Cabinet Member for Business and Culture
Reach	Cabinet Member for Good Homes

Quorum = 3 Members

Corporate Priorities

As Cabinet is responsible for most operational decisions of the Council, its work embraces virtually all elements of the Council Strategy.

Public Participation at meetings

Representations will be limited to a maximum of 3 minutes, subject to a maximum 15 minutes set aside for all questions and answers.

To reserve your place to speak, you are asked to **register with Democratic Services three clear working days prior to the meeting** – please see public participation agenda item below for further details. People will be invited to speak in the order that they have registered, subject to the maximum time period allowed for speaking not being exceeded. Public Participation is at the Chairperson's discretion.

Filming and Broadcast Notification

This meeting will be recorded and broadcast live on the Council's website. The meeting may also be recorded and broadcast by the press and members of the public – please see the Access to Information Procedure Rules within the Council's Constitution for further information, which is available to view on the [Council's website](#). Please note that the video recording is subtitled but you may have to enable your device to see them (advice on how to do this is on the meeting page).

Disabled Access

Disabled access is normally available, but please phone Democratic Services on 01962 848 264 or email democracy@winchester.gov.uk to ensure that the necessary arrangements are in place.

Terms Of Reference

Included within the Council's Constitution (Part 3, Section 2) which is available [here](#)

CABINET

Wednesday, 19 November 2025

Attendance:

Councillors
Tod (Chairperson)

Cutler
Cramoysan
Becker

Learney
Reach
Thompson

Apologies for Absence:

Councillors Porter

Members in attendance who spoke at the meeting

Councillors Bolton, Godfrey, Horrill, Lee and Warwick

[Video recording of this meeting](#)

1. **APOLOGIES**

Apologies were received from Councillor Porter as noted above.

2. **MEMBERSHIP OF CABINET BODIES ETC.**

There were no changes to be made.

3. **DISCLOSURE OF INTERESTS**

Councillors Tod declared a disclosable pecuniary interest in respect of various items on the agenda due to his role as a Hampshire County Councillor. However, as there was no material conflict of interest, he remained in the room, spoke and voted under the dispensation granted on behalf of the Audit and Governance Committee to participate and vote in all matters which might have a County Council involvement.

4. **PUBLIC PARTICIPATION**

Ian Tait spoke regarding reports CAB3523, CAB3527 and CAB3492 as summarised under the relevant minute below.

5. **MINUTES OF THE PREVIOUS MEETING**

RESOLVED:

That the minutes of the previous meeting held on 14 October 2025 be agreed as a correct record.

6. **LEADER AND CABINET MEMBERS' ANNOUNCEMENTS**

Councillor Thompson announced that the Winchester high street vacancy rate had fallen to 2.3% which compared very favourably with the national vacancy rate of 13.3%. She highlighted the number of successful events held annually in Winchester and across the district and expressed her thanks to all the various organisations involved.

Councillor Becker congratulated the Winchester Sports and Leisure Park for winning the regional centre of the year UK active awards 2025 for the south region. She also announced that the first stage of the Community Governance Review (CGR) consultation was underway until 22 December 2025.

Councillor Cramoysan provided an update on the ongoing roll-out of the council's food waste collection service with over 100 tonnes of food waste collected from more than 18,000 properties since the phased service roll-out started in October 2025.

Councillor Tod provided an update on the Local Government Reorganisation (LGR) process with the government expected to launch its consultation on options imminently*. The Ministry of Housing, Communities and Local Government (MHCLG) had instructed all councils in Hampshire to work together to understand the information that will be required for LGR, such as contract, employment and IT arrangements.

**Note: Subsequently during the meeting, Councillor Tod provided a further update as the government had just launched the consultation on the four options put forward by the councils within Hampshire and the Isle of Wight. This would run until 11 January 2026.*

7. **GENERAL FUND BUDGET OPTIONS & MEDIUM TERM FINANCIAL STRATEGY**
(CAB3522)

Councillor Cutler introduced the report and drew members' attention to a number of key points. He advised that the report had been discussed at The Scrutiny Committee on 13 November 2025 where questions and comments were raised which were responded to by Cabinet members and officers at the meeting. The draft minutes from The Scrutiny Committee had been circulated to all those present at Cabinet.

At the invitation of the Leader, Councillors Lee, Warwick, Godfrey and Bolton addressed Cabinet as summarised briefly below.

Councillor Lee

Councillor Lee sought clarification on several financial details relating to the (MTFS), including whether the estimated £2.28 million costs for Local Government Reorganisation (LGR) included funding for property asset transfer expenses, such as legal and surveying costs for parish asset transfers. He also requested an explanation for the projected fluctuations in rental income risk scheduled for 2028/29 through 2030/31. He queried whether the solar PV programme would be accelerated.

Councillor Warwick

Councillor Warwick celebrated the recent opening of the Allegra's Ambition outdoor gym. However, she contrasted this success with the deteriorating condition of the former RPLC building since its closure five years ago. She also expressed concern about the condition of Nuns Stream adjacent to the site. She queried whether the MTFS included appropriate provision to secure the derelict building and clear the surrounding area until a decision on the future of the area had been made.

Councillor Godfrey

Councillor Godfrey noted that the expected longer term financial settlement should allow for greater certainty about the next few years. However, he expressed criticism for a lack of progress on efficiencies, highlighting that the TC25 review had only identified half of its original savings target of £3 million per year. He believed that Cabinet should recommit to TC25 and utilise the council's strong financial position to strengthen future services, build more council houses, and reduce unnecessary expenditure. He was concerned that following LGR, the new unitary council would use any remaining surpluses which might not provide direct benefit to the current Winchester district residents.

Councillor Bolton

Councillor Bolton also challenged the reported success of the TC25 programme. He believed that the council was over-relying on uncertain revenue growth measures rather than prioritising making difficult decisions to achieve meaningful ongoing savings in order to reduce the baseline budget. He warned that avoiding the difficult decisions regarding meaningful recurring reductions could leave the council financially exposed. He also expressed concern about the proposal to tender a long-term contract for grounds maintenance and street cleansing (report CAB3528 below refers) suggested a focus on maintaining the status quo.

Councillors Cutler and Tod responded to the comments made, including disputing the criticism of TC25 and emphasising the expected consequences of LGR on the council's decision-making powers beyond September 2026. Councillor Learney also responded to the comments made in relation to Nuns Stream by Councillor Warwick and offered to discuss with Councillor Lee the matters raised regarding Solar PV panels further outside of the meeting.

Cabinet agreed to the following for the reasons set out in the report and outlined above.

RESOLVED:

1. That the assumptions set out in respect of Government funding, council tax, inflation rates and fees and charges (set out in full in section 13 of the report) and the projections set out in Appendix 1 of the report be noted.

2. That the Medium-Term Financial Strategy be approved as set out in sections 13 to 17 of the report.

3. That the following one-off revenue budget growth requests be approved;

- a. An additional £0.3m revenue budget, funded by the transitional reserve, towards the Community Governance Review.
- b. A revenue budget of £2.280m, funded by the transitional reserve, towards the Local Government Review.
- c. A revenue budget of £0.03m in 2025/26, to be funded by higher than budgeted Parking income, towards additional Parking Enforcement overtime costs.
- d. A revenue budget of £0.05m in 2025/26, funded by the property reserve, for fees to design and plan works to the Guildhall.

4. That a detailed budget be prepared for consideration by Council in February 2026 based on the assumptions set out in this MTFS; final spending review announcements; and including the following options shown in Appendix 2 and Section 14 of the report:

- a. That, in relation to services:
 - i. Forecast increase in utility costs of £0.15m per annum.
 - ii. Forecast annual savings of £0.3m per annum due to a reduction in the employer's pension scheme contribution from 18.0% to 15.9%.
 - iii. An additional baseline £0.115m revenue budget for the permanent recruitment of a Corporate Head of Resources.
- b. That, in relation to other annual budgets:
 - i. Forecast increase in democratic costs of £0.085m
 - ii. Increase in garage maintenance budgets of £0.120m per annum.
- c. In relation to management of the council's property assets:
 - i. An additional £400,000 per annum be set aside into the Property Reserve for the maintenance of and investment in operational assets.
 - ii. An additional £100,000 per annum baseline revenue budget, for new requirements highlighted by the latest Asset Management plan and uplifts to existing maintenance budgets.

5. That the following regarding Car Parking fees from October 2026 be approved:

- a. Freeze on park and walk and market town car park fees

- b. CPI increase to all central parking and overnight charges, generating an additional £150,000 per annum (£85,000 in 2026/27)

6. That a capital budget of £100,000 be approved, funded by the Homelessness risk reserve, for the conversion of Stable Yard, to the rear of 59 Colebrook St, for temporary accommodation. This is subject to a business case and subsequent approval of expenditure under Financial Procedure Rule 7.4.

8. **HOUSING REVENUE ACCOUNT (HRA) BUSINESS PLAN & BUDGET
OPTIONS**
(CAB3523)

Councillor Reach introduced the report which set out proposals to ensure a sustainable HRA and to deliver the best value for tenants. Cabinet noted that the report had been considered at The Scrutiny Committee on 13 November 2025 and the draft minute had been circulated to all those present at Cabinet.

Ian Tait spoke during public participation and his comments are summarised briefly below.

Ian Tait expressed concern regarding the financial viability and strategic direction of the council's affordable housing programme, noting that a major element of the HRA business plan was the goal to build 1000 new homes. He highlighted the high development costs of recent schemes, such as Woodman Close, Sparsholt. He also criticised the strategy of acquiring Section 106 sites as he believed that this merely shifted ownership from registered and charitable providers to the council without increasing the overall number of homes.

At the invitation of the Leader, Councillors Lee and Horrill addressed Cabinet as summarised briefly below.

Councillor Lee

Councillor Lee welcomed the comprehensive business plan and budget, but was concerned about the future-proofing of the HRA business plan given growing costs, supply chain volatility, and environmental challenges. He specifically questioned whether the budget could be more ambitious in specifying low-carbon and biogenic products for repairs and maintenance which would help future-proof both the HRA and the housing stock against the increasing climate and nature crisis.

Councillor Horrill

Councillor Horrill highlighted that she had spoken at The Scrutiny Committee on 13 November 2025 on this report and requested that any unanswered questions be followed up by the Cabinet Member and Director. She welcomed the proposals to consult tenants. She was concerned about the lack of plans for new homes after 2032 and suggested this be discussed further at the Economy and Housing Policy Committee. Other concerns raised, included asking for an explanation for the rent table discrepancy concerning five-bedroom homes, inquiring about the expected number of void days, action to prevent ongoing

issues with below standard retrofit work and the ongoing issue of cost recovery for sewage charges.

