



Meeting Cabinet

Date and Time Wednesday, 17th June, 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 11 June 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 28 May 2026 (Pages 5 - 18)

7. Leader and Cabinet Members' Announcements

8. Leisure Centre VAT Treatment and Proposed Transition to Agency Operating Arrangements (less exempt appendices) (Pages 19 - 30)

Key Decision (CAB3560)

9. Winchester Sport and Leisure Park improvements (Pages 31 - 54)

(CAB3561)

10. To note the future items for consideration by Cabinet as shown on the July 2026 Forward Plan. (Pages 55 - 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. Leisure Centre VAT Treatment and Proposed Transition to Agency Operating Arrangements (exempt appendices) (Pages 63 - 98)

Key Decision

(CAB3560)

**Laura Taylor
Chief Executive**



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9 June 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 2026/27

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

Thursday, 28 May 2026

Attendance:

Councillors
Tod (Chairperson)

Cutler
Cramoysan
Becker

Learney
Porter

Apologies for Absence:

Councillors Reach and Thompson

Members in attendance who spoke at the meeting

Councillors Godfrey, Horrill, Lee and Wallace

[Video recording of this meeting](#)

1. **APOLOGIES**

Apologies were received from Councillors Reach and Thompson as noted above.

2. **DISCLOSURE OF INTERESTS**

Councillors Tod and Porter declared disclosable pecuniary interests in respect of reports CAB3553, CAB3556, CAB3532 and CAB3550 on the agenda due to their roles as Hampshire County Councillors. However, as there was no material conflict of interest, they 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.

3. **PUBLIC PARTICIPATION**

There were no members of the public present.

4. **THE LEADER TO APPOINT CABINET MEMBERS AND ALLOCATE RESPONSIBILITIES FOR 2026/27**

The Leader reported that he had confirmed the names of the Cabinet Members and that their responsibilities had remained unchanged for 2026/27 (previously announced at Annual Council on 20 May 2026).

5. **MINUTES OF THE PREVIOUS MEETINGS HELD ON 12 AND 18 MARCH 2026.**

RESOLVED:

That the minutes of the previous meetings held on 12 and 18 March 2026 be agreed as correct records.

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

There were no announcements made.

7. **FUTURE OF FORMER LEISURE CENTRE SITE (CAB3553)**

Councillor Becker introduced the report which set out the next steps in determining the future of the former site. Since the decision to re-market the site was taken in July 2025, a number of formal bids had been submitted which were currently being assessed and a further report would come to a future Cabinet, including a full evaluation of bids and any public representations before a final decision was made.

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

Councillor Lee

Councillor Lee welcomed the progress towards reuse of the former leisure centre site and praised the commitment to continued community engagement, noting the considerable public interest surrounding the future of the location. The selection of a partner scheme capable of delivering genuine community benefit should proceed as soon as possible.

Councillor Godfrey

Councillor Godfrey welcomed the progress on the vacant city centre site but criticised the report for failing to clarify its future use or explain why local government reorganisation (LGR) was referenced as a project risk. He suggested that the move to give notice of disposal before formal bids were fully evaluated implied a predetermined outcome and questioned whether the potential reduction in market value represented a reasonable use of public funds. Finally, he queried the apparent rush to approve the disposal, suggesting that the accelerated timeline might be an attempt to bypass external scrutiny from future unitary authorities or the Government.

Councillor Becker responded to the comments made including emphasising the aim for the decision to be taken by the council with its local knowledge and connections prior to any restrictions imposed by the LGR process.

The Director (Legal) also responded to questions regarding the legal advice sought relating to the designation of the land as public open space and the recommended steps necessary to facilitate its future disposal.

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

RESOLVED:

1. That the publication of the required notice under Section 123 (2A) of the Local Government Act 1972 be approved.
2. That authority be delegated to the Strategic Director, in consultation with the Cabinet Member for Healthy Communities, to finalise and publish the statutory notice.
3. That a further report be brought back to Cabinet following the expiry of the notice period to consider any representations received and to consider the disposal of the site to the preferred bidder.

8. **ADDITIONAL EXPENDITURE FOR REPAIRS TO THE BUTTERCROSS**
(CAB3562)

Councillor Tod introduced the report, explaining that the additional expenditure required only became apparent when closer inspection of the historic monument became possible when scaffolding had been erected.

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

Councillor Lee

Councillor Lee supported the preservation of the medieval monument but expressed concern regarding the substantial project cost increase. He questioned why structural defects were not identified during routine inspections and sought assurance that revised cost estimates had been independently validated to ensure value for money. Highlighting the impact of prolonged scaffolding on local businesses and tourism, he requested clarification on the legal requirements of the works and the potential for uninsured liability. Finally, he suggested that the council should adopt proactive maintenance reviews for all heritage assets to avoid reactive and costly future liabilities.

Councillor Horrill

Councillor Horrill welcomed the restoration progress of the Buttercross as an important district asset but expressed concern regarding the project management process. She questioned how initial estimates could be so inaccurate and sought an explanation for why preliminary studies failed to identify the structural failures discovered once scaffolding was erected. While supporting the necessity of the investment, she called for more

accurate advance information regarding project risks and potential scope to ensure better financial oversight in the future.

Councillor Tod and the Corporate Head of Asset Management responded to the comments made including confirming that full records of the repairs undertaken would be maintained which should assist with estimating any future repairs or maintenance required.

It was suggested that some of the photographs provided in the report be displayed around the site boarding and the Corporate Head agreed to investigate the feasibility of this suggestion further.

Cabinet also thanked the Winchester Town Forum Heritage Group for their work with council officers and Historic England in promoting the restoration required.

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

RESOLVED:

1. That a supplementary estimate of £250,000 for works to the Buttercross be approved, funded from the Council's Property Reserve.
2. That authority be delegated to the Corporate Head of Asset Management, in consultation with the Cabinet Member for Place, to enter into revised contract arrangements with the appointed specialist contractor, Stonewest Ltd.
3. That the Scheduled Monument Emergency Works Notice issued by Historic England and the requirement to undertake the works without delay be noted.

9. **CENTRAL WINCHESTER REGENERATION (CWR) PROPOSED LAND ACQUISITION (LESS EXEMPT APPENDIX)**
(CAB3556)

Councillor Tod introduced the report, stating that the proposal offered an opportunity to acquire an important site in relation to the CWR scheme but emphasising that the acquisition was not essential to the scheme progressing. He advised that the report had been considered at Scrutiny Committee on 26 May 2026, the draft minutes of which had been circulated to all members present.

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

Councillor Lee

Councillor Lee referenced useful discussions at Scrutiny Committee and asked whether if the former St Clements Surgery site was acquired, the

council was achieving best value for taxpayers given the total acquisition and holding costs.

Councillor Horrill

Councillor Horrill emphasised her long-standing support for CWR but raised serious concerns about why the council was assuming acquisition risks rather than Jigsaw. She questioned the decision to proceed without a full building condition assessment or a detailed plan for meanwhile use to cover short-term financing and holding costs. Finally, she sought evidence that public funds were not effectively subsidising Jigsaw and called for absolute clarity to ensure decisions on the scheme remained transparent and deliverable for residents.

Councillor Wallace (Chair of Scrutiny Committee)

Councillor Wallace reported that the Scrutiny Committee recognised the strategic opportunity to enhance the CWR scheme's design flexibility and coherence by acquiring the former St Clement's Surgery site. He noted that while the acquisition was not essential for delivery, it would prevent a poor-quality building from remaining at the heart of the development. However, he raised serious concerns regarding the council's potential financial exposure, specifically the risk of holding a non-performing asset and the impact of borrowing on the wider capital programme. Finally, he urged Cabinet to weigh these risks carefully and ensure that the decision-making process remained transparent and beyond reproach.

Councillor Tod, the Strategic Director and the Director of Regeneration responded to the points raised including confirming that the option agreement obliged Jigsaw to buy the site and they were confident meanwhile uses could be achieved.

The Director (Finance) emphasised that there remained some unknowns in relation to the option agreement including the length of time prior to the put option and the number of residential units and amount of commercial floor space. She also highlighted the potential risks to the council if the market value of the site was to decrease, or if Jigsaw were to become insolvent. She stated it was a decision for Cabinet to weigh up the risks against the benefits to the overall CWR scheme of the proposed acquisition.

The Strategic Director highlighted that paragraph 11.12 set out the main elements to be included within the option agreement and that whilst this had not been finalised yet, a minimum number of residential units and commercial floor space would be included.

Cabinet discussed the content of the report in detail, with particular reference to the financial risks involved and the potential wider benefits of the acquisition.

Cabinet and invited councillors present confirmed they did not wish to go into exempt session to discuss the contents of the exempt appendix.

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

RESOLVED:

1. That the Strategic Director with responsibility for Central Winchester Regeneration be authorised to complete the acquisition of the former St Clement's Surgery for the amount of £2.75m plus SDLT (£127,000) and fees (£20,000).

2. That a supplementary capital estimate of £267,000 be approved, funded by prudential borrowing (£140,000) and capital receipts (£127,000), bringing the total approved budget to £2,877,000.

3. That capital expenditure of £2,877,000 be approved for the acquisition of the former St Clement's Surgery.

4. That an ongoing revenue budget of £53,200 be approved for security, business rates, maintenance, and utilities until such time a lease to Jigsaw is in place.

5. That the Strategic Director with responsibility for Central Winchester Regeneration and Director Finance be authorised to negotiate and finalise the terms of an option agreement for the former St Clement's Surgery with Jigsaw.

6. That the Strategic Director with responsibility for Central Winchester Regeneration be authorised to explore meanwhile uses of the former St Clements Surgery with Jigsaw and to agree an approach that best mitigates the holding costs.

10. **BAR END DEPOT DISPOSAL (LESS EXEMPT APPENDICES)**
(CAB3532)

Councillor Tod introduced the report which recommended disposal of the former depot site and advised that it had been considered at Scrutiny Committee on 26 May 2026, the draft minutes of which had been circulated to all members present.