Councillor Reach responded to the comments made, including confirming that as he had suggested at The Scrutiny Committee, he would be discussing the possibility of an item considering new homes post 2032 with the chair of Economy and Housing Policy Committee.

Cabinet agreed to the following for the reasons set out in the report and outlined above.

RESOLVED:

1. That the draft HRA Business 30-year Plan for 2025-26 to 2055-56 metrics shown in Appendix 3 and current 5 year projection at Appendix 1 of the report be noted.
2. That the business plan pressures identified in the 2025/26 business planning exercise as outlined in paragraphs 11.41 to 11.51 of the report be noted, totalling £1.26m one off pressures and £1.2m ongoing pressures.
3. That the budget options outlined within the report and detailed at Appendix 2 be approved, as a basis for consultation to inform the February budget setting, including potential options for rent convergence in line with government proposals.
4. That the allocation of £0.12m per annum to support upgrades to the asset and property management systems be approved, including reprofiling £0.02m from the one-off investment budget set in the 2023/24 business plan to cover initial preparatory costs in 2025/26, with clearer estimates of project management costs for 2026/27 to be included in the February budget report.
5. That a change in the calculation of interest on internal borrowing and lending between the General Fund and HRA be approved, namely to equalise the interest rate at the PWLB 3 month variable loan rate for both borrowing and lending as outlined at paragraphs 11.34 to 11.36 of the report.
6. That the assumption in the business plan for New homes to be aligned to the Housing Development Strategy be noted.
7. That the current financial viability assessment for new build from paragraph 11.16 to 11.22 of the report be noted.
8. That it be noted that quantified revenue savings of £0.892m, and capital savings of £0.25m outlined in Appendix 2 of the report, have been identified to assist with bridging the forecast gap in annual HRA budgets.

9. That the proposed assumptions and timescale for asset disposals outlined in paragraphs 11.62 to 11.64 of the report be noted.

10. That it be noted that based on the September 2025 CPI figure of 3.8% that the average formula rent increase for 2025-26 for all affordable and social housing will be 4.8%.

11. That it be noted that the government is consulting on rent convergence criteria which indicates preference to increase rents above CPI+1% for social rent tenants below formula rent levels, with announcement expected as part of the wider Budget on 26 November 2025.

12. That the principle of full cost recovery in tenant service charges (other than sewage treatment works) in 2026/27 be approved.

13. That it be noted that following implementation of options, the draft HRA Business 30-year Plan is viable and sustainable and has the capacity to support the council's ambitious delivery of 1,000 new affordable homes by the end of 2031/32.

9. **HOUSING DEVELOPMENT STRATEGY 2025-2032**
(CAB3527)

Councillor Reach introduced the report which set out the strategy for the council to deliver affordable new homes across the district and included a specific rural strategy section.

Ian Tait spoke during public participation and his comments are summarised briefly below.

Ian Tait reiterated comments he had made at previous council meetings promoting the idea that the council acquire a large area of land for the purpose of building a new council housing estate. He highlighted his experience working with organisations delivering affordable housing over the years. He suggested that the council should take a stand and make a commitment to say to a landowner that if they came forward with sufficient land, the council would work with them to build a new housing estate.

At the invitation of the Leader, Councillors Lee and Horrill addressed Cabinet as summarised briefly below.

Councillor Lee

Councillor Lee welcomed the new Strategy. He requested that the strategy make a stronger and clearer reference to the nature crisis and also highlighted the serious demographic pressures from an ageing population, suggesting integrated housing and care models were necessary. He requested that the council should prioritise higher performance, lower carbon construction, including piloting Modern Methods of Construction (MMC) and aspiring to Passivhaus standards.

Councillor Horrill

Councillor Horrill welcomed the strategy but regretted that it had not been subjected to further discussion at other meetings prior to consideration at Cabinet. She drew attention to an inconsistency with the strategy's positive forecast for new homes delivery whilst the HRA financial outlook did not include any new homes after 2032. She queried the reference to the South Downs National Park Local Plan delivering housing in significant numbers and also how the council would ensure that all partners utilised the Hampshire Home Choice system for rented homes. She welcomed the focus on the rural housing strategy and extra care support, but stressed that the strategy must be backed by a clear financial plan to ensure it delivered.

Councillor Reach responded to the comments made above including confirming that the council was actively looking for possible sites for affordable housing and would welcome any suggestions from ward councillors.

Cabinet agreed to the following for the reasons set out in the report and outlined above.

RESOLVED:

1. That the Housing Development Strategy 2025-2032 be adopted.
2. That the Service Lead – New Homes be authorised to make non-material amendments to the Housing Development Strategy 2025-2032 from time to time, in consultation with the Cabinet Member for Good Homes.

10. **HOBBS VIEW, SOUTHBROOK COTTAGES, MICHELDEVER - LESSONS LEARNED** (CAB3492)

Councillor Reach introduced the report which had been brought to Cabinet as required by the Council's constitution and also offered the opportunity for lessons to be learned. The report had been considered at The Scrutiny Committee on 13 November 2025 and the minutes of that meeting had been circulated to all those present at Cabinet. Specifically, Cabinet had been asked to consider the following points:

- a) That future projects should include a clear assessment of the council's risk appetite to determine the most appropriate method of delivery and form of contract.
- b) That upon completion of the Woodman Close project, the effectiveness of the lessons learned from Hobbs View should be evaluated.
- c) That the lessons learned should include the views of residents, the Parish Council, and ward members.
- d) That future lessons learned reports provide a broader evaluation of the entire project, including all objectives, risks, and stakeholder engagement, rather than solely focusing on the constitutional requirement related to budget overspend.

- e) That a comparison of the ongoing running costs for Hobbs View and Woodman Close properties be undertaken.

Councillor Reach confirmed that since The Scrutiny Committee, the views of the parish council had been sought (but not yet received) so they could be incorporated into the lessons learned.

Ian Tait spoke during public participation as summarised briefly below.

He expressed concern about the high cost of the scheme overall, making comparisons with a nearby housing scheme developed by the Winchester Housing Trust in 2012. He queried whether lessons had been learned highlighting the recent decision to proceed with a new homes development at Woodman Close, Sparsholt which was also anticipated to have high costs.

At the invitation of the Leader, Councillors Lee and Horrill addressed Cabinet as summarised briefly below.

Councillor Lee

Councillor Lee welcomed the Passivhaus Plus pilot at Hobbs View as directly supporting the council's "Greener Faster" priority, the nature emergency declaration, and the carbon neutrality action plan, whilst also offering benefits for tenants in terms of comfort and lower running costs. He acknowledged the project's significant cost overrun but noted the employment of a Clerk of Works had been a positive step and that the council had gained valuable experience for future Passivhaus projects. He objected to any consideration of removing the Passivhaus certification for future schemes, emphasising that it helped future-proof the housing stock against the impact of the climate and nature emergencies.

Councillor Horrill

Councillor Horrill supported the conducting of project reviews to ensure lessons were learned, but believed that the report lacked full facts, specifically relating to experience of the Parish Council. She highlighted the challenges caused by the limited availability of compliant Passivhaus components and the rigorous certification process, which resulted in significant time delays and necessitated rectification work that led to a loss of accommodation for tenants and loss of rental income. She stressed the importance of identifying suppliers and appropriate contractors if the council pursues high-specification projects in future. Finally, she urged the council to utilise land which landowners had already indicated could be used for affordable housing to continue delivering smaller schemes in rural areas.

Councillors Reach and Tod responded to the comments made, together with the points forwarded by the Scrutiny Committee for consideration by Cabinet. The Chief Executive confirmed that in the future, any lessons learned reports would provide a broader evaluation of the entire project, highlighting that this information was already routinely provided by officers as part of the council's internal review process.

Cabinet agreed to the following for the reasons set out in the report and outlined above.

RESOLVED:

That the reasons for the project overspend are noted, along with the points that Cabinet was asked to consider by the Scrutiny Committee, and that procurement and management of future projects seeks to learn from this pilot scheme.

11. **GROUND MAINTENANCE AND STREET CLEANSING CONTRACT
PROCUREMENT (LESS EXEMPT APPENDIX)**
(CAB3528)

Councillor Learney introduced the report which set out proposals regarding the procurement of the contract, noting that these should take account of the impacts of the ongoing Local Government Reorganisation (LGR) programme, together with the outcome of the Community Governance review (CGR).

At the invitation of the Leader, Councillors Lee and Horrill addressed Cabinet as summarised briefly below.

Councillor Lee

Councillor Lee emphasised the importance of this significant contract and acknowledged the risks associated with the procurement timeline running into the period of LGR structural change orders and restrictions. He requested that the contract specifications adopt best practice for managing biodiversity and minimising chemical use, specifically urging the council to strengthen policy by requiring ecological pre-checks before vegetation works year-round and aspiring to a pesticide-free grounds maintenance service, consistent with the council's climate and nature emergency commitments.

Councillor Bolton

Councillor Bolton believed that the procurement plan was a prudent exercise, noting the integration of robust KPIs and environmental priorities, but expressed concern that it was not being used as an opportunity to deliver radical transformational cost reduction and service redesign. He believed that the proposal to enter into a long-term agreement (up to 16 years) was a missed opportunity to challenge costs and asked for assurance that the core principles of the TC25 financial transformation strategy would genuinely be applied throughout this procurement process.

Councillor Learney and the Corporate Head of Service Place responded to the comments made, including confirming that it was intended to build flexibility into the contract in order to address the demands faced by the changing climate, including examining best practice from other local authorities.

Cabinet members and invited councillors present confirmed they did not wish to move into exempt session to ask any questions on the exempt appendix.

Cabinet agreed to the following for the reasons set out in the report and outlined above.

RESOLVED:

1. That following pre-market engagement, the procurement of a new Grounds Maintenance and Street Cleansing contract be approved for an initial term of up to 8 years, with an extension option of up to a further 8 years and within existing budgets.
2. That authority be delegated to the Strategic Director with responsibility for grounds maintenance and street cleansing, in consultation with the appropriate Cabinet Member and the Section 151 Officer, to conduct a competitive and compliant procurement and award the contract within the existing budget, with flexibility to adjust the contract term within a range of 3 to 16 years total duration as informed by pre-market engagement and value for money assessment.
3. That the financial implications, risk management measures and timetable be noted as set out in the report.