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

Councillor Lee

Councillor Lee welcomed the reuse of the brownfield site to meet housing and community needs but queried whether the number of affordable housing units could be increased, for example by adjusting height constraints in the design framework. He highlighted the importance of providing units at social rather than affordable rents if possible.

Councillor Godfrey

Councillor Godfrey welcomed the proposals, particularly after the withdrawal of the previous purchaser. He noted that while his initial

preference was for the council to develop its own housing, he commended officers for attracting a preferred bidder committed to providing 82 high-density affordable homes and retail space.

Councillor Wallace (Chair of Scrutiny Committee)

Councillor Wallace reported that the Scrutiny Committee had been supportive of the project's focus on affordable housing, acknowledging the council's decision to accept a reduced financial return to secure 82 homes and a community facility. Members had sought reassurances regarding the preferred bidder's track record, site contamination, and the availability of Homes England funding. He also highlighted the importance of establishing safeguards should planning approvals be delayed or not achieved. Finally, he confirmed the committee felt comfortably reassured and reiterated the necessity of maintaining delivery confidence to ensure the agreed housing outcomes were met.

Councillor Tod, the Corporate Head of Asset Management and the Director (Legal) responded to the comments made including confirming the proposal was for an open market disposal of the site which did not place restrictions on tenure mix or design of scheme. However, these matters would be dealt with by the council's current planning policies through the planning application process.

Cabinet and invited councillors present confirmed they did not wish to go into exempt session to discuss the contents of the exempt appendix.

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

RESOLVED:

1. That a conditional freehold sale contract (subject to planning) with Places for People Developments Ltd be approved on the terms set out in the exempt Heads of Terms at Appendix 6 of the report.

2. That authority be delegated to the Strategic Director to agree final details of the contract of sale within the parameters set out in exempt Appendix 6.

11. **Q4 PERFORMANCE MONITORING 25/26**
(CAB3550)

Councillor Cutler introduced the report and advised that it had been considered at Scrutiny Committee on 26 May 2026, the draft minutes of which had been circulated to all members present. Councillor Cutler provided a response to the questions raised by the committee where it had not been possible to provide answers during the meeting.

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

Councillor Lee

Councillor Lee highlighted a significant "delivery gap" regarding the decarbonisation of corporate assets and expressed concern that unmanaged AI growth could create hidden scope 3 emissions. He questioned the exclusion of councillors from the staff travel survey and sought clarity on how network mergers might impact future EV charging tariffs and investment. Finally, he raised concerns regarding telecom resilience in energy metering and queried the strategic risks posed by the government's challenging timetable for the upcoming Local Plan.

Councillor Horrill

Councillor Horrill suggested that the new chair of Scrutiny Committee consider how future meetings could be utilised more effectively to address meaningful issues and scrutinise reported outcomes more efficiently. Regarding the joint Movement Strategy, she urged the council to leverage available funds to address unmet priorities. Finally, she sought clarification on the RAG status concerning proposed land acquisitions for the Central Winchester Regeneration (CWR) scheme.

Councillor Wallace (Chair of Scrutiny Committee)

Councillor Wallace agreed that further consideration would be given to the best methods for scrutinising performance reports. He expressed significant concern regarding climate delivery, noting that both corporate and district carbon reduction measures had been rated amber for an extended period. He questioned at what point these ratings would trigger a formal recovery approach and raised further queries regarding the clarity of reporting for the local area energy plan. Finally, he highlighted delivery challenges within the housing sector, specifically focusing on the progress of the new homes programme, retrofitting, and damp and mould issues.

Councillors Cutler, Learney and Tod responded to the comments made including suggesting that Scrutiny Committee consider focussing on a particular topic in relation to performance monitoring at its meetings to ensure the appropriate Cabinet Member, Director and supporting officer could be in attendance.

The Chief Executive highlighted that the performance reports offered a snapshot in time and any "amber" or "red" ratings would be monitored regularly by the Cabinet Member and senior officer team.

In relation to the clarification sought by Councillor Horrill, Cabinet agreed a correction to the wording of the CWR section of the performance report as follows:

"A paper will be taken to May Cabinet seeking approval for the proposed land acquisition ~~required to support the delivery of the scheme.~~"

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

RESOLVED:

That the progress achieved during Q4 of 2025/26 be noted and the contents of the report be endorsed.

12. **APPOINTMENT TO CABINET COMMITTEES ETC 2026/27**
(CAB3551)

Councillor Tod introduced the report and drew Cabinet's attention to the group nominations that had been circulated prior to the meeting.

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

RESOLVED:

1. That the following appointments to Cabinet Committees, informal group and fora be made for the 2026/27 Municipal Year:

(a) Cabinet Committee: Housing*

Cabinet Member for Good Homes (Councillor Reach) (Chairperson),
Councillors Becker and Cutler

Non-voting invited councillors: Councillors Power, Clear, Horrill and White

(b) Cabinet Committee: Local Plan*

Cabinet Member for Place and Local Plan (Councillor Porter)
(Chairperson), Councillors Learney and Tod

Non-voting invited councillors: Councillors Brophy, Williams, Rutter,
Warwick and Lee

(c) Cabinet Committee: Regeneration*

Leader and Cabinet Member for Regeneration (Councillor Tod)
(Chairperson), Councillors Cutler, Learney and Thompson

Non-voting invited councillors: Councillors Aron, Laming, Godfrey and Lee

**Note – it was agreed that deputies for the non-voting invited councillors at Cabinet Committees be appointed from any group at the Chairperson's discretion.*

(d) TACT Board

Councillors Reach and Horrill

(e) Carbon Neutrality Open Forum

Councillors Learney (Chairperson)

(f) Equality, Diversion and Inclusion Forum
Councillors Becker (Chairperson), Bennett, Clear, Langford-Smith and Cook

(g) Winchester Sports and Leisure Park Advisory Board –
Councillors Becker (Chairperson), Aron, Murphy and Cook

(h) Central Winchester Regeneration (CWR) Project Board –
Councillors Tod and Cutler

(i) Strategic Asset Purchase Scheme Board
Councillors Tod, Cutler, Becker and Thompson

(j) Treasury Investment Group
Cabinet Member with responsibility for Finance (Councillor Cutler) and Councillor Tod, Councillor Morris (Chair of Audit & Governance Committee), Councillors Chamberlain and Wallace

(k) Local Government Reorganisation Board
Deputy Leader (Councillor Cutler) (Chairperson) and Councillors Tod, Morris, Lee and Horrill

(l) Kings Barton Forum
Councillors: Cramoysan (Chairperson), Batho, Eve, Morris, Porter, Godfrey and Warwick (Deputies: Learney, Rutter and Horrill)

(m) West of Waterlooville Forum –
Councillors: Cutler (Chairperson), Chamberlain, Bennett and Langford-Smith (Deputies: Clear)

2. That Councillor Bennett be appointed as Equality, Diversity and Inclusion Member Champion.

3. That Councillor Tippett-Cooper be appointed as “Sanctuary Champion”

4. That Councillor Laming be appointed as “Armed Forces Champion”

13. **APPOINTMENTS TO OUTSIDE BODIES 2026/27**
(CAB3552)

Councillor Tod introduced the report and drew Cabinet’s attention to the group nominations that had been circulated prior to the meeting. He noted that appointed members be reminded of their responsibilities which should include an annual reporting back on the work of the external organisation.

At the invitation of the Leader, Councillor Horrill addressed the meeting as summarised briefly below.

Councillor Horrill suggested it would be preferable for the various group leaders and managers to meet prior to the Cabinet meeting to informally discuss the proposed appointments. She also welcomed any proposal to ensure members reported back on their roles.

Cabinet agreed that the most appropriate method of reporting back on the work of the external organisations be considered further by the Monitoring Officer as set out in the new resolution 4 below.

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

RESOLVED:

1. That the following appointments to external bodies be made for the 2026/27 Municipal Year (unless stated otherwise):
 - (i) Central Hampshire Road Safety Council – Councillor Westwood
 - (ii) Hampshire & Isle of Wight Local Government Association (HIOWLGA) – Leader and Deputy Leader (Councillors Tod and Cutler)
 - (iii) Hampshire County Council Annual Meeting with Parish & District Councils regarding public transport issues – Cabinet Member with responsibility for Transport (Councillor Learney)
 - (iv) Hampshire Cultural Trust – Cabinet Member with responsibility for Culture (Councillor Thompson) (Trustee) and Councillor Rutter (Observer)
 - (v) Hampshire Homechoice Board – Cabinet Member with responsibility for Housing (Councillor Reach)
 - (vi) Hampshire Rural Forum – Cabinet Member with responsibility for the Economy (Councillor Thompson)
 - (vii) Hampshire and the Solent Combined County Authority Planning Advisory Board – Cabinet Member with responsibility for planning (Councillor Porter)
 - (viii) Housing Ombudsman Complaints Handling Code – Member responsible for complaints – Cabinet Member with responsibility for Housing (Councillor Reach)
 - (ix) Local Government Association – Leader and Deputy Leader (Councillors Tod and Cutler)
 - (x) Mid-Hampshire Unitary Authority voluntary and full joint committee arrangements – Leader (Councillor Tod) and Deputy Leader as deputy (Councillor Cutler)

- (xi) Partnership for South Hampshire (PfSH) Joint Committee – Leader (Councillor Tod) and Deputy Leader as deputy (Councillor Cutler)
- (xii) PATROL (Parking and Traffic Regulations Outside London) Adjudication Joint Committee – Cabinet Member with responsibility for transport/parking – Councillor Learney
- (xiii) Police and Crime Panel (until May 2029, confirmed annually) – Councillor Murphy (Councillor Laming)
- (xiv) Project Integra Management Board – Cabinet Member with responsibility for waste (Councillor Cramoysan) plus Councillor Learney (deputy)
- (xv) River Hamble Harbour Management Committee (until May 2029, confirmed annually) – Councillor Power and Councillor Wallace (deputy)
- (xvi) South East England Councils (SEEC) – Leader (Councillor Tod) and Deputy Leader as deputy (Councillor Cutler)
- (xvii) South East Employers – Chair of Audit & Governance Committee (Councillor Morris)
- (xviii) South-East Hampshire voluntary and full joint committee – Deputy Leader (Councillor Cutler) and Councillor Tod (deputy)
- (xix) Southampton International Airport Consultative Committee – Cabinet Member with responsibility for Transport (Councillor Learney) and Councillor Bennett (deputies Councillors Aron and Cook)
- (xx) St John's Winchester (until May 2029) – Councillor Thompson
- (xxi) Tourism South East – Cabinet Member with responsibility for Tourism (Councillor Thompson)
- (xxii) Unit 12 CIC (formerly Integr8 CIC) – Cabinet Member with responsibility for the community (Councillor Becker)
- (xxiii) Venta Living Ltd – Councillors Batho & Pett
- (xxiv) Welborne Community Forum – Councillor Chamberlain
- (xxv) WinACC – Cabinet Member with responsibility for Climate Change (Councillor Learney)
- (xxvi) Winchester Business Improvement District (BID) – Cabinet Member with responsibility for Economy (Councillor Thompson)

- (xxvii) Winchester Beacon – Cabinet Member with responsibility for homelessness (Councillor Becker)
- (xxviii) Winchester Sports Stadium Management Committee – Cabinet Member with responsibility for Sport (Councillor Becker) and Councillor Aron
- (xxix) Winchester Welfare Charities (until May 2030) – Councillor V Achwal (NB Councillor Gordon-Smith is the second trustee appointed May 2024 to May 2028)

2. That representatives be reminded of their responsibilities whilst representing the Council on an external organisation, as summarised in Paragraphs 1.6 – 1.10 of the report and in the [Guidance regarding serving on Outside Bodies](#).

3. That authority be delegated to the Chief Executive, in consultation with the Leader and the Director (Legal) to agree the terms of reference and any associated procedures of the two voluntary or full joint committees set out in paragraphs 2.5 and 2.6 of the report.

4. That the Monitoring Officer review the reporting arrangements for members attending outside bodies or from the bodies themselves.

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

RESOLVED:

That the list of future items as set out in the Forward Plan for June 2026 be noted.

15. **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>
16	CWR proposed land acquisition (exempt appendix))	Information relating to the financial or business affairs of any particular
)	person (including the authority holding that information).
17	Bar End depot disposal (exempt appendices))	(Para 3 Schedule 12A refers)

16. **CENTRAL WINCHESTER REGENERATION (CWR) PROPOSED LAND ACQUISITION (EXEMPT APPENDIX)**
(CAB3556)

RESOLVED:

That the contents of the exempt appendix be noted.

17. **BAR END DEPOT DISPOSAL (EXEMPT APPENDICES)**
(CAB3532)

RESOLVED:

That the contents of the exempt appendices be noted.

The meeting commenced at 9.30 am and concluded at 12.35 pm

Chairperson

CAB3560
CABINET

REPORT TITLE: LEISURE CENTRE VAT TREATMENT AND PROPOSED
TRANSITION TO AGENCY OPERATING ARRANGEMENTS

17 JUNE 2026

REPORT OF CABINET MEMBER: Councillor Becker, Cabinet Member for Healthy
Communities

Contact Officer: Susan Robbins Tel No: 01962 848 461 Email
srobbins@winchester.gov.uk

WARD(S): ALL

PURPOSE

This report seeks Cabinet approval in principle to progress an Agency Variation to the council's Leisure Management Contract with Sports and Leisure Management Limited (SLM) who will be the agent with Everyone Active Charitable Trust as authorised sub-agent (define in this report as Everyone Active). The proposal is intended to strengthen the long-term sustainability and resilience of the council's leisure offer, provide greater financial certainty through a guaranteed annual return alongside the council's existing contractual arrangements, and support the continued delivery of high-quality leisure services for residents.

The proposal does not alter the range, accessibility or standard of services provided at the council's leisure centres and will not result in changes to the customer experience or day to day operation of services save that the leisure services will be provided on behalf of the council by Everyone Active as agent. Leisure centres will continue to operate as they do currently, with residents continuing to access facilities, programmes and services in the same way. The proposal instead represents an evolution of the contractual and operational arrangements underpinning an established and well-performing service, ensuring the contract remains fit for the future and continues to support the council's wider strategic ambitions.

RECOMMENDATIONS:

That Cabinet:

1. **Approves**, in principle, the progression to an Agency Variation to the existing Leisure Management Contract with Sports and Leisure Management Limited (SLM) who will be the agent with Everyone Active Charitable Trust as authorised sub-agent (define in this report as Everyone Active).
2. **Delegates** authority to the Strategic Director – Place, in consultation with the Director of Legal, Section 151 Officer, to finalise Heads of Terms and enter into a Deed of Variation and any other necessary and appropriate agreements, including agreement of the detailed financial and operational arrangements.
3. **Notes** the estimated financial benefits arising from the proposal, including the introduction of a guaranteed uplift in annual income to the council.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

- 1.1 This proposal is fully in line with Council Plan values that we will adapt, innovate, and collaborate in the way we deliver services to our residents.
- 1.2 Healthy Communities
- 1.3 The provision of a varied and accessible range of health and fitness services, provided via our contract with Everyone Active, ensures we are increasing participation in physical activity for all ages and abilities. Further by considering these new arrangements we are securing strong health and community infrastructure across the district. The two key objectives lead to improved health and wellbeing of our communities.
- 1.4 Efficient and Effective
- 1.5 We aim to provide our residents with high quality, easy to access, good value services that are continually improving. This approach will support our objectives to provide good value services and to ensure we have stable council finances.

2 FINANCIAL IMPLICATIONS

- 2.1 In March 2023, HMRC issued updated guidance following the Chelmsford City Council VAT tribunal, confirming that local authority leisure services may, in certain circumstances, be treated as non-business activities for VAT purposes. This represented a significant change from the previous position, where such services were generally treated as exempt business activities.
- 2.2 Under the council's current contractual arrangements, VAT associated with the delivery of leisure services is not recoverable in full, resulting in an ongoing financial cost within the existing model. The proposed Agency Variation seeks to address this by restructuring the delivery arrangements to align with the updated HMRC position and enable the council to recover VAT currently treated as irrecoverable expenditure. This represents the principal financial change and creates a more efficient and sustainable financial model for the council over the remaining contract term.
- 2.3 To enable this, outsourced operators such as Everyone Active are required to act as managing agent on behalf of the council rather than as principal supplier. This change is contractual and operational in nature and does not alter the services residents receive or the customer experience at leisure facilities save that the leisure services will be provided on behalf of the council by Everyone Active as agent.
- 2.4 The proposal does not require additional subsidy from the council and supports the longer-term sustainability of leisure provision, creating a stronger platform for future investment opportunities. Further detail on the proposal,

including the estimated financial benefits to the council are included in exempt Appendix 1.

- 2.5 In the event that HMRC raise a general challenge about leisure agency arrangements, and no local authority can continue to use these agreements, then the agreement will revert to the current arrangement.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The council's existing Leisure Operating Contract for Winchester Sport & Leisure Park was procured in 2019 through open tender in compliance with the council contract procurement rules and the Public Contracts Regulations 2015. The contract was varied in February 2021 to extend arrangements between the parties to include the provision of leisure and related services at the council's Meadowside Leisure Centre in Whiteley.
- 3.2 The council has already received legal advice which confirms that the proposed contractual variation and associated delivery arrangements can be structured and implemented in a lawful and procurement-compliant manner. Specialist legal support from Browne Jacobson is being provided to ensure robust compliance with all relevant public procurement, contractual and property requirements as the proposal progresses.
- 3.3 Specialist advice has been obtained from external legal and public sector tax advisers, confirming that the proposed variation can be structured in a lawful and compliant manner and does not represent a substantial contract modification requiring re-procurement.
- 3.4 The proposal does not represent a new or untested approach. Everyone Active has successfully implemented similar arrangements with 16 other local authorities, providing a well-established precedent for this model of delivery. In developing the proposal, the council has also considered specialist advice from PSTAX and relevant HMRC guidance to ensure the approach reflects established practice and aligns with the applicable legislative and taxation framework.
- 3.5 A formal Deed of Variation will be required to implement the changes, setting out:
- a) The appointment and role of Everyone Active as the council's agent
 - b) The division of responsibilities
 - c) Financial arrangements and reporting requirements
 - d) Treatment of different income streams

4 WORKFORCE IMPLICATIONS

- 4.1 It is recognised that implementation requires operational changes, including updates to customer-facing materials and internal processes, to ensure the agency model is properly and consistently applied. EA will lead on the changes as affect their business and will resource this at no additional cost to the council.
- 4.2 Council estates, contract and financial support work will be undertaken within existing staff resources. Should additional resources be needed, this will be funded from the agency income and will be approved through normal council procedures.
- 4.3 No other council staff or workforce implications have been identified for the continued management of the contract.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The council's leisure estate represents a significant portfolio of community and financial assets. Ensuring these assets remain viable, well maintained and capable of adapting to changing demand requires both ongoing investment and periodic review of contractual arrangements. The proposal supports this by strengthening the financial model that underpins the estate.
- 5.2 As a consequence of adopting an agency model approach, existing lease arrangements will be changed to an occupational licence structure, ensuring alignment with the legal requirements of the model.
- 5.3 This approach is intended to maintain clear operational responsibilities, including repairs, maintenance and day-to-day operational control, whilst supporting the proposed delivery model and associated VAT position. Specialist legal advice will inform the detailed structure of the arrangements to ensure that the council's interests and existing protections are maintained, including consideration of property and contractual matters associated with any transition from a Lease to a Licence arrangement.