12. **Q2 FINANCE & PERFORMANCE MONITORING**
(CAB3525)

Councillor Cutler introduced the report and advised that the report had been considered at The Scrutiny Committee on 13 November 2025 which had made four recommendations for consideration by Cabinet as set out below. The draft minutes of that committee had been circulated to all those present.

- a) That a members' briefing be arranged on the "Greener Faster" priority, to include updates and clarification on nutrient credits, biodiversity net gain (BNG), and carbon targets.
- b) That future performance reports should make explicit where major projects are paused, restarted, or significantly altered, such as the Station Approach and Bar End Depot projects.
- c) That officers provide a written response to the committee clarifying the data regarding housing stock EPC ratings and the number of retrofits completed (KPIs GH1, GH5, and GH6).
- d) That officers provide further information regarding average trends and comparisons concerning local procurement performance.

At the invitation of the Leader, Councillors Lee and Bolton addressed Cabinet as summarised briefly below.

Councillor Lee

Councillor Lee asked if the next quarters report could include information on key changes relating to the government's recently published carbon budget and growth delivery plan. In addition, he asked for further clarification regarding the Air Quality KPI actions. He queried how the council intended to deliver key housing initiatives without securing the Social Housing Decarbonisation Fund,

specifically the solar PV, battery, and air source pump programmes for housing. He questioned whether the Local Area Energy Plan was progressing fast enough to feed into the evidence base for the next Local Plan, sought assurance that the Electric Vehicle Charging Point framework would serve wider rural locations and whether the Nature Emergency Plan could include a specific section on chalk rivers.

Councillor Bolton

Councillor Bolton emphasised the risk presented by the withdrawal of national decarbonisation schemes for public buildings and raised concerns that the council might rely on carbon credits to meet its carbon zero targets. He asked that clear information be provided on the proportion of the carbon zero target that would be achieved through offsets versus genuine structural reductions in energy use. In addition, he believed there had been a lack of transparent communication regarding the major project development at Station Approach, which the performance report noted would not proceed at this time.

Councillors Cutler, Tod and other Cabinet Members responded to the comments made, including emphasising that a verbal update on the position regarding Station Approach had been provided in response to questions at the previous Scrutiny Committee meeting on 8 September 2025.

Councillor Tod referred to the recommendations from The Scrutiny Committee and advised that these would be actioned, as far as they related to Cabinet.

Cabinet agreed to the following for the reasons set out in the report and outlined above.

RESOLVED:

That the progress achieved during Q2 of 2025/26 be noted and the contents of report CAB3525 be endorsed.

13. **FUTURE ITEMS FOR CONSIDERATION BY CABINET**

RESOLVED:

That the list of future items as set out in the Forward Plan for December 2025 be noted.

14. **EXEMPT BUSINESS:**

RESOLVED:

1. That in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

2. That the public be excluded from the meeting during the consideration of the following items of business because it is likely that, if members of the public were present, there would be disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

<u>Minute Number</u>	<u>Item</u>	<u>Description of Exempt Information</u>
15	Grounds Maintenance & Street Cleansing contract procurement (exempt appendix)) Information relating to the) financial or business affairs of) any particular person (including) the authority holding that) information). (Para 3 Schedule) 12A refers)

15. **GROUND'S MAINTENANCE AND STREET CLEANSING CONTRACT PROCUREMENT (EXEMPT APPENDIX)**

RESOLVED:

That the contents of the exempt appendix be noted.

The meeting commenced at 9.30 am and concluded at 12.45 pm

Chairperson

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CAB3536
CABINET

REPORT TITLE: CENTRAL WINCHESTER REGENERATION SCHEME UPDATE

21 JANUARY 2026

REPORT OF CABINET MEMBER: Cllr Martin Tod, Leader and Cabinet Member for Regeneration

CONTACT OFFICER: Emma Taylor & Ken Baikie Tel no: 07745 736322

EMAIL: etaylor@winchester.gov.uk

WARD(S): ALL WARDS

PURPOSE

Central Winchester Regeneration (CWR) is a once in a lifetime opportunity to transform the centre of our historic city via a comprehensive regeneration scheme. Bringing homes for local families, providing jobs for local people and bringing new businesses and new energy to our city.

In March 2023 the Council appointed Partnerships & Places LLP (Jigsaw) a limited liability partnership consisting of two joint venture consortium members, PfP-Igloo Limited Partnership and Genr8 Kajima Regeneration Limited (GKRL), as their development partner.

The Development Agreement (DA) was signed in April 2024 and the first milestone set out in the DA was approval of the Development Delivery Plan (DDP), which took place in March 2025.

Since then, Jigsaw have been working towards submitting a planning application which has to be submitted by the middle of 2027 within 2 years of the Development Delivery Plan being approved.

GKRL have informed the Council that they intend to leave the Partnership & Places LLP partnership. However, Igloo have obtained board approval to take on the project including necessary funding and will propose another company from within the Places for People group to join the Partnerships & Places LLP shortly. The development agreement provides that the Council has the right to approve any new consortium member and must act reasonably in doing so. This report seeks

consent to approve the change in consortium composition and sets out the implications for the Council.

These changes, if agreed, should expedite the delivery of the Central Winchester Regeneration scheme, leading to a public engagement event in February and further Cabinet decisions in March and July 2026.

RECOMMENDATIONS:

That Cabinet:

1. Agree a Change of Consortium Composition to replace GKRL with another company from within the Places for People Group and to delegate to the Strategic Director with responsibility for Central Winchester Regeneration and the Director (Legal), authority to amend the Development Agreement as appropriate.
2. Accept PfP-Igloo's proposal not to replace the GKRL bank guarantee.
3. Agree that an entity from the PfP-Igloo consortium can be a Guarantor for the Phase Delivery Stages subject to the Council being a party to performance bonds between that entity and any funder and contractor.
4. Delegate to the Strategic Director with responsibility for Central Winchester Regeneration, Director (Finance) and the Director (Legal) to agree the detailed contractual arrangements as part of the Phase Delivery Plan.
5. Note that a report will be submitted to the March Cabinet setting out provisions for matters outside the existing Development Agreement that are required to strengthen the scheme, addressing CIL; potential land acquisitions and Compulsory Purchase Order resolutions; and potential off-site affordable housing provision.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

Creating places for people and communities to live, work and thrive is of paramount importance to the Council. To bring forward the best possible development that respects the past and brings opportunity for the future, the Council has appointed Jigsaw, a Development Partner that shares the same vision and ambition to deliver vibrant new mixed-use development that will be creative and innovative.

The Development Delivery Plan maps out how Jigsaw will deliver the Central Winchester Regeneration scheme that supports the priorities set out in the Council Plan.

1.1 Greener Faster

The Council has declared a Climate Emergency and addressing the climate crisis and reaching carbon neutrality is the Council's overarching priority.

Sustainable Development is a key priority for both the Council and Jigsaw. The DDP outlines how development will be undertaken sustainably, based on the Footprint methodology. Footprint is Igloo's sustainability policy and practice. It sets out a process which they embed in all their developments to support delivery of great projects for people, places and planet. This aligns to the Council's vision for a climate resilient district.

1.2 Thriving Places

The Council is focusing on sustainable growth through our Green Economic Development Strategy which sets out the opportunity to build a cluster of national significance in creativity, design and related heritage and nature/land based professional services along with the opportunity to deepen a creativity network of scale.

The newly adopted Cultural Strategy outlines the vision for the Winchester district whereby the district's creative dynamism enriches lives and makes amazing things happen through education and young people, placemaking, creative industries and events.

The DDP shows how the CWR scheme links in to and works to support the visions set out in these key Council documents by working to fill the gap of affordable and flexible commercial space, enhancing the evening economy offer and creating an area aimed at attracting and retaining the young and creative talent in the city.

1.3 Healthy Communities

The Council's ambition is that all residents live healthy and fulfilled lives, feel safe and secure in their neighbourhood, and enjoy the recreational and

cultural opportunities that the district offers and is therefore committed to investing in our public spaces and working hard with partners to deliver pride in place for our residents.

The DDP outlines how provision of improved green space and public realm across the CWR area will encourage residents from across the district and visitors to spend and enjoy more time outside and, with an emphasis on pedestrians and cyclists, will also promote active travel and improve air quality.

1.4 Good Homes for All

Housing in the Winchester district is expensive and finding suitable accommodation which is affordable is a challenge for our young people and families.

Jigsaw's plan is for a mixed intergenerational quarter with a housing offer that could include homes for younger people, people with young families and older people perhaps looking to downsize. Affordable homes will be part of this housing mix.

1.5 Efficient and Effective

The CWR programme is being managed in line with the Council's project management framework. This includes reviewing and updating the programmes risk register and ensuring that mitigation measures are implemented. Quarterly highlight reports are submitted to the Councils Project and Capital Programme for review and a summary report is made in the quarterly performance report considered by the Scrutiny Committee before consideration by Cabinet.

The DDP outlines Jigsaw's approach to managing the development and delivery of the regeneration schemes to ensure it meets the Council's priorities.

1.6 Listening and Learning

The Council is committed to ensuring that everyone from everywhere in the district, every background, income or life circumstance has the opportunity to make their voice heard, and that these views are carefully considered and acted upon. Public opinions have been taken into account through the adoption of the Central Winchester Regeneration Supplementary Planning Document (CWR SPD) and the subsequent CWR development proposals and as regeneration of the central Winchester area comes forward.

The DDP outlines how the Jigsaw team have spent time meeting and talking to stakeholders, the local community and residents from across the district to hear their views and aspirations for the site and how the process will continue throughout the life of the project. Bringing the community and stakeholders together to shape the vision and designs for the scheme is a core focus of the

Footprint methodology with a golden thread of learning, reporting and feeding back.

Issues raised by the local community included developing links with surrounding transport networks, making it easier to walk and cycle through the city, reflecting the identity of the wider city and striving for carbon neutral development. The DDP responds to these important topics by setting out how Jigsaw will ensure these priorities are met. For example, within the Design Principles section it sets out key objectives to ensure that development will be of exemplar design rooted in Winchester's rich context, history and culture.