6 CONSULTATION AND COMMUNICATION

- 6.1 The proposal has been developed in partnership with the council's leisure operator. Conversations have also taken place with other authorities who have completed this change to deepen our understanding and to benefit from lessons learned. Officers attended a briefing event for local authorities where technical sessions were held on legal, procurement, finance and operations with relevant practitioners.
- 6.2 The Cabinet Member for Healthy Communities has been briefed along with the Cabinet Member for Finance and Transformation.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The proposal is for a change to the contractual relationship between the council and Everyone Active (SML) and does not change any operational arrangements so has no direct implications for environmental impact. As a council facility we continue to seek ways to invest in measures that improve the environmental performance of the building for example through rooftop solar PV installation and EV charging points and secure cycling.
- 7.2 Under our annual Carbon Footprint report, which provides breakdown of the council's direct (scope 1&2) and indirect (scope 3) carbon emission, the leisure centres are reported as indirect. This proposed arrangement does not affect where the leisure centres' emissions are reported, they will continue to be reported under scope 3 emissions. This is because as we do not have direct control over the operations / energy / fuel use at the sites so these emissions would fall under scope 3.
- 7.3 This position is supported by the GHG protocol guidelines Corporate-Value-Chain-Accounting-Reporting-Standard_041613_2.pdf (pg 126 & 127)

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 This is a contractual change and there are no material implications for service delivery to users. Therefore, there are no matters to consider under the Public Sector Equality Duty.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 All data relating to users is collected by Everyone Active and is collected, managed and stored in compliance with GDPR. This proposal does not require any change in how user information is handled as per the terms of the current contract.
- 9.2 All data provide to the council will be managed and stored in compliance with our GDPR policies.

10 RISK MANAGEMENT

- 10.1 This proposal is within the council's current overall risk appetite of moderate and as such open to innovative ways of working and will to pursue options that offer potentially substantial returns.
- 10.2 The risks associated with the proposal are considered to be low and manageable as there have been several authorities that have already made this change. Learnings and experience have been shared by a number of them via meetings with the officer team.
- 10.3 The introduction of an additional guaranteed income stream further reduces financial uncertainty, while ensuring the continuity of service. Legal and

commercial risks will be managed through the detailed drafting of the Deed of Variation and appropriate governance arrangements.

Risk	Mitigation	Opportunities
Financial Exposure Procurement or legal challenge to the proposed contractual variation could delay implementation or require amendments to the proposed structure.	The council has received initial legal advice confirming that the proposal can be structured and implemented in a lawful and procurement-compliant manner. Specialist advice from Browne Jacobson is supporting the detailed development of the arrangements.	Opportunity to establish a robust, legally compliant contractual structure that supports long-term service resilience and reflects established sector practice
Exposure to challenge	An independent legal advisor has been appointed to ensure sufficient review and correct processes are duly followed. Experience of other local authorities has been sought and corroborates our advice.	
Future changes to HMRC guidance or interpretation may impact the anticipated financial position	The proposal has been developed with consideration of specialist advice from PSTAX and relevant HMRC guidance. Similar arrangements are already successfully operating across 16 local authority contracts with Everyone Active. The risk that HMRC guidance changes cannot be mitigated. However,	Opportunity to adopt a well-established and sector-tested model that supports a stronger and more sustainable financial position.

	the council will revert to the current arrangements.	
Misunderstanding or perception that the proposal changes services or affects customers may create stakeholder concern.	Communications and reporting will clearly emphasise that the proposal is an operational and contractual refinement only and does not alter service delivery, facilities, programmes or the customer experience.	Opportunity to reinforce confidence in the council's commitment to protecting front-line services whilst strengthening the arrangements that support them.
Complexity associated with implementing revised contractual and property arrangements could require additional officer time and coordination.	Detailed implementation planning will be supported by legal, finance and property specialists, with changes delivered through a variation to an existing arrangement rather than a wholly new operating model.	Opportunity to strengthen contractual clarity and ensure arrangements remain fit for purpose over the remaining contract term.
Financial benefits may vary over time if external factors affect performance assumptions.	Existing contractual income arrangements remain protected and the proposal includes an additional guaranteed annual return, providing greater certainty and reducing financial exposure.	Opportunity to improve overall financial performance and strengthen medium and long-term financial planning certainty.
Innovation Exploration and development are needed which delays the delivery of the proposals.	No innovation and development required. This model is already used by at least 16 other local authorities for whom EA deliver leisure services. External technical (legal, procurement and finance) advice has been sought in advance to avoid any delay during the implementation phase.	
Achievement of outcome		

Expected benefits are not realised	This proposal results in a fixed fee with EA which is guaranteed	
Property Changes impact upon maintenance and upkeep of the facilities.	The existing contractual responsibilities of EA and the council in terms of maintenance of the building remain unchanged under the new arrangements.	The improved financial performance for all parties increases potential for future investment in the site by the operator.
Community Support		
Timescales		
Project capacity Lack of resources delays the implementation of the proposal, resulting in reduced efficiencies and reduced financial return to the council.	Officers from impacted teams have been engaged from initial discussions to ensure resource commitments are understood and can be accommodated.	
Other		

11 SUPPORTING INFORMATION:

11.1 Background

11.2 This proposal follows a change in HM Revenue and Customs (HMRC) policy in March 2023, which allows local authorities, in certain circumstances, to treat leisure services as non-business for VAT purposes. This creates an opportunity to adopt a more efficient financial and delivery model, whereby services are provided by an operator acting as agent on behalf of the council, rather than as principal supplier.

11.3 Under the proposed arrangement, Everyone Active would move from acting as principal to acting as managing agent, delivering leisure services in the council's name. This enables the council to benefit directly from the improved VAT treatment and the associated financial efficiencies, whilst maintaining the existing operational model.

- 11.4 The council would retain its current contractual income position and, in addition, receive a guaranteed annual financial uplift reflecting the efficiencies generated through the revised model. The arrangement also improves the financial position of the operator, creating a balanced and mutually beneficial outcome.
- 11.5 The Proposal
- 11.6 The proposed Agency Variation introduces a revised contractual structure in which the council becomes the principal provider of leisure services, with Everyone Active acting as its agent. Under this model, leisure income is treated as income of the council and is recorded in the council's name, while Everyone Active remains responsible for the day-to-day operation of the facilities, including staffing, programming and customer service, ensuring continuity of delivery.
- 11.7 The proposal does not change the day-to-day operation of the leisure centres, the services provided, or the experience for residents. Instead, it represents a refinement of the contractual and financial structure underpinning an established and well-performing service. Specialist tax and legal advice has confirmed that the council has the necessary powers to implement this approach and that it is compliant with procurement and regulatory requirements, with a similar model having been successfully implemented by other local authorities.
- 11.8 Implementation will require a Deed of Variation to the existing contract, alongside associated operational and property adjustments to ensure that the agency arrangement is reflected properly and consistently in both contractual terms and day-to-day practice.
- 11.9 Financial Operation of the Model
- 11.10 Revenue generated at the leisure centres will be collected by Everyone Active acting as agent and held on behalf of the council. This revenue will include a mix of:
- a) Non-business income: e.g. general admission to sports facilities such as swimming pools & gyms
 - b) Standard rated income: e.g. shower & locker charges, general room lettings in Winchester Sport & Leisure Park (which is opted to tax)
 - c) Exempt income: e.g. general room lettings in Meadowside Leisure Centre (which is not opted to tax)
- 11.11 Full details are provided in exempt Appendix 1.

11.12 Operational and Contractual Adjustments

11.13 HMRC requires that the agency arrangement reflects the substance and reality of operations, not simply contractual wording. This includes ensuring that branding, customer terms, receipts, reporting and operational processes consistently reflect the council as the service provider.

11.14 Customers will be clearly informed when services are being provided by the council via Everyone Active acting as agent, and when services are provided directly by the operator. Customer service arrangements, including complaints handling, will continue to be managed by Everyone Active on behalf of the council.

11.15 Branding and communications will be updated where required to reflect the agency relationship, with associated costs met by the operator.

11.16 **Financial Benefits**

11.17 The proposed model is designed to strengthen the council's financial resilience and provide greater certainty through:

- Retention of the council's existing contractual income arrangements
- An additional guaranteed annual financial return
- Enhanced overall financial performance across the contract term
- Increased certainty to support sustainable financial planning and decision-making

11.18 The improved financial position also supports the council's ability to invest in its leisure estate and maintain a competitive, high-quality offer.

11.19 Conclusion

11.20 The proposed Agency Variation represents a financially beneficial, legally compliant and operationally deliverable enhancement to the council's existing leisure contract. It enables the council to benefit from a significant change in HMRC policy, improve financial performance and secure long-term sustainability, whilst maintaining service continuity. The proposal is supported by specialist advice, established sector practice and a robust governance framework.

11.21 Subject to approval, implementation will proceed through completion of the Deed of Variation and associated documents and operational arrangements, with a target commencement date to be agreed.

12 OTHER OPTIONS CONSIDERED AND REJECTED

12.1 The option of maintaining the existing contractual arrangements without change has been considered.

- 12.2 This option would avoid the need for contractual variation but would result in the continuation of the current level of financial performance. It would not address the gap between actual and anticipated income, nor would it provide additional certainty for the council's financial planning.
- 12.3 Over time, this would limit the council's ability to reinvest in its facilities and respond to changing demand, increasing the risk that the leisure estate becomes less competitive and financially sustainable.
- 12.4 On that basis, a proactive approach to improving the contract and benefitting from this opportunity has been considered the most appropriate course of action.

BACKGROUND DOCUMENTS:

Previous Committee Reports:

CAB3285; 11 FEBRUARY 2021; MEADOWSIDE LEISURE CENTRE – UPDATE ON OPERATOR TENDER

CAB3249; 22 JULY 2020; LEISURE CENTRE UPDATE – IMPACT OF COVID-19

CAB3082(LC); 11 FEBRUARY 2019; WINCHESTER SPORT AND LEISURE CENTRE – FULL BUSINESS CASE

Other Background Documents:

NONE

APPENDICES:

- 1. Exempt appendix 1 – Financial Implications
- 2. Exempt appendix 2 - PSTAX report

CAB3561
CABINET

REPORT TITLE: WINCHESTER SPORT AND LEISURE PARK IMPROVEMENTS

17 JUNE 2026

REPORT OF CABINET MEMBER: Cllr Kathleen Becker, Cabinet Member for Healthy Communities

Contact Officer: Steve Lincoln Tel No: 01962 848 110 Email
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WARD(S): ALL

PURPOSE

To seek Cabinet approval for an exciting opportunity at Winchester Sport & Leisure Park (WSLP), enhancing and future-proofing the Council's flagship leisure asset to ensure it continues to evolve with changing customer expectations and remains at the forefront of health and wellbeing provision in the district.

Since opening in May 2021, WSLP has become a significant success story for Winchester, welcoming approximately 1.4 million visits annually and establishing itself as a central hub supporting healthier communities, active lifestyles and thriving places. As the centre enters its sixth year of operation, there is now an opportunity to build on this success and respond proactively to rapidly changing trends within the leisure and wellbeing market.

As owner of the asset, Winchester City Council has an important role in ensuring the facility continues to remain commercially competitive, financially sustainable and attractive to residents, visitors and future operators. Continuous investment in the Council's leisure infrastructure is essential to maintaining a modern, high-quality offer that responds to changing participation trends and customer expectations within the increasingly competitive leisure sector.

This report therefore seeks approval for a £740,000 investment through the Community Infrastructure Levy (CIL) programme to deliver a strategic enhancement to WSLP, supporting the continued evolution of the centre and ensuring it remains a modern, commercially resilient and attractive destination for residents and visitors. The proposed investment would transform underutilised space within the centre into a new wellbeing-focused offer including Reformer Pilates, recovery facilities and dedicated wellness warm-up and warm-down spaces, broadening the appeal of WSLP and

responding to increasing demand for more holistic approaches to health and wellbeing.

The business case developed by Everyone Active demonstrates that this proposal represents a sound and sustainable investment, generating increased usage, improving the overall customer offer and supporting the long-term financial resilience of the facility. The proposal represents an opportunity not only to enhance the customer experience but also to strengthen the long-term sustainability and attractiveness of the asset, protecting its value and ensuring WSLP remains competitive for both existing and future operators beyond the current contract period ending in 2036.

This investment reflects a forward-looking approach to asset management and supports the Council Plan ambitions by investing in healthier communities, delivering sustainable services and maximising the value and impact of one of the Council's most significant leisure assets.

RECOMMENDATIONS:

Subject to budget approval by full Council as set out below, Cabinet is asked to:

1. **Approve** the allocation of £740,000 of District-wide Community Infrastructure Levy (CIL) funding and associated capital expenditure to deliver improvements at Winchester Sport & Leisure Park (WSLP), subject to Full Council approval of the associated capital budget.
2. **Approve** an exception to the Contract Procedure Rules to enable one of the direct award options set out in section 3.6 of this report.
3. **Delegate** authority to the Strategic Director, to approve minor amendments to the detailed design, specification and scope of the project during delivery, provided such changes remain within the approved budget and do not materially alter the strategic objectives or overall outcomes of the scheme approved by Cabinet.

Cabinet is requested to recommend to Full Council:

4. **Approval** of a capital budget of £740,000 to deliver improvements at Winchester Sport & Leisure Park.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

1.1 The ability to investment directly supports our vision, as stated in the Council Plan, that we will make a real difference to the lives of our residents, the strength of our business and the quality of our environment. The infrastructure project recommended for funding contributes to the Council Plan priorities in the following ways.

1.2 Healthy Communities

1.3 The provision of a varied and accessible range of health and fitness services via our contract with Everyone Active helps to maximise participation in physical activity for all ages and abilities. This proposal would broaden the range of opportunities available at WSLP, directly supporting the council's ambition to enable residents to live active and healthy lives, while also strengthening the commercial performance of the facility.

2 FINANCIAL IMPLICATIONSCapital

2.1 The cost of the works as estimated by an external leisure supplier to be £630,000. Given the uncertainty of construction costs, a 17.5% contingency has been added to the project. All ongoing revenue costs associated with the with the maintenance, inspection, insurance and repair etc of the new space and installed equipment will be met by Everyone Active.

2.2 It is proposed that WCC District CIL be used fund the works. Therefore, approval for £740,000 CIL allocation, establishment of budget and capital expenditure is requested.

2.3 Since the report to Cabinet in March 2026 when the latest round of CIL allocations was considered, additional CIL funds have been collected and the total fund available now stands at over £2.2m.

CIL Funds	Health, Community active travel and transport	District	Total
Remaining to be allocated	£1,036,526	£131,740	£1,168,266
Collected during 25/26	£405,039	£607,558	£1,012,597
Collected to date in 26/27	£16,654	£24,981	£41,635
Current sum for allocation in 2026/27	£1,458,219	£764,279	£2,222,498

- 2.4 Of this, c.£740k is ring-fenced in the strategic fund for use on council projects. Therefore, there are sufficient funds available for the proposed investment.

Revenue

- 2.5 There will not be an immediate direct impact on council income. However, the surplus share arrangement within the contract presents the possibility for the council to see increased income in future years as a result of the increased revenue generated by this new facility.
- 2.6 The greater financial value resulting from the proposal will be on the long-term profitability of WSLP, maintaining the financial performance of the facility to secure maximum value of the subsequent contract when the existing one comes to end in nine and a half years. This is vital, as the council will rely on sustained income levels from the subsequent contract to continue to service the borrowing.
- 2.7 Everyone Active has shared indicative financial modelling with the council which demonstrates that the proposal represents a prudent and sustainable investment into the council's leisure asset, supporting increased usage, improved customer offer and long-term commercial resilience.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Planning Act 2008 and the Community Infrastructure Levy Regulations 2010 as amended (including by the Community Infrastructure Levy (Amendment) (England) (No.2) Regulations 2019) allow charging authorities to collect funding from qualifying developments in their area, which must be used to support or mitigate the effects of development. It can be used flexibly to fund any infrastructure as defined within the legislation.
- 3.2 To ensure transparency and accountability, a mechanism to identify and prioritise schemes on which spending is required to support development in the district was agreed by Cabinet in June 2016 (CAB2807). This spending protocol was updated in September 2018 (CAB3071) and again in March 2021 (CAB3292) to reflect the updated CIL Regulations and Government guidance. A further review of CIL was conducted in 2023, which resulted in a recommendation to ring-fence the district CIL into three distinct funds reflecting the priorities of the Council Plan.
- 3.3 Approved council-led schemes will be procured in accordance with the council's Contract Procedure Rules and the Procurement Act 2023 (PA23) with guidance from Procurement, Finance and Legal as required.
- 3.4 A separate report to this meeting of Cabinet is seeking approval for the council to progress an Agency Variation to the council's leisure management contract with Everyone Active. Should that be approved, it would establish a different relationship with Everyone Active that would allow them to procure

and manage these works on behalf of the council, as our agent. This is the simplest route to delivering the scheme and would make best use of the opportunity presented by the new agency model.

- 3.5 In any event, an exception to the Contract Procedure Rules will be required, as the works contract is outside the scope of the Everyone Active contract. The below is the hierarchy of preferred procurement routes, all of which would require an exception to the CPRs to be approved by Cabinet. The exception is required as there is not sufficient time in the programme to carry out a competitive tender exercise.
- a) Option 1 (preferred) – Everyone Active procure the works as our agent. Any agent acting on behalf of the council is bound by its CPRs, as such Everyone Active would be required to either conduct a formal competitive Open tender or direct award to their supply chain with an exception.
 - b) Option 2 – Everyone Active be directly awarded the works contract and utilise their supply chain (liable to incur additional project management / professional service costs).
 - c) Option 3 – WCC direct award to a contractor within Everyone Active's supply chain (liable to incur additional project management / professional service costs).
- 3.6 Owing to the value of the works in question, an exception to the Contract Procedure Rules is required and approval needed from Cabinet, in accordance with CPR 52.1 d).

4 WORKFORCE IMPLICATIONS

- 4.1 There are minimal workforce implications associated with the preferred option 1 for procurement (see 3.6 above).
- 4.2 In the event that options 2 or 3 for procurement are required, we are liable to incur additional project management / professional service costs and legal, finance and procurement team resources will be needed.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 WSLP is a council asset and is leased to Everyone Active (or licence to occupy under the Agency model) to manage and operate the centre and associated assets on behalf of the authority, based on the facilities and layouts that existed at the point the contract was awarded. The contract does not place responsibility on Everyone Active to independently redesign, reconfigure or significantly develop council-owned assets.
- 5.2 Decisions around capital investment, changes to building layouts, expansion of facilities or wider service transformation remain matters for the council, as asset owner and strategic authority. The strongest schemes tend to be those

developed collaboratively between the council and operator (as in this case), with the council leading on strategic investment decisions and the operator supporting the business case, operational design and delivery implications.

- 5.3 Investment in new space configuration and the installation of equipment falls within the council responsibilities. The new assets will remain the property of the council and at the end of the contract, or their end of life or at such time as they are no longer required they will be disposed of as appropriate. Everyone Active will maintain, inspect, repair and replace any equipment at their cost over the life of the assets.
- 5.4 The project costs include the disposal of the current changing room fixtures and fittings which would not be retained, although some parts will be kept onsite as spares (i.e. shower parts).
- 5.5 None of the work associated with this project will require planning permission, as the works are internal only and do not involve the movement of supporting walls or joists.