2 FINANCIAL IMPLICATIONS

- 2.1 The Development Agreement states that the financial model is to be prepared by the Developer prior to submission of the Planning Application and agreed in accordance with the provisions of clause 5 (Delivery Plans, Phasing Plan and Phase Delivery Plan) and Schedule 14 (Financial Model Instructions). Provisions contained in Schedule 14 set key thresholds and therefore involve agreeing inputs that will change as the design process continues through to planning.
- 2.2 The change in consortium composition does not change the overall requirement set out above, but there are two matters that do change in relation to the existing security deed/bank guarantee and the proposed Guarantor for the Phase Delivery Plan as set out in Section 15.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Council entered into the Development Agreement on 22nd April 2024 and the first milestone event, submission of the Development Delivery Plan, was approved by Cabinet (Report CAB3484) on 13th March 2025.
- 3.2 The DA allows for a Change in Consortium Composition and specifically reserves the right of approval for any change to the Council. A Limited Liability Partnership (LLP) requires two entities within it and the exit of GKRL means that PfP-Igloo have to find another entity to substitute into the LLP within 6 months of exit. As part of their Board approval PfP-Igloo have agreed to ensure that a suitable entity is placed into the LLP, which the Council will have to approve. Recommendation 1 delegates that final approval to the Strategic Director with responsibility for CWR and the Director (Legal).
- 3.3 Minor amendments will be required to the Development Agreement to accommodate this Change in Consortium Composition and can be undertaken within the existing delegations to the Director (Legal) in their substantive role but changes to the Guarantor provisions require the delegated authority set out in Recommendation 4.

4 WORKFORCE IMPLICATIONS

- 4.1 There will be an ongoing Council resource requirement through the life of the Development Agreement. The resource requirement will vary depending on the stage of development and will be reviewed at regular intervals but remains the same as reported in CAB3371.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The Council is the landowner for the site, and the Development Agreement contains the agreed structure and mechanisms governing land and asset transfers to Jigsaw as the project progresses. These were detailed in CAB3371 for the Cabinet meeting on 6th March 2023. The future report that will come forward in March 2026 will detail costs of any potential acquisitions, including holding costs and further Council resources. It is intended that these costs be recovered from the developer by means of a legal agreement.
- 5.2 The future report will identify the cost implications in holding assets if acquired that cannot be offset by meanwhile uses or disposed to the development partner on a back to back basis.

6 CONSULTATION AND COMMUNICATION

- 6.1 The Council has carried out extensive engagement throughout the life of the project, from development of the CWR SPD through to appointment of Jigsaw in March 2023. The full details were set out in CAB3371 of 6 March 2023.
- 6.2 Continued engagement both in the city and immediate CWR area but also across the district was an important element of the Development Brief. The DA requires Jigsaw to set out their Community and Stakeholder Engagement Strategy and the DDP sets this out.
- 6.3 Since their appointment, Jigsaw have built on work already done by the Council and have established an effective and productive engagement process with a wide range of community groups, stakeholders and members of the public. These include drop-in sessions, meet and greets, attending events such as Hat Fair, stakeholder workshops and a series of Co-Creation workshops.
- 6.4 Outputs from the engagement sessions are being used and will continue to be used to inform the CWR masterplan and designs.
- 6.5 Going forward, Jigsaw will continue to engage and involve the community and stakeholders throughout the life of the project using active (personal interactions such as co creation and focus groups), passive (online) and meanwhile methods (trying and testing a variety of activities across the site). Further engagement is planned in February 2026 and following the local Elections in May.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Throughout the procurement process and as a priority in their final tender submission, Jigsaw demonstrated an understanding of and commitment to the Council's sustainability policies and commitments. The DDP outlines Jigsaw's approach to achieving the Council's sustainability objectives while seeking to evolve them further to ensure that the climate change and sustainability outcomes are truly best in class.
- 7.2 The Green and Blue Infrastructure Strategy being developed by Jigsaw will detail the proposals of green and blue infrastructure across the development. Key outputs include:
- Flood risk mitigation.
 - Proposals for enhancing the river corridor.
 - Development of a sustainable drainage strategy.
 - Strategies for achieving amenity, wellbeing and biodiversity net gain targets.
 - Addressing water resource scarcity in Winchester and incorporation of water circularity into design.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The Council has a statutory duty under section 149 of the Equalities Act 2010 that requires all public bodies to consider the needs of all individuals in their day-to-day work in shaping policy; delivering services; and in relation to their own employees. The Public Sector Equality Duty (PSED) is a duty on public bodies and others carrying out public functions. An updated Equalities Impact Assessment will be prepared alongside the Full Business Case due in summer 2026.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 Due regard has been given to the Council's obligations under the Data Protection Act 2018 and General Data Protection Regulation (GDPR) 2018, it is considered that a Data Processing Impact Assessment (DPIA) is not required for this report.
- 9.2 Any data collected has been and will be held in accordance with the Data Protection Act 2018 and General Data Protection Regulations 2018.
- 9.3 This will be applied to any data collected as a result of any future events, consultations and engagements.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure Risk that PfP-Igloo are unable to fund 100% of the costs to secure planning	PfP-Igloo Board have assured the Council in writing that, subject to the Council's acceptance of the proposed consortium change and associated impacts, they have secured necessary funding and approval from their Board to take on 100% of the project funding and risk	
Financial Exposure Risk to Council at delivery stage	Council have taken external advice and will ensure appropriate security is in place to reduce risk where possible (e.g. performance bond with any contractor and funder.) Further detail on this is set out in section 15 and in the exempt appendix	If the delivery were to fail, the Council could dispose of the site in return for a capital receipt equivalent to the market value of the site at the time of disposal
Exposure to challenge Risk of legal challenge	Work with legal, planning and procurement colleagues to ensure we adhere to correct process	
Innovation Jigsaw were selected in part due to the innovation and sustainability approach that PfP-Igloo brought to the table		To realise this innovation in the design and delivery of CWR scheme
Reputation Risk of reputational damage due to lack of progress	The sub-consultants of the Jigsaw team (architects, transport, cost etc) are ready to re-engage as soon as approvals are given.	

Risk	Mitigation	Opportunities
	Communications strategy in place	
Achievement of outcome Risk that expected benefits will not be achieved	PfP-Igloo and, if agreed, the new consortium member, continue to be bound by the Development Agreement. PfP-Igloo have assured the Council in writing of their intention to continue to work to the Development Delivery Plan agreed by Cabinet in March 2025 which is based on the objectives set by the Council	Potential for additional benefits with enhanced scheme
Community Support Risk of losing community support	Public engagement will be undertaken to discuss how the scheme is progressing	
Timescales Risk of delay in agreeing changes to DA	PfP-Igloo and WCC appointed lawyers agree drafting based on delegation to Strategic Director	
Project capacity Risk that capacity is reduced from losing one partner	The Jigsaw sub-consultant team has been retained and waiting to reengage once approval given. PfP-Igloo have identified additional Development Managers to ensure project moves forward	
Local Government Reorganisation	The delivery of a regeneration scheme on this site has been a longstanding priority for the Council. Whilst the Cabinet decision to enter into the Development Agreement was made nearly 3 years ago any amendments that are not	

Risk	Mitigation	Opportunities
	agreed to it prior to a Structural Change Order may require the consent of a Joint Committee or Shadow Unitary Authority	

11 SUPPORTING INFORMATION

- 11.1 In March 2023, following a thorough procurement process, the Council appointed Partnerships & Places LLP, known in Winchester as Jigsaw, as its development partner to take forward the regeneration of central Winchester.
- 11.2 The Development Agreement (DA) was signed in April 2024 and the first milestone set out in the DA is approval of the Development Delivery Plan (DDP), which took place in March 2025. Following the submission of the Development Delivery Plan Jigsaw begun working toward the next key milestone within the Development Agreement, the submission of the planning application. The Council checked with Jigsaw that they had all approvals in place to progress the scheme in accordance with the DA. PfP-Igloo confirmed immediately that their approvals were all in place, but GKRL confirmed that they were seeking approvals to do that and in October wrote to say that they intended to exit from the partnership.
- 11.3 This meant that whilst PfP-Igloo had kept the design team working their 50% share of the costs of doing so was no longer sufficient to take the project forward without further approvals and budget.
- 11.4 PfP-Igloo have now written to the Council to confirm that they have approval to take 100% ownership of Partnership and Places (Jigsaw) subject to the conditions being considered in this report. They will substitute another entity into the LLP and a significant budget to take the project through to a planning application submission has been agreed.
- 11.5 The commercial terms for GKRL exiting Partnership and Places have now also been agreed between PfP-Igloo and GKRL and will take effect subject to these decisions.
- 11.6 There are two specific issues to address arising from the exit of GKRL: the loss of the security deed/bank guarantee provided by GKRL that will not be replaced, and the Phase Guarantor provisions at the Phase Delivery stage contained in the Development Agreement.

12 SECURITY DEED AND BANK GUARANTEES

- 12.1 The Council benefits from two bank guarantees, each worth the same from the current consortium partners, PfP-Igloo and GKRL. When GKRL exit the JV, their bank guarantee will fall away, and PfP-Igloo are not proposing to replace it. Accompanying the bank guarantee is a Security Deed, which sets

out the process and the circumstances in which the Council can call upon the bank guarantee.

- 12.2 The security deed and bank guarantees were put in place to provide the Council with an ability to recover sunk costs in the event the Developer withdrew from the Development Agreement. There are two sums of money payable to the Council under the Development Agreement: project costs of £500,000 and procurement costs £490,000. The former are paid monthly at the rate of £20k and billed annually. The latter are paid at the drawdown of land and divided by the number of phases (currently expected to be 2 phases).
- 12.3 PfP-Igloo are proposing to leave their bank guarantee in place but not replace the GKRL amount for the following reasons:

The risk to the Council has changed since the Development Agreement was completed because:

- a) PfP-Igloo will have spent a significant seven figure sum at the point at which GKRL exit.
 - b) PfP-Igloo have confirmed in writing that they have Board approval in place for the significant budget to take this project through to the submission of a planning application.
- 12.4 This means that at drawdown of the first phase, the Council will receive a portion of the procurement costs. At the drawdown of the first phase the bank guarantees are reduced by half if there are two phases or proportionately if there are more than two phases.
- 12.5 If for any reason PfP-Igloo withdraw from the project prior to submitting a planning application, then the Council will have received the project fees due to it until that point and could call on the bank guarantee if necessary to secure the underwritten amount to fund a future procurement.
- 12.6 Given the changed circumstances from when the development agreement was entered into, and the reassurances provided by PfP-Igloo, Cabinet is asked to consider not requiring the replacement of the GKRL bank guarantee amount.

13 PHASE GUARANTOR

- 13.1 To protect the Council from financial and delivery risk in the case that the delivery partner exited the DA during the delivery phase, the DA also required the Developer at the Phase Delivery stage to provide a Guarantor as part of drawing down land from the Council for development. The purpose of the Guarantor is to provide the Council with assurance that there is a strong enough financial covenant behind any of the companies that will develop out the scheme.
- 13.2 The definition is set out: Guarantor – “means any one or more (in the discretion of the Developer) entity proposed by the Developer and approved

by the Council acting reasonably and without undue delay, provided that the proposed Guarantor(s) satisfies the Financial Standing Test set out in Schedule 15 of the DA (Financial Standing Test).