6 CONSULTATION AND COMMUNICATION

- 6.1 The need to review and make changes to the type of facilities at WSLP was raised by EA during 2025 and has been discussed at the Advisory Board in February 2026. At the time this covered the planned works to replace the climbing wall with a soft play area. This triggered further discussion on other potential areas there were for improvement and change and which present opportunities for the centre to remain current and competitive. The options presented here have been discussed in consultation with the Cabinet Member for Healthy Communities and the preferred option identified.
- 6.2 In April a more detailed proposal and business case were considered through council's normal internal project management process and was given support to progress.
- 6.3 The informal CIL Panel considered the proposal on 22 May 2026 and endorsed the proposal for CIL funding in line with the recommendation in this report. As part of the CIL application process, ward members for St Michael ward were asked to confirm their support for the scheme and two have done so to date, with one further response awaited.
- 6.4 Earlier in June, Everyone Active began to survey current users of WSLP to understand the extent of any impact on them from the proposed changes. In particular, this will involve users of the gym and group exercise studios, who are those most likely to be affected by the loss of changing space on the first floor. This engagement with users will continue as the detailed design process proceeds, through a co-design approach, to ensure that the final design and resultant changes meet the needs of the wider user base at the centre.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The procurement contract for reconfiguration works, and the specification for new equipment, will include environmental consideration on matters such as materials, energy use and supply chain.
- 7.2 Some material will be reused from the fixtures being removed. Disposal will be by a regulated waste management company.
- 7.3 Removal of showers and toilets will lead to a reduction in water use, although this will be minimal due to the current low use.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The council's duty under the Human Rights Act 1988 and the Equalities Act 2010 is considered and an equality impact assessment has been completed. There is no identified adverse impact through the allocation of CIL funding to anyone with protected characteristics under the Equalities Act 2010, or with regards to human rights (see appendix 1).
- 8.2 Many projects allocated CIL funding seek to improve accessibility to facilities and improved infrastructure for all. These will have a positive impact upon the council's duties under the Human Rights Act 1088 and the Equalities Act 2010. Future funding priorities will continue to provide improved facilities at both a local and district wide level to enable more inclusive communities and better health and well-being for all.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 None required.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<u>Financial Exposure</u> Scheme delivery cost exceeds budget.	Costs estimates provided by a contractor known to Everyone Active. 17.5% contingency has been included. Allocation of a set CIL budget and accounting for this retrospectively after proof of expenditure minimises occurrence of any cost overruns.	The proposed scheme is forecast to generate additional revenue so is expected to improve the financial viability of WSLP.
<u>Exposure to challenge</u>		

Proposals are challenged through the planning system.	Informal discussion indicates that no planning application is required.	
<u>Innovation</u> The innovation in new space and equipment is short lived and does not create the returns envisages.	The current changing rooms are inflexible and offer no commercial space. The new space is flexible and can be adapted to other health and fitness activities as may be demanded in the future.	
<u>Reputation</u> The centre users do not support the changes and criticises the council for its investment and disruption to centre use.	Users have been engaged and their views sought on the changes. If approved EA will provide information about the changes through regular communications with users across it various channels, including notices within the centre.	
<u>Achievement of outcome</u> The new space does not achieve the project's objectives of: <ul style="list-style-type: none"> • Increased offer and programme to residents • Increased footfall at WSLP • Increased income • Enhancing skilled workforce CPD for staff • Increased commercial attractiveness for the life of this contract and for future operators 	EA has significant experience across its wide portfolio of leisure facilities, and the proposal is informed by this experience.	
<u>Property</u>		

<p>Future cost implication of equipment maintenance, repair and replacement.</p>	<p>Maintenance and lifecycle replacement within the contract will sit with the operator in line with the existing maintenance responsibility matrix in the contract.</p>	<p>The predicted increase in revenue should enable the operator and/or council to increase future investment in the onsite facilities.</p>
<p>Community Support</p>		
<p><u>Timescales</u> The project is not delayed or is not delivered to time.</p>	<p>Seeking approval for the CIL allocation, budget and for capital expenditure enables the project team to plan for the procurement, commissioning installation and of the works. The ensure there is sufficient time to plan the necessary resources to deliver the project and time them for the more convenient period in the centre's sport / health programme.</p>	
<p><u>Project capacity</u> Lack of capacity to deliver project on time.</p>	<p>The recommended procurement approach would place minimal resource requirement on the council, as the works would be commissioned and managed by EA.</p>	
<p><u>Local Government Reorganisation</u> Government approval is required, following the making of the Structural Change Order.</p>	<p>Guidance indicates that the threshold for entering capital contracts is likely to be those in excess of £1,000,000.</p>	<p>The proposed Agency Variation to the council's leisure management contract creates an opportunity for Everyone Active to procure the contract.</p>

11 SUPPORTING INFORMATION:

Background

- 11.1 WSLP opened in May 2021 as the council's flagship leisure facility and is now entering its sixth year of operation, attracting approximately 1.4 million visits annually. As the contract matures, the council's focus is on ensuring the centre continues to deliver against our Council Plan priorities, supporting healthy communities, contributing to thriving places, and operating on a financially sustainable footing.
- 11.2 The site is operated under the council's long-term leisure contract with Everyone Active, which runs until April 2036. Over the time that the centre has been open time health and fitness trends have changed and customer expectations for the sort of facilities they are seeking has shifted. Fitness has broadened into more holistic wellbeing (mental health, recovery, sleep, nutrition), not just physical activity. Therefore, it is essential that the council continues to invest strategically in the asset to maintain its quality, relevance, and commercial attractiveness over the long term.
- 11.3 Based on its experience across a national portfolio, Everyone Active has identified an opportunity to reconfigure underutilised space and create a new commercial offer that aligns with a growing demand in the market and would keep WSLP at the forefront of local leisure provision.
- 11.4 The space in question currently contains the first-floor changing rooms, comprising:
- a) Female changing: 7 toilets; 11 showers; 101 lockers; open changing space and 5 cubicle changing spaces.
 - b) Male changing: 4 toilets, 4 urinals; 11 showers; 122 lockers; open changing space and 5 cubicle changing spaces.
- 11.5 The current floor plan of the area in question is shown at appendix 2.
- 11.6 Anecdotally, the sports hall and first floor changing spaces are rarely crowded, with limited but steady numbers using the space, primarily for the toilet and locker facilities. Everyone Active has begun to survey current users of WSLP to understand in more detail the extent of any impact on them from the proposed changes.

The proposal

- 11.7 It is proposed to reconfigure the changing room space on the first floor of WSLP into a dedicated Pilates studio, with associated recovery rooms and warm-up, warm-down space. This space currently generates no income, and

the proposal represents an opportunity to introduce a new, commercially viable offer, aligned to strong and growing demand in Winchester for health and wellbeing activities. This would comprise:

- a) A new 20-bed Reformer Pilates studio.
- b) 3 new individual recovery rooms with cryo and hydro massage beds.
- c) A wellness space for warm-up, warm-down, stretching and mobility.
- d) Male and female toilets (4 of each) retained along with 48 lockers.

11.8 The proposed new space would create a calm, modern and premium wellbeing environment within WSLP, complementing the centre's existing fitness and sports offer. The reformer Pilates studio would provide instructor-led sessions focused on strength, posture and flexibility and low-impact conditioning, while recovery rooms would offer a bookable treatments and self-guided recovery experiences designed to support muscle recovery, relaxation and overall wellbeing. The warm-up, warm-down space would provide a dedicated area for stretching, mobility work and preparation before or after exercise. Together, these elements would reflect changing customer expectations in the leisure market, where users increasingly look for facilities that support recovery, holistic wellbeing and a broader lifestyle offer, rather than traditional gym provision alone. At present, WSLP has a strong fitness, swimming and sports offer, but limited provision specifically focused on wellbeing and recovery, outside of the hydrotherapy pool. The proposed reconfiguration would therefore address a clear gap in the current offer, helping the centre remain competitive, broaden its appeal and attract both existing users and new customer groups.

11.9 The proposed floor plan of the area in question after the changes is shown at appendix 3 and some indicative images are shown at appendix 4 of what a Reformer Pilates studio, recovery rooms and associated equipment might look like.

11.10 Customers who currently use the showers would be directed to use the sports hall changing rooms on the ground floor, which host six showers in both the male and female changing rooms, 65 lockers and four toilets in each space – all of a similar quality to the facilities that would be lost. Customers could also choose to use the ground floor changing village, which hosts 75 cubicles, 629 lockers, and a further 26 showers.

Conclusion

11.11 The proposed scheme would enhance the overall offer at WSLP, protecting the long-term value of the asset and ensuring the site remains competitive in a competitive market and attractive to future operators beyond 2036. In doing so, it supports both our place-based ambitions and our responsibility to manage assets in a financially responsible and forward-looking way.

12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 The council could choose not to invest in the site's infrastructure at this time, choosing to keep the changing room in-situ and to keep the user experience and offer exactly as it is now. However, the 'no change' option would mean a missed opportunity to increase footfall onsite and income generation that would make the site more profitable, encouraging the operator to sustain their investment in the site as the contract progresses. Lack of ongoing investment could also impact the commercial attractiveness of the site, resulting in a less beneficial contract from 2036.
- 12.2 Everyone Active also presented an enhanced scheme that would also relocate a spin studio and increase gym provision. This enhanced scheme had an estimated cost in excess of £1.3m, which could not currently be met from the available CIL fund. It was felt that this did not offer such good value for money, so this option was discounted.
- 12.3 We considered other areas within WSLP that could be adapted, but there is no obvious alternative location for a Reformer Pilates studio. The group exercise provision on the same floor comprises three studios and is used at 74% occupancy, which is considered within the industry to be high performing. Group exercise sees a steady monthly footfall of c.10,000 visits and is a unique selling point against commercial competitors, who offer gym-only experiences.
- 12.4 The works could be procured and managed by the council instead of by Everyone Active. However, achieving this via a competitive tender or through a framework would delay the council's decision on the scheme until a contractor was identified and would present significant time challenges in context of LGR. The option of Everyone Active procuring and managing the works is therefore the preferred option.
- 12.5 We could seek full or partial funding from Everyone Active in recognition of the benefit to the operator that the new facility would bring. However, there is no contractual basis for this and Everyone Active is already committed to funding another enhancement to WSLP this year – the £200,000 conversion of the climbing area to a new soft play facility.

BACKGROUND DOCUMENTS:

Previous Committee Reports:

None

Other Background Documents:

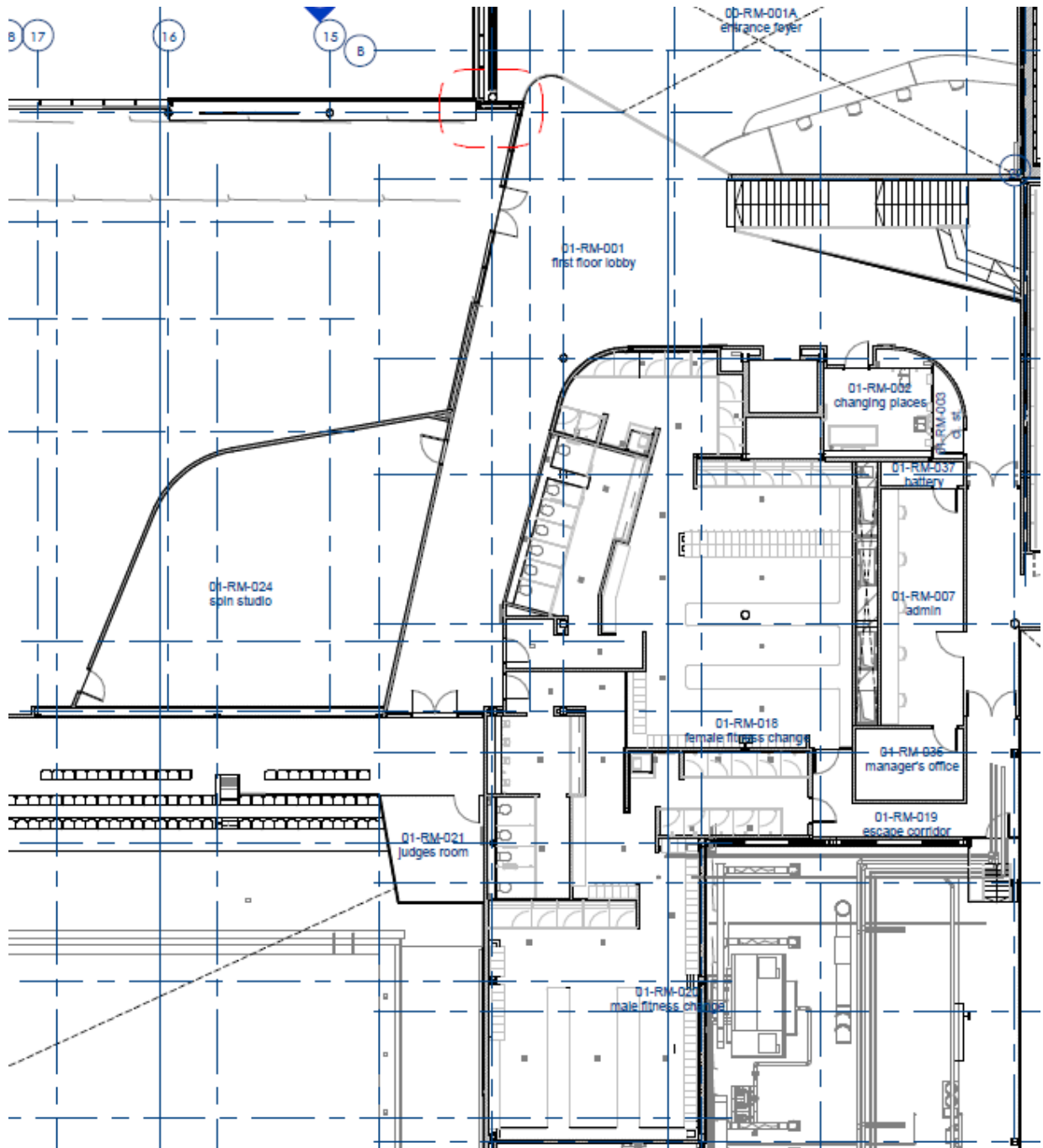
None

APPENDICES:

1. Equality impact assessment
2. Current floor plan – WSLP first floor
3. Proposed floor plan – WSLP first floor
4. Indicative images

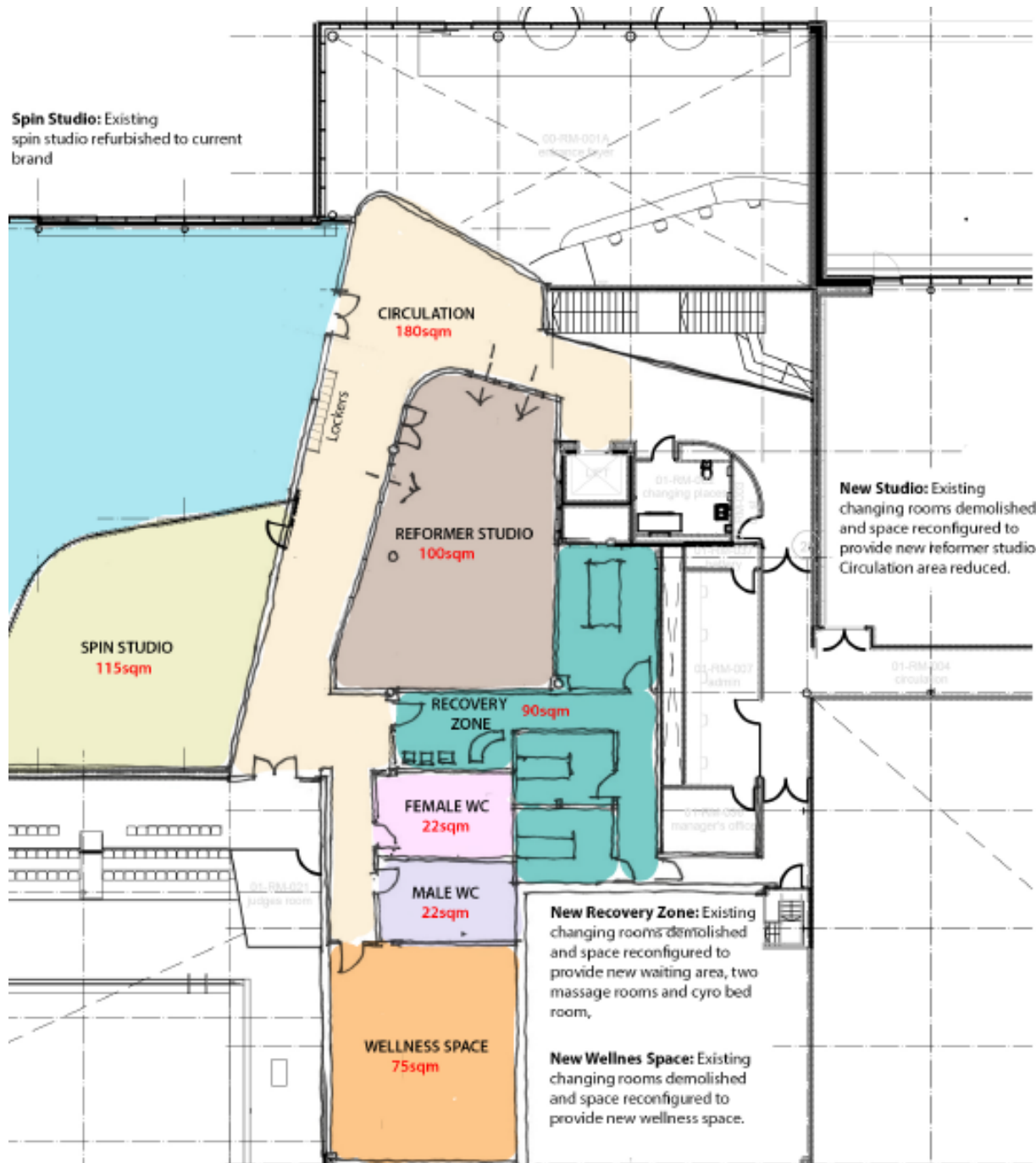
Appendix 2

Current floor plan – WSLP first floor



Appendix 3

Proposed floor plan – WSLP first floor



Appendix 4

Indicative images

Reformer Pilates studio



Cryotherapy bed



Hydromassage bed



Winchester City Council
Equality Impact Assessment (EqIA)



Section 1 - Data Checklist

When undertaking an EqIA for your policy or project, it is important that you take into consideration everything which is associated with the policy or project that is being assessed.

The checklist below is to help you sense check your policy or project before you move to Section 2.

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?	No	There have been no complaints to date, but the detailed proposal has not been publicised at the point of this document being prepared. Feedback on the proposal will be reviewed before final decision is taken to proceed.
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	Officers from the community and wellbeing team have discussed the proposal with colleagues from the operator, Everyone Active (EA).
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	No	N/A
4	Do you have any concerns regarding the implementation of this policy or project?	No	EA has experience of delivering facility improvements and has an established procurement process through which it will be managed. They work with a number of procurement partners and have effective working relationships.