- 13.3 Schedule 15 sets out the three stages of the financial standing test that a potential guarantor must meet:

Stage 1: Ratio analysis scoring (including current ratio, gearing, Return On Capital Employed)
Stage 2: Dun & Bradstreet assessment
Stage 3: A risk-based assessment of the entity's financial standing
- 13.4 The financial standing test for one of the PfP-Igloo entities is set out within the exempt appendix, due to the commercial nature of the information.
- 13.5 By the time PfP-Igloo ask the Council to drawdown land for the first phase they will already have met all the conditions precedent required under the Development Agreement– a total of 17 separate conditions. These include informing the Council who is funding the development, satisfying the phase funding condition, the deed of guarantee, viability condition and all matters to do with securing planning permission. These provide the Council with a level of assurance that PfP-Igloo have satisfied all the requirements to allow drawdown of land for Phase 1 and have the means to construct Phase 1.
- 13.6 The risk at this stage of the project is primarily held by the developer and the Council's risk is also mitigated by giving the developer a building lease for the duration of the construction programme. The building lease will have provisions that allow the Council to take the site back in certain circumstances and/or negotiate with any funders if a failure of delivery happens.
- 13.7 Having taken legal and financial advice from external advisors, Cabinet is being asked to agree that an entity from within the PfP-igloo consortium can be a Guarantor at the Phase Delivery Stage subject to the contractual arrangements suggested in the Exempt Appendix that will further mitigate any risk to the Council, whilst providing a means of remedy if so required.
- 13.8 These measures do not have to be put in place now but should be considered at this decision point because of the impact the change in consortium composition will have on the financial guarantee measures in the DA. The measures will be discussed in the run up to and as part of the Phase Delivery Plan that is required as one of the Conditions Precedent, which the Council has approval rights over, acting reasonably.
- 13.9 The Council, after considering legal and financial advice, has assessed whether there is a greater or different risk profile in accepting an entity from within the PfP-igloo consortium as the sole development partner and, if so, if that is acceptable to the Council. This risk needs to be balanced against the objective of delivering the regeneration of CWR previously agreed.

- 13.10 Cabinet should be aware that if it chooses not to approve the recommendation to accept the change in composition outlined in this paper, there may be financial and other implications. An assessment of the extent to which the Council and Jigsaw have each met their obligations under the Development Agreement would need to be undertaken, which could result in legal fees, potential litigation, and potential reimbursement of Jigsaw's expenditure to date. Whilst the Council would continue to receive rental income for the site, this decision would further delay the comprehensive regeneration of Central Winchester. Any future decisions outside the DA not agreed prior to the Local Government Reorganisation Structural Changes Order will require the consent of a Joint Committee or Shadow Unitary Authority.
- 13.11 Aside from the changes in the strength of the financial guarantee, the impact of the proposed change is positive. Partnerships and Places would have a single decision-making body rather than two, simplifying governance. The PfP-Igloo Board has committed to taking on the entire project and funding the completion of the planning application. Having one organisation solely responsible for delivery will create a step change in visible progress toward submission.

14 NEXT STEPS

- 14.1 Following this Cabinet meeting in January, PfP-Igloo are planning further engagement with local stakeholders and residents. Cabinet will receive a report in March 2026 addressing the following issues:
- a. Potential land acquisition and compulsory purchase order resolutions to enable a better comprehensive scheme.
 - b. Provision of off-site affordable housing provided via a design and build contract and acquired by the HRA so as to meet the affordable housing obligation stemming from the CWR proposals.
 - c. Community Infrastructure Community Levy (CIL) funding application following a previous approval to allocate CIL.
- 14.2 All these items are designed to support the viability of the project, provide an enhanced scheme and achieve the development objectives for the project. Provision will be made in the MTFS in February for these items, with further work underway and the detailed report following in March which will demonstrate the business case for release of funds.
- 14.3 The Council, as landowner, will receive a Full Business Case to assess whether or not the proposed planning application meets the development objectives for Central Winchester Regeneration and is affordable to the Council in June/July 2026.

15 OTHER OPTIONS CONSIDERED AND REJECTED

Option 1 – do not agree the change to the consortium

- 15.1 The option of not approving the change to the consortium should be considered.
- 15.2 The Council has the right of approval to any changes proposed to the consortium composition, acting reasonably and it therefore follows that the Council could choose not to approve of these changes but in doing so it has to take into account whether or not those actions are reasonable.
- 15.3 In choosing not to proceed, the Council will be unable to deliver the comprehensive regeneration of Central Winchester. The Council would also be potentially liable for costs incurred by its current development partner, albeit those may be mitigated by any counter claim by the Council.
- 15.4 The Council would then have to start a new procurement process to find a development partner, which will incur additional costs and staff resources at a time when Local Government Reorganisation (LGR) will have an impact on the capacity of the organisation. In addition, the decision-making process as we move forward with LGR will be different and the Council will have to seek approval from either a Joint Committee or a Shadow Authority.
- 15.5 The Council has one developer who has shown commitment during a period of disruption to keep the project moving forward, whilst they sought approval from their Board to take on 100% of the project and agree funding to enable them to do so. That approval is now in place and given the amount of investment being made at this stage, PfP-Igloo have asked for clarity about one matter relating to the Delivery Stage and the need for a Guarantor.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

- A. CAB3034 Central Winchester – Adoption of SPD - June 2018
- B. DD17 Cabinet Member for Housing and Asset Management Decision Day CWR Project Update – 12 October 2020
- C. CAB3271 CWR Development Proposals - November 2020
- D. CAB3281 CWR Development Proposals and Delivery Strategy – March 2021
- E. CAB3303 CWR Strategic Outline Business Case – July 2021
- F. CAB3322 CWR Outline Business Case – December 2021
- G. CAB3395R Governance of the CWR project – February 2023
- H. CAB3371 Appointment of Development Partner and next steps – March 2023
- I. CAB3484 Development Delivery Plan – March 2025

Other Background Documents: -

None

APPENDICES –

Appendix A: Risk Assessment of Change in Consortium Composition (Exempt)

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CAB3533
CABINET

REPORT TITLE: PARKING AND ACCESS PROGRAMME – REVIEW AND 26/27 WORKS

21 JANUARY 2026

REPORT OF CABINET MEMBER: Cllr Kelsie Learney

Contact Officer: Campbell Williams Tel No 01962 848276 Email Cawilliams@winchester.gov.uk

WARD(S): ALL WARDS

PURPOSE

The proposed Parking and Access Improvement Programme for 2026/27, alongside an indicative programme for 2027/28, plays a key role in delivering the Council's priority of a vibrant local economy and a renewed pride in place. The programme is designed to transform the customer experience — making parking and access across the district safer, clearer and more convenient — while also improving air quality and reducing carbon emissions.

Combining both capital and revenue investment, the programme forms a core part of the Council's Asset Management Plan and represents a significant step forward in delivering the ambitions of the Parking and Access Strategy across the whole district.

The programme directly supports the City of Winchester Movement Strategy, which recognises the vital role parking plays in managing traffic flow through the city. As part of this, the need for enhanced park and ride provision has been identified as a key enabler of more sustainable travel choices. Effective parking management also underpins wider traffic and demand management, helping the Council respond to the Climate Emergency and deliver tangible improvements to local air quality.

The report also highlights progress made through the 2025/26 programme to maintain and improve parking assets and sets out a clear, forward-looking package of proposals for 2026/27 and beyond. This includes targeted investment in access, car and cycle parking, alongside digital transformation and customer service improvements that will modernise the access to Winchester and its parking service and make it simpler, fairer and more intuitive for residents and visitors alike.

RECOMMENDATIONS:

1. Subject to Full Council approval of the Budget and Capital Investment Strategy, approve expenditure of £1.676m for the car park major works programme 2026/27 as outlined in appendix A.
2. Delegate to the Head of Service – Place, in consultation with the Corporate Head of Asset Management and Cabinet Member for Climate Emergency, authority to adjust the programme to meet maintenance and operational needs of the car park service throughout the year, as required, and procure works as set out in this report.

IMPLICATIONS:1. COUNCIL PLAN OUTCOME

The council operates and maintains over 30 car parks which offer over 6,000 car parking spaces and are an integral part of the city council's approach to movement and accessibility across the city and the wider area.

This paper sets out the intended investment in this infrastructure in order further support the council main objectives, and highlights the work undertaken this year in support of these priorities.

- 1.1 Greener Faster
- 1.2 Investment in the Council's Park and Ride offering, through improved infrastructure, safety and reduced anti-social behaviour will make these a more attractive parking option for visitors, reducing the air pollution in the city centre.
- 1.3 Upgrading our payment machines enables our car parks to move towards becoming "pay by plate", the benefits of which are ticketless car parks and more reliable machines. This, in conjunction with removing cash-only machines, will mean car parks have a smaller carbon footprint from a drastic reduction of paper consumption, and fewer cash collection and maintenance visits. All car parks which have been upgraded have a 50% reduction in paper consumption, with scope for a further reduction in future.
- 1.4 Thriving Places
- 1.5 Investment in car park infrastructure and security helps improve customer experience and accessibility when visiting the district, supporting local businesses by encouraging visitors and increasing the attractiveness of its High Streets.
- 1.6 Continued improvement to the Council's CCTV network and investment in anti-social behaviour prevention helps create public spaces where people feel safe and secure.
- 1.7 Healthy Communities
- 1.8 Improvement of cycling provision helps encourage residents, promotion of P&R improving air quality in the city centre.
- 1.9 Good Homes for All
- 1.10 N/A
- 1.11 Efficient and Effective
- 1.12 The programme will continue to follow all Council procurement and project management processes to ensure good value for money is being obtained.

Projects within the programme are being regularly reviewed to ensure that they continue to produce the desired outcomes within agreed budgets.

- 1.13 Listening and Learning
- 1.14 Where identified, project-specific collaboration and communication plans will be developed.
- 1.15 Feasibility for surveys being added to our pay machine user journey is being considered. If possible, this would enable us to track and analyse data for a specific user group.