		Yes/No	Please provide details
	<i>(i.e. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>		
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	<p>Winchester Sport and Leisure Park (WSLP) is an accessible building that already includes features to actively include people from various protected groups. Nothing about this proposal negatively impacts that position.</p> <p>The proposal does result in the loss of changing rooms and associated facilities, but there are all provide for at the same standard elsewhere in the building and are as equally accessible.</p>
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	EA has experience of such projects and will be delivering the project.
7	Are there any other issues that you think will be relevant?	No	N/A

Section 2 - Your EqIA form

Directorate: Place	Your Service Area: Economy & Community	Team: Community & Wellbeing	Officer responsible for this assessment: Steve Lincoln	Date of assessment: 21 May 2026
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	WSLP Pilates and wellness suite.
2	Is this a new or existing policy?	New facility.
3	Briefly describe the aim and purpose of this work.	Conversion of underutilised space within the centre into a new premium wellbeing offer including Reformer Pilates, recovery facilities and dedicated wellness spaces.
4	What are the associated objectives of this work?	<ul style="list-style-type: none"> • Improved offer at WSLP. • Increased reach into cohort not currently using the centre. • Keeping WSLP at the forefront of local provision.
5	Who is intended to benefit from this work and in what way?	<ul style="list-style-type: none"> • Adults aged 30+, particularly those seeking low-impact exercise without the barriers associated with high-intensity gym activity. • Older residents, to remain active and independent for longer. • People managing injury, long-term conditions or returning to activity. • Women, who remain a core demographic for Pilates participation. • Existing members and sports participants at WSLP, including gym users, swimmers and team-sport participants, who will benefit from complementary recovery and conditioning provision.

		<ul style="list-style-type: none"> Residents of higher-density and town-centre developments, who are more reliant on publicly accessible indoor facilities due to limited private space for exercise. 		
6	What are the outcomes sought from this work?	<ul style="list-style-type: none"> Increased footfall Increased revenue and profitability of the centre 		
7	What factors/forces could contribute or detract from the outcomes?	<ul style="list-style-type: none"> External competition for the market Pricing levels Quality of the installation and ongoing maintenance Reputation of WSLP generally 		
8	Who are the key individuals and organisations responsible for the implementation of this work?	<ul style="list-style-type: none"> Steve Lincoln, Service Lead, WCC Alison Lewis, Area Contract Manager, EA Laura Jones, Contract Manager, WCC 		
9	Who implements the policy or project and who or what is responsible for it?	<ul style="list-style-type: none"> Alison Lewis will be the local contact at EA who will liaise with their property specialists that will oversee the procurement and delivery of the works. Graeme Todd will be the WCC point of contact for all property and construction matters. Laura Jones will be the WCC contact for wider contractual matters with EA. Steve Lincoln will provide strategic project oversight 		
10a	Could the policy or project have the potential to affect individuals or communities on the basis of race differently in a negative way?	Y	N	If instructors and marketing materials are not representative, it can signal that the space is “ <i>not for everyone.</i> ” In addition, a lack of diversity among staff can reduce cultural understanding or inclusivity.

10b	What existing evidence (either presumed or otherwise) do you have for this?	3.4% of residents in the district have a main language that is not English (Census 2021).		
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	Pilates can be viewed as an activity primarily for women and be promoted or marketed as such.
11b	What existing evidence (either presumed or otherwise) do you have for this?	20% of women report doing yoga or Pilates but only 6% of men (YouGov Health & Wellbeing Tracker, 2025).		
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>Lack of inclusive programme design, or lack of awareness amongst instructors, could mean the activity less accessible to people with a disability.</p> <p>Inability to physically access facilities could create a negative impact. However, if done well, Pilates has the potential to be one of the most inclusive forms of exercise if accessibility and adaptability are built into the design from the outset.</p>
12b	What existing evidence (either presumed or otherwise) do you have for this?	<p>14.9% of residents in Winchester district report having a disability that limits activity a little or a lot (Census 2021).</p> <p>Around 43% of disabled people in England achieve 150+ minutes of physical activity per week (the standard measure of being “regularly active”), while 39–43% of disabled people are inactive (doing less than 30 minutes per week). These figures are worse than for the overall population (Sport England’s Active Lives Survey).</p>		

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	The proposed Pilates installation will not affect individuals or communities differently on the basis of sexual orientation.
13b	What existing evidence (either presumed or otherwise) do you have for this?	N/A		
14a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	The proposed Pilates installation will not affect individuals or communities differently on the basis of age.
14b	What existing evidence (either presumed or otherwise) do you have for this?	Around 14% of UK adults overall take part in yoga/Pilates and it is listed among mainstream exercise types across the entire adult population (yougov.com).		
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	The proposed Pilates installation will not affect individuals or communities differently on the basis of religious belief.
15b	What existing evidence (either presumed or otherwise) do you have for this?	N/A		
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	The proposed Pilates installation will not affect individuals or communities differently on the basis of gender reassignment.
16b	What existing evidence (either presumed or otherwise) do you have for this?	N/A		

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	The proposed Pilates installation will not affect individuals or communities differently on the basis of marriage and civil partnership.
17b	What existing evidence (either presumed or otherwise) do you have for this?	N/A		
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	Pilates is often recommended as a beneficial activity in pregnancy. However, it is important for it to be delivered by trained instructors who are aware of the risks for pregnant women.
18b	What existing evidence (either presumed or otherwise) do you have for this?	N/A		
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	<ul style="list-style-type: none"> • Various groups could be deterred from attending sessions if they are marketed and promoted in a way that makes them appear to be targeted at others. • Unqualified or inadequately trained instructors could result in people from certain groups not be properly accommodated, or taking part in activity inappropriate for them. • Inaccessible facilities or equipment could prevent certain people from participating.
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: N/A Sex: Females tend to be under-represented in sport and physical activity, so facilities targeted to female participation help to reduce this imbalance. Disability: N/A Sexual orientation: N/A

				Age: N/A
				Gender reassignment: N/A
				Pregnancy and maternity: N/A
				Marriage and civil partnership: N/A
				Religious belief: N/A
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	<ul style="list-style-type: none"> EA uses representative marketing and recruits in an open and transparent way to ensure a diverse staff team. EA will schedule a programme of activity to meet the varying needs of different demographics. EA provides training to staff that ensures an understanding of the needs of certain categories of people e.g. disabled, pregnant. 		
22	Do any negative impacts that you have identified above impact on your service plan?	¥	N	

Signed by completing officer	Steve Lincoln
Signed by Service Lead or Corporate Head of Service	Suan Robbins:

Forward Plan of Key Decisions

1 July 2026 – 30 September 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	Homelessness, Rough Sleeping and Domestic Abuse Grant	Cabinet Member for Healthy Communities	Yes	All Wards	Charlotte Quinn	Cabinet report	Cabinet Committee: Housing	Jul-26	6-Jul-26	Open
page 57	Private Sector Housing Enforcement Policy and Civil Penalties Policy	Cabinet Member for Healthy Communities	Yes	All Wards	Charlotte Quinn	Cabinet report	Cabinet Committee: Housing	Jul-26	6-Jul-26	Open
3	Housing Consumer Standards	Cabinet Member for Good Homes	Yes	All Wards	Yvonne Anderson	Cabinet committee report	Cabinet Committee: Housing	Jul-26	6-Jul-26	Open
4	Tenancy Strategy	Cabinet Member for Good Homes	Yes	All Wards	Yvonne Anderson	Cabinet committee report	Cabinet Committee: Housing	Jul-26	6-Jul-26	Open
5	Repairs and Maintenance Procurement and Audit update	Cabinet Member for Good Homes	Yes	All Wards	Karen Thorburn	Cabinet Committee report	Cabinet Committee: Housing	Jul-26	6-Jul-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
6	Transfer of community assets to parish councils	Cabinet Member for Regeneration	Yes	All Wards	Campbell Williams	Cabinet report	Cabinet	Jul-26	14-Jul-26	Open
7	The Guildhall, Winchester – Management and Investment Options	Cabinet Member for Regeneration	Yes	All Wards	Geoff Coe	Cabinet report	Cabinet	Jul-26	14-Jul-26	Part exempt 3
58	Land transaction (if required)	Cabinet Member for Regeneration	Yes	All Wards	Geoff Coe	Cabinet report	Cabinet	Jul-26	14-Jul-26	Part exempt 3
9	Central Winchester Regeneration (CWR) full business case	Cabinet Member for Regeneration	Yes	All Wards	Ken Baikie	Cabinet report	Cabinet	Aug-26	25-Aug-26	Part exempt 3
10	Former RPLC Site Disposal Decision	Cabinet Member for Healthy Communities	Yes	All Wards	Emma Taylor	Cabinet report	Cabinet	Aug-26	25-Aug-26	Part exempt 3
11	General Fund outturn 2025/26	Cabinet Member for Finance and Transformatio	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Sep-26	9-Sep-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
		n								
12	Housing Revenue Account outturn 2025/26	Cabinet Member for Finance and Transformation	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Sep-26	9-Sep-26	Open
13	Q1 Finance & Performance monitoring	Cabinet Member for Finance and Transformation	Yes	All Wards	Simon Howson	Cabinet report	Cabinet	Sep-26	9-Sep-26	Open

Section B
Decisions made by individual Cabinet Members

14	Housing Complaints Self-Assessment	Cabinet Member for Good Homes	Yes	All Wards	Sarah Hobbs	Cabinet Member decision report	Cabinet Member for Good Homes Decision Day	Jul-26	14-Jul-26	Open
15	Delivering the Movement and Access Strategy	Cabinet Member for the Climate Emergency & Nature Emergency	Yes	All Wards	Campbell Williams	Cabinet Member decision report	Cabinet Member for the Climate and Nature Emergency Decision Day	Jul-26	14-Jul-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
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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	Cabinet	Jul-26	Jul-26	Open
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Section D

Proposed budget timetable 2027/28

**Not classed as key decisions as final decision taken by full Council*

17	General Fund Budget Options & Medium Term Financial Strategy	Cabinet Member for Finance and Transformation	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Nov-26	18-Nov-26	Open
18	HRA Business Plan & Budget Options	Cabinet Member for Good Homes	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Nov-26	18-Nov-26	Open
19	General Fund Budget 27/28*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27	11-Feb-27 24-Feb-27	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
20	Housing Revenue Account (HRA) Budget 27/28*	Cabinet Member for Good Homes	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27	11-Feb-27 24-Feb-27	Open
21	Capital Investment Strategy 27-37*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27	11-Feb-27 24-Feb-27	Open
22	Treasury Management Strategy 27-28*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27	11-Feb-27 24-Feb-27	Open

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