2 FINANCIAL IMPLICATIONS

- 2.1 The total programme of works identified in this report amounts to £3.351m in 2026/27.
- 2.2 The balance of the parking and access reserve as of 31 March 2025 was £2.647m.
- 2.3 Of the total programme, approval for additional expenditure is sought for £1.676 m in 2026/27, with £1.675m is subject to separate approval.
- 2.4 The items in section 11.8b, equating to £1.675m are significant works and are subject to separate business cases and approvals. Further detail is provided in the supporting information below.
- 2.5 Investing in parking and access infrastructure seeks to encourage parking behaviour in accordance with strategy objectives and will help to reduce the rising costs of management of our facilities. This is an important component in implementing our Parking and Access Strategy across the District and will, in addition, help to reduce incidents and accidents in our facilities and reduce any claims against the Council.
- 2.6 An assessment of likely demand on the car parks reserve over the next 10 years will be conducted in the summer of 2026 and included in the Medium Term Financial Strategy to ensure adequate sums are set aside in the reserve. These will take into account Local Government Reorganisation, ensuring that there are adequate resources to maintain the council's car parks in the future.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Under section 1 of the Localism Act 2011, the Council has the power to undertake any activity a normal person could undertake, for the benefit of the authority, its area or persons resident or present in its area. The Council is satisfied it has the enabling power(s) to procure and award a contract for works, goods or services following a compliant procurement exercise.

- 3.2 The Council has an obligation as a best value authority under section 3 of 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” together with a duty of care to the public to ensure that both the car parks and park and ride facilities are safe to use and maintained in a condition that is fit for purpose. It is considered by officers that the proposed programme assists the Council to meet these requirements.

- 3.3 Any procurement for works, goods and services will be in line with the Council’s Contract Procedure Rules and applicable legislation and subsequent contracts managed in-line with the Council’s Contract Management Framework.

4 WORKFORCE IMPLICATIONS

- 4.1 The majority of works will be managed or delivered ‘in house’ by the Council’s Parking, Estates, Special Maintenance and Transport and Engineering Teams. Delivering the programme of work included in this report will require officer time to plan, organise and to implement.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 Works are in line with the Council’s Asset Management Programme and reflect the operation of Council car parks.
- 5.2 The decentralisation of activities as result of LGR may see some of the car parks in parished areas transfer to parishes, which may have an impact on resources required to manage our car parks, and the income that they generate when viewed as an overall group of assets.

6 CONSULTATION AND COMMUNICATION

- 6.1 The proposals in this paper are as set out in the Winchester Movement Strategy and the Parking and Access Strategy and reflect the consultation results of both. The Parking and Access Strategy was agreed by Cabinet on 11th March 2020, and the Winchester Movement Strategy was approved by Cabinet on 20th March 2019.
- 6.2 Where major works are undertaken, local ward councillors will be consulted before works begin.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Environmental considerations have informed the programme in terms of delivering measures which will help to reduce our carbon footprint in line with the Climate Emergency declaration and commitment to improve air quality in Winchester particularly in respect cycle parking, park and ride provision and pay machines upgrades to allow for ticketless parking.

- 7.2 Whilst not committing to additional expenditure the council will continue to explore opportunities to expand the electric vehicle charger network with commercial partners.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 An Equality Impact Assessment has been undertaken in relation to the overall programme of works set out in appendix B of this report. Individual actions which may have an impact on equality matters will be assessed on a case-by-case basis.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 All new projects will note and adhere to any requirements regarding Data Protection and GDPR, both internal and external, and with the recommendations of the data impact assessment.

10 RISK MANAGEMENT

- 10.1 Risks are set out below.

Risk	Mitigation	Opportunities
Financial Exposure - Failing to maintain safe, well-managed car parks and reliable, working parking machines that provide customers with a range of payment options may result in loss of income and negatively affect the implementation of the Parking & Access Strategy.	Annual investment in replacing parking machines has ensured that customers in all car parks have access to a range of payment options and can reliably make payments. This investment also ensures that the Council's parking infrastructure remains Payment Card Industry (PCI) compliant and supports the delivery of Digital Transformation projects. Furthermore, continued investment in car park maintenance reduces the likelihood of insurance claims.	Creates efficiencies and meets customer expectations, enhancing the Council's reputation.
Exposure to challenge – Failing to communicate with relevant stakeholders	Ensure that all financial and procurement processes are adhered to	Continue to refine existing processes and capture lessons learned to drive

and follow the correct processes could lead to challenges and project delays.	and conduct thorough stakeholder analysis to maintain effective communication at all levels.	future efficiencies and prevent recurring mistakes.
Innovation – Failing to ensure all options are explored may result in less efficient solutions being developed, impacting both budget and officer time.	Ensure effective supplier engagement is carried out so that all options are fully understood, and the most suitable choice is made for the circumstances.	More efficient options may be identified.
Reputation – failing to maintain car parks, provide effective payment facilities, and CCTV coverage could negatively impact the Council's image and customer safety.	Continue investing in payment machines and the CCTV network, alongside proactive and reactive car park maintenance, to ensure facilities remain safe and fit for purpose.	Improved value and customer satisfaction from services, with opportunities to collaborate with local stakeholders to implement enhancements that deliver direct benefits to them.
Achievement of outcome – Failing to ensure that proposed works achieve the desired outcome could result in inefficiencies and failure to meet project objectives.	Ensure that projects within the programme are regularly reviewed during and after completion, and that proper handover processes are in place to guarantee outcomes are fully realised.	If outcomes are not achieved, capture lessons learned to better understand the reasons and mitigate similar issues in the future.
Property - Failing to maintain Council property in an attractive and safe condition could damage the Council's reputation and reduce public confidence.	Ongoing inspections and targeted investment to address defects ensure that car parks remain safe and fit for purpose.	Explore new technologies such as emissions reduction measures and modern facilities to reduce costs while incorporating initiatives that address the Climate Emergency.
Community Support - Poor car parking provision can undermine confidence in the Council's ability to support its communities.	Maintain and enhance the parking and access offer to ensure it meets customer needs and supports strategic objectives.	Utilize cashless payment facilities that provide significant benefits to both customers and the Council.
Timescales – As identified in the Parking & Access Strategy plan.	N/A	N/A

Project capacity - Inadequate resources can lead to project delivery failures and result in delays and cost overruns.	Additional staff have been employed where needed to deliver projects, and proposals have been assessed against available resources.	Use the car parking reserve to fund an officer post, enabling delivery of the required workload.
Other	N/A	N/A

11 SUPPORTING INFORMATION:

- 11.1 The Parking and Access strategy is publicly available on the parking pages of the council's website. [Winchester Parking and Access strategy](#).
- 11.2 The Parking and Access Strategy was formulated alongside the Winchester Movement Strategy (WMS) to ensure it contributes to its core priorities of reducing city centre traffic, supporting healthier lifestyle choices and providing investment in infrastructure to support sustainable growth.
- 11.3 This Parking and Access Improvement Programme outlines the spending plans for 2026/27, incorporating both capital and revenue costs. It includes a range of works such as building improvements, maintenance and equipment replacement, car park resurfacing and upgrades, future parking provision, and initiatives to meet customer expectations while reducing the Council's carbon footprint. Planned improvements include enhanced cycle parking across the district, catering for different bicycle types and local needs. These proposals have been informed by consultation with key stakeholders and are being developed in partnership with the County Council and Town and Parish Councils.
- 11.4 The programme set out in this report includes expenditure proposals for 2026/27 and an indicative programme for 2027/28. For 2026/27 the total proposed programme including any carry forwards amounts to £3.351m.
- 11.5 Of this 2026/27 total, £3.091m is classified as capital expenditure and £0.26m as revenue expenditure.
- 11.6 The programme detailed in Appendix A reflects the Council's current needs and priorities and supports delivery of the Council Plan, particularly in relation to sustainable transport, asset management, and broader strategic objectives. Specifically, this programme of works aims to:
- a) encourage a change in parking behaviour to support carbon and air quality objectives;
 - b) maintain and improve health and safety;
 - c) deliver our general obligations for maintenance and equipment replacement in relation to its assets;

- d) provide additional cycle and car parking provision where appropriate
- e) enhance digital transformation;
- f) reduce the Council's energy consumption;
- g) improve customer service

11.7 2025/26 Programme – Progress

- a) As an update on works that have taken place since the previous report to Cabinet on 22 January 2025 (CAB 3488), the following projects have been undertaken or are in the process of being completed.
- b) The total programme for 2025/26 was £2.0545m

Improved air quality and lower carbon	Progress
St Catherines resurfacing - phase 2 - £100,000	Complete
Resurfacing and repair works are required in the park and ride car parks to improve usage, particularly at St Catherine's. The first phase of works was completed in Spring 2024; however, condition was worse than anticipated and requires a second phase to be completed.	Phase 2 works were completed in June 2025, with an overspend of £3,530.94 due to the site requiring more work than originally specified.
To continue to support cycling provision and study - £20,000	On target to complete before April in 2026
Ongoing work to improve the provision of secure cycle parking and access across the District – with better provision for electric bikes, cargo bikes and improved CCTV coverage of bike parking areas.	Bike stands were installed at Kingsgate in May 2025. A Bike Hub for city centre deliveries is due to open in January 2026. A feasibility study is underway for the Barton Line cycle path.
Improved car park signage - £35,000	On target to complete before April 2026
There will be a need to continue improving signage, both within and directing to the car parks to ensure residents and visitors are able to take advantage of the range of tariffs and payment mechanisms available to them and to encourage use of car parks in line with the parking and access strategy. An update to the Off-Street order is also due to be complete early 2025, which will require an update of our existing tariff boards.	New entry signs, tariff boards, floor markings, and poster cabinets have been installed across central and park & walk car parks. Following the recent completion of the off-street order, work to replace affected signage will start in early 2026.

VMS signage - £75,000	On target to complete before April 2026
Work with Hampshire County Council to develop appropriate technological solution for variable message signage.	Suppliers have been approached to propose a solution for variable message signs at Chesil and Tower MSCPs. The project is expected to be completed by March 2026.
Development and delivery of a parking and access strategy for the market towns - £25,000	On target to complete before April 2026
To improve condition and effectiveness of parking and access in the main market towns in line with parking and access strategy plans.	8 new pay machines for Alresford Station, Arlebury Park, Perins and Lower Lane, Bishops Waltham and are scheduled for installation in February/March 2026.
Modern payments and enforcement	Progress
Pay machine upgrade - £155,000 (incl. c/fwd)	On target to complete before April 2026
To roll out improvement to payment machines and their related systems to reduce ongoing maintenance costs and improve customer service.	56 Pay machines have been upgraded or installed at all central (excluding Friarsgate) and park & walk car parks. Card payment upgrades at Barfield Phase 2 and Winchester Sport & Leisure Park are planned for February/March 2026, as well as two pay new machines for Friarsgate.
Upgrade to multi-storey mobile signal - £40,000	On target to complete before April 2026.
The installation of mobile signal boosters to enable phone payment throughout The Brooks and Chesil multi-storey car parks, which in turn reduces the need for machines and cash collection at high cost. Tower street was completed in 2024/25.	New signal boosters have been installed at Chesil Car Park. Barriers removed at Middle Brook street to allow phone payment. Work at the Brooks Car Park dependent upon completion of resigning and relining which is on track for completion in January 2026
Improved customer service - £35,000	On track to complete before April 2026.
Improvements to payment systems and associated the back office parking system.	Expected to begin in January 2026, with new notice and permit processing software to be implemented by March 2026.

Accessible and Safe	Progress
CCTV camera review and replacement programme - £130,000 (incl. c/fwd)	On track to complete mid 2026
<p>Work to upgrade our existing CCTV infrastructure, cameras and systems where the requirement is greatest.</p>	<p>17 new cameras have been installed at the Brooks Car Park. A new cloud-based evidence storage system was implemented in September 2025 across the whole CCTV system.</p> <p>Two new cameras have been procured for Abbey Garden and the High Street. Installation is pending broadband repair and street cabinet upgrades which depends on broadband provider, but is likely to need to be carried forward into 2026/27</p>
Car park repairs and remarking - £75,000	On track to complete before April 2026
<p>Responsive repair and maintenance work across the Council's car parks as required throughout the year – including improved walking routes through car parks where appropriate.</p>	<p>Several car parks across the district have been re-lined including the Gladstone, Guildhall Yard, Worthy lane, Cattle Market, Albury Park car parks, with the Brooks Car park schedule for January. New safety fencing has been installed on the top floor of Chesil car park to reduce anti-social behaviour, with further safety fencing work scheduled for floor 8 in January 2026.</p>
Re-build of Middle Brook Street CP - £250,000	On track for completion by mid 2026
<p>The re-surfacing and re-organisation of Middle Brook Street car park to improve the surface and simplify the parking and increase accessibility from all sector of the community. Subject to further engineering work</p>	<p>Initial work has raised issues with the site's water drainage system. This, in conjunction with discussions with Hampshire County Council regarding the site's entrance, means the project is likely to slip to early 2026/27. Progress has been made on payment facilities, with two new pay machines installed and the previous payment shelter removed, which has been replaced with a new trolley bay.</p>
Review of Brooks CP air handling system - £20,000 (c/fwd)	On track for completion by April 2026

Undertake a specialist review of the Brooks car park air handling system to understand long term maintenance and replacement requirements.	Survey being procured for delivery in early 2026
Asset Survey - Tower Street Multi-Storey Car Park - £150,000	On track for completion in mid 2026
To complete any works identified in the asset survey report.	A condition survey has been completed, and urgent works have been carried out. A specification is being compiled, with the remaining required but not urgent works scheduled for summer 2026.
ASB Prevention - P&R - £125,000	On track for completion mid 2026
To identify and implement solutions for preventing larger unauthorised vehicles from entering park and ride car parks and deterring anti-social behaviour, such as car meets.	Suppliers have been approached to present solutions for preventing unauthorised vehicle access at South Park & Ride.
Capacity to deliver	Completed
Project officer - £50,000	Resource in place and spending time on supporting projects set out in this programme of work.
To employ a fixed term resource to add to the parking team to enable delivery of these projects. This is the cost of 1 year's provision.	
Other works subject to separate approval	On track for completion mid 2026
The Dean - New Alresford - £600,000	The land has been purchased, and the site is expected to be handed over in June 2026 – but is entirely dependent upon the progress that the site developers make.
Officers are working with the developer and the land agent to help bring forward a development at The Dean in New Alresford, including a new public car park. A planning application has been submitted and has been approved. Funding for this via S106 has already been approved.	
Upgrades to public toilets – £210,000	On track for completion by April 2026
£200,000 was originally allocated to refurbish and improve the Chesil and Worthy Lane car park public toilets to ensure they are safe to use, reduce maintenance, reduce time when out of use, and improve the customer experience, meeting current design expectations. Following cost investigations, the budget was increased in year to £210,000 and now also includes refurbishments to the toilets at South P&R and St Catherine's P&R.	Chesil Car park and Park & Ride toilets have all be completed. Worthy Lane toilets are due to be started January 2026.

11.8 2026/27 Programme – Proposed

- a) This table sets out the proposed programme, subject to agreement, for those projects not subject to separate approval for 2026/27. The total programme which is not subject to separate approval is budgeted at £1,446,000m. This is set out in detail showing the capital and revenue split and some indicative funding for 27/28 on appendix A

Improved air quality and lower carbon	Budget
To continue to support cycling provision and study	£120,000
Ongoing work to improve the provision of secure cycle parking and access across the District – with better provision for electric bikes, cargo bikes and improved CCTV coverage of bike parking areas. This includes the delivery regeneration of the Barton Line (subject to feasibility report to be carried out in 2025/26), and St Catherines View cycle paths. It would also include small scale accessibility works to improve walking and access around the city.	
Improved car park signage	£15,000
There will be a need to continue improving signage, both within and directing to the car parks to ensure residents and visitors are able to take advantage of the range of tariffs and payment mechanisms available to them and to encourage use of car parks in line with the parking and access strategy.	
Development and delivery of a parking and access strategy for the market towns	£15,000
To improve condition and effectiveness of parking and access in the main market towns in line with parking and access strategy plans. This may include review of ownership of car parks in parish areas in line with LGR and assets transferring to parished areas.	
Further delivery of Electric vehicle charging machine points	
The city council has over 73 electric vehicle charging points which are well used (over 1,800 charging events in November 2025). We will continue to review options for new funding for new locations, such as at Pitt Park and Ride, which have hitherto not been deliverable due to high costs.	
Modern payments and enforcement	Budget
Pay machine upgrade	£80,000
This is complete the roll out of machines across our parking estate and will provide paperless, simple, cheaper to run systems on a consistent basis in every car park.	
Accessible and Safe	Budget
CCTV camera review and replacement programme (c/fwd)	£66,000
Work to upgrade our existing CCTV infrastructure, cameras and systems. Installation is pending broadband repair and street cabinet upgrades which depends on broadband provider.	
Car park repairs and remarking	£100,000
Responsive repair and maintenance work across the Council's car parks as required throughout the year, including works identified as a result of asset surveys.	

Re-build of Middle Brook Street CP (c/fwd)	£230,000
The re-surfacing and re-organisation of Middle Brook street car park to improve the surface and simplify the parking and increase accessibility from all sectors of the community. Subject to the current engineering feasibility work.	
Asset Survey - Tower Street Multi-Storey Car Park	£500,000
To complete the non-urgent works identified in the asset survey report which was carried out in 2025. The total figure (£500,000) is from £100,000 carried forward from 25/26, and is based upon the cost of the works identified through the car park asset survey.	
Chesil Lifts	
Budget to cover the repair/replacement of the lifts in Chesil Multi-Storey Car Park in 26/27.	£500,000
Capacity to deliver	Budget
Project officer	£50,000
To employ a fixed term resource to add to the parking team to enable delivery of these projects. This is the cost of 1 year's provision.	

- b) This table sets out the proposed programme, subject to agreement, for those projects which are subject to separate approval for 2026/27. The total programme which is subject to separate approval is budgeted at £1.425m

Subject to further approval	Budget
Car Park at the Dean (Previously approved)	£425,000
Acquisition of land and car park development, subject to planning related funding	
The Brooks Air Handling System	
Budget to cover the recharge of the Brooks car park air handling replacement system. Work to be completed by Yarrow Estates.	£1,000,000
CWR Bus & Accessibility Improvements	
Accessibility improvements at the Broadway to make the Broadway a high profile, safe and attractive facility for visitors to Winchester. Activity will depend upon the timing and plans for Central Winchester Regeneration.	£250,000

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 If we do not invest in decarbonisation and air quality initiatives, we will fail to deliver core council priorities in both these areas.
- 12.2 Not investing in Council car parks and their infrastructure may lead to financial loss if car parks are not able to be used or are unattractive to drivers. Losses may also result if accidents occur which generate successful claims against the Council. There is also a risk of reputational damage to the Council, and an adverse impact on the city and market towns' economies, through lack of good quality parking provision which help to underpin these locations in terms of meeting business and visitor needs.

.BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

CAB3440 CAR PARKING AND ACCESS - IMPROVEMENT PROGRAMME
UPDATE 24 January 2024

CAB3488 PARKING AND ACCESS PROGRAMME – REVIEW AND 25/26 WORKS
22 JANUARY 2025

Other Background Documents:-

[Winchester Movement Strategy](#)

[Winchester Parking & Access Strategy \(CAB3224\)](#)

APPENDICES:

Appendix A – Proposed 2026/27 and Indicative 2027/28 Programmes

Appendix B – Equality Impact Assessment

Programme 2026/27	Project	Capital	Revenue	Total
		£	£	£
Improved air quality and lower carbon	To continue to support cycling provision and study	£120,000		£120,000
	Improved car park signage		£15,000	£15,000
	Development and delivery of a parking and access strategy for the market towns		£15,000	£15,000
Modern payments and enforcement	Pay machine upgrade		£80,000	£80,000
Accessible and Safe	CCTV camera review and replacement programme (c/fwd)	£66,000		£66,000
	Car park repairs and remarking		£100,000	£100,000
	Re-build of Middle Brook Street CP (c/fwd)	£230,000		£230,000
	Asset Survey - Tower Street Multi-Storey Car Park (c/fwd + increase)	£500,000		£500,000
	Chesil Lifts	£500,000		£500,000
Capacity to deliver	Project officer		£50,000	£50,000
Total		£1,416,000	£260,000	£1,676,000
Subject to further approval				
Car Park at the Dean (Previously approved)	Acquisition of land and car park development, subject to planning related funding	£425,000		£425,000
The Brooks	Air handling unit	£1,000,000		£1,000,000
Central Winchester Regeneration (CWR)	Bus & Accessibility Improvements	£250,000		£250,000
Total		£1,675,000		£1,675,000
2026/27 Programme Total		£3,091,000	£260,000	£3,351,000
Indicative Programme 2027/28	Project	Capital	Revenue	Total
		£	£	£
Improved air quality and lower carbon	Development and delivery of a parking and access strategy for the market towns		£25,000	£25,000
Modern payments and enforcement	Pay Machine Upgrade		£80,000	£80,000
Accessible and safe	Car park repairs and remarking		£100,000	£100,000
Capacity to deliver	Project Officer		£50,000	£50,000
Total			£255,000	£255,000
2027/28 Indicative Programme Total			£255,000	£255,000

Equality Impact Assessment (EIA) for Parking and Access Programme – Review and 26/27 Works

Section 1 - Data Checklist

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?	No	
2	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	Yes	Requests have been received for disabled parking and parent-and-toddler spaces, along with comments about providing a range of payment options and ensuring parking availability. These requests have been assessed against relevant guidance and Council strategies, and provision is made accordingly.
4	Do you have any concerns regarding the implementation of this policy or project? <i>(i.e. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>	No	Careful project planning will be undertaken before starting the 2026/27 programme. Works will be scheduled to minimise impact and disruption for residents, visitors, and commuters.
5	Does any accessible data regarding the area which your work will address identify any areas of concern or potential problems which may impact on your policy or project?	No	
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of	Yes	The Head of Programme and the Parking team are experienced in delivering these types of projects.

		Yes/No	Please provide details
	your scheme from an equality impact point of view?		
7	Are there any other issues that you think will be relevant?	No	

Section 2 - Your EIA form

Directorate: ELB	Your Service Area: Place	Team: Parking Services	Officer responsible for this assessment: Campbell Williams	Date of assessment: 27/11/2025
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	Parking and access programme – review and 26/27 works.
2	Is this a new or existing policy?	Existing.
3	Briefly describe the aim and purpose of this work.	This programme of work supports the delivery of existing policies and strategic objectives, including the Winchester Movement Strategy, the Parking and Access Strategy, the Air Quality Management Area, carbon reduction targets, and the Council Plan.
4	What are the associated objectives of this work?	As outlined in this paper, CAB3488, CAB3440 and CAB3284
5	Who is intended to benefit from this work and in what way?	The Council, district residents, and visitors — as outlined in this paper.
6	What are the outcomes sought from this work?	Specific outcomes are project-dependent; however, in general, the programme aims to support the delivery of the Council's existing policies and strategic objectives.
7	What factors/forces could contribute or detract from the outcomes?	Local or national factors/forces.
8	Who are the key individuals and organisations responsible for the implementation of this work?	Parking Services
9	Who implements the policy or project and who or what is responsible for it?	Parking Services

		Please select your answer in bold . Please provide detail here.		
10a	Could the policy or project have the potential to affect individuals or	Y	N	We do not believe so.

	communities on the basis of race differently in a negative way?			
10b	What existing evidence (either presumed or otherwise) do you have for this?	Customer feedback and assessment of best practice and guidance.		
11a	Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?	Y	N	We do not believe so.
11b	What existing evidence (either presumed or otherwise) do you have for this?	Customer feedback and assessment of best practice and guidance.		
12a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way?</p> <p><i>you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Format of information</i> • <i>Time of interview or consultation event</i> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of interview)</i> 	Y	N	<p>Changes and improvements to car parks could impact individuals and their access if not carefully designed.</p> <p>Important considerations include the location and availability of disabled and parent-and-toddler parking spaces, the height of payment machines, the type of signage used, lighting, and the provision and maintenance of lifts.</p> <p>All of these factors are carefully considered in the design and installation of schemes and equipment in car parks and are reflected in the improvements we are delivering.</p>
12b	What existing evidence (either presumed or otherwise) do you have for this?	<p>Reference is made to the results of our residents' survey and census data to inform our decisions.</p> <p>We also regularly engage with representative groups such as the BID, the Chamber of Commerce, and local town and parish councils to identify issues and develop solutions to local concerns.</p> <p>We review any complaints received and take appropriate action. Our Civil Enforcement Officers regularly</p>		

		receive direct feedback from customers in our car parks, which we carefully consider and reflect in any proposals we bring forward.		
13a	Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?	Y	N	We do not believe so.
13b	What existing evidence (either presumed or otherwise) do you have for this?	Assessment of best practice and guidance.		
14a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	Access could be affected by several factors, such as lighting levels, the height of payment machines, the provision of disabled parking spaces, and the presence of steps or lifts.
14b	What existing evidence (either presumed or otherwise) do you have for this?	Customer feedback and assessment of best practice and guidance.		
15a	Could the policy or project have the potential to affect individuals or communities on the basis of religious belief differently in a negative way?	Y	N	We do not believe so.
15b	What existing evidence (either presumed or otherwise) do you have for this?	Assessment of best practice and guidance.		
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	We do not believe so.
16b	What existing evidence (either presumed or otherwise) do you have for this?	Assessment of best practice and guidance.		
17a	Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?	Y	N	We do not believe so.
17b	What existing evidence (either presumed or otherwise) do you have for this?	Assessment of best practice and guidance.		

18a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	We do not believe so.
18b	What existing evidence (either presumed or otherwise) do you have for this?	Customer feedback and assessment of best practice and guidance.		

19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups on the basis of protected characteristics?	Y	N	Potentially in relation to age and disability.
20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	Race: Sex: Disability: Details included above. Sexual orientation: Age: Details included above. Gender reassignment: Pregnancy and maternity: Marriage and civil partnership: Religious belief:
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	Through the provision of good lighting, clear signage, accessible payment machines, disabled parking spaces, and convenient access via lifts and other facilities, we aim to ensure car parks are safe and inclusive for all users.		
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	Yes and addressed through ongoing improvements and adaptations.

Signed by completing officer	Campbell Williams
Signed by Service Lead or Corporate Head	Campbell Williams

Forward Plan of Key Decisions

1 February 2026 – 30 April 2026

This document sets out key decisions to be taken within the next 28 days, together with any key decision by individual Members of the Cabinet and officers. It also includes potential key decisions beyond that period, though this is not comprehensive and items will be confirmed in the publication of the key decisions document 28 days before a decision is taken.

Key Decisions are those which are financially significant or which have a significant impact. This has been decided, by the Council, to be decisions which involve income or expenditure over £250,000 or which will have a significant effect on people or organisations in two or more wards.

The majority of decisions are taken by Cabinet, together with the individual Cabinet Members, where appropriate. The membership of Cabinet and its meeting dates can be found [via this link](#). Other decisions may be taken by Cabinet Committees, Cabinet Members or Officers in accordance with the Officers' Scheme of Delegation, as agreed by the Council.

Whilst the majority of the Cabinet's business at the meetings listed in this document will be open to the public, there will be occasions when the business to be considered contains confidential, commercially sensitive or personal information. The items of business where this is likely to apply are indicated on the plan.

This is formal notice under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 that part of the Cabinet meetings listed in this document may be held in private because the agenda and reports for the meeting will contain exempt information under Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it.

If you have any representations as to why the meeting should be held in private, then please contact the Council via democracy@winchester.gov.uk . [Please follow this link to the Council's Constitution](#) which includes a definition of the **paragraphs** (Access to Information Procedure Rules, Part 4 paragraph 8.4) detailing why a matter may be classed as exempt from publication under the Local Government Acts, and not available to the public.

Anyone who wishes to make representations about any item included in the Plan please contact the Democratic Services Team prior to the meeting to make your request. Copies of documents listed in the Plan for submission to a decision taker are available for inspection on the Council's website. Where the document is a committee report, it will usually be available five days before the meeting. Other documents relevant to the decision may also be submitted to the decision maker and are available on Council's website or via email democracy@winchester.gov.uk.

Please note that the decision dates are indicative and occasionally subject to change.

If you have any queries regarding the operation or content of the Forward Plan please contact David Blakemore (Democratic Services Team Manager) on 01962 848 217.

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer)	Date/period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
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Section A

Decisions made by Cabinet & Cabinet committees

1	Tenant Satisfaction measures survey results 2025/26	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet committee report	Cabinet Committee: Housing	Feb-26	2-Feb-26	Open
2	Housing Strategy 2023-2028 - review of Year 2	Cabinet Member for Good Homes, Cabinet Member for Healthy Communities	Yes	All Wards	Karen Thorburn	Cabinet committee report	Cabinet Committee: Housing	Feb-26	2-Feb-26	Open
3	Tenant partnership annual report	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet committee report	Cabinet Committee: Housing	Feb-26	2-Feb-26	Open
4	Anti Social Behaviour policies	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet committee report	Cabinet Committee: Housing	Feb-26	2-Feb-26	Open
5	Land transaction (if required)	Cabinet Member for Regeneration	Yes	All Wards	Geoff Coe	Cabinet report	Cabinet	Feb-26	12-Feb-26	Part exempt 3

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer)	Date/period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
6	Venta Living - Business Plan 26/27	Cabinet Member for Good Homes	Yes	All Wards	Kevin Harlow	Cabinet report	Cabinet	Feb-26	12-Feb-26	Part exempt 3
7	General Fund Budget 26/27	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-26	12-Feb-26 26-Feb-26	Open
8	Housing Revenue Account (HRA) Budget 26/27	Cabinet Member for Good Homes	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-26	12-Feb-26 26-Feb-26	Open
9	Capital Investment Strategy 26-36	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-26	12-Feb-26 26-Feb-26	Open
10	Treasury Management Strategy 26/27	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-26	12-Feb-26 26-Feb-26	Open

	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer)	Date/period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
11	Risk Management Policy 2026/27	Cabinet Member for Finance and Transformation	Yes	All Wards	Gareth John	Cabinet report	Cabinet	Mar-26	12-Mar-26	Open
12	Q3 Finance & Performance Monitoring	Cabinet Member for Finance and Transformation	Yes	All Wards	Simon Howson	Cabinet report	Cabinet	Mar-26	12-Mar-26	Open
13	Tourism Strategy	Cabinet Member for Business & Culture	Yes	All Wards	Susan Robbins	Cabinet report	Cabinet	Mar-26	12-Mar-26	Open
14	Future of Waste and Recycling	Cabinet Member for Recycling & Public Protection	Yes	All Wards	Campbell Williams	Cabinet report	Cabinet	Mar-26	12-Mar-26	Open

Section B

Decisions made by individual Cabinet Members

15	Playing Pitch Strategy (date tbc)	Cabinet Member for Healthy Communities	Yes	All Wards	Steve Lincoln	Cabinet member decision report	Cabinet Member for Healthy Communities Decision Day	Feb-26	Feb-26	Open
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	Item	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker (Cabinet, Cabinet Member or Officer)	Date/period decision to be taken	Committee Date (if applicable)	Open/private meeting or document? If private meeting, include relevant exempt paragraph number
Section C Decisions made by Officers										
16	Treasury Management - decisions in accordance with the Council's approved strategy and policy	Cabinet Member for Finance and Transformation	Yes	All Wards	Designated HCC Finance staff, daily	Designated working papers	Designated HCC Finance staff, daily	Feb-26	Feb-26	Open

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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