



Meeting	The Scrutiny Committee
Date and Time	Tuesday, 26th May, 2026 at 6.30 pm.
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 (5pm Tuesday, 19 May 2026). Please see below for details on how to register to attend. Please note that priority will be given to those wishing to attend and address the meeting over those wishing to attend and observe.

AGENDA

- 1. Apologies and Deputy Members**
To note the names of apologies given and deputy members who are attending the meeting in place of appointed members.
- 2. Declarations 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.

If you require advice, please contact the appropriate Democratic Services Officer, prior to the meeting.

- 3. Appointment of Vice-Chairperson for Municipal Year 2026/27.**
As this is the first meeting of the committee in this municipal year, it will be necessary to appoint a Vice-Chairperson.

The Chairperson will call for nominations from committee members.



4. **Chairperson's Announcements**

5. **Minutes of the meeting of the 17 March 2026** (Pages 7 - 12)
That the minutes of the meeting be signed as a correct record.

6. **Public Participation**

To receive and note questions asked and statements made from members of the public on matters which fall within the remit of the Committee.

Members of the public and visiting councillors may speak at the committee, provided they have registered to speak three working days in advance. Please complete [this form \(https://forms.office.com/r/Y87tufaV6G\)](https://forms.office.com/r/Y87tufaV6G) by 5pm on 19 May 2026 or call (01962) 848 264 to register to speak and for further details.

7. **Central Winchester Regeneration (CWR) - Proposed Land Acquisition**
(Pages 13 - 30)

RECOMMENDATION:

It is recommended that scrutiny committee comment on the proposals within the attached cabinet report, ref CAB3556 which is to be considered by cabinet at its meeting on the 28 May 2026.

NOTE

This report contains an exempt appendix (Appendix 2), if members wish to discuss any part of this exempt appendix, then the procedure under agenda item 7a (below) applies.

7a **Central Winchester Regeneration (CWR) - Proposed Land Acquisition - Exempt Appendices** (Pages 31 - 40)

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 (l) and Schedule 12A to the Local Government Act 1972.

8. **Bar End Depot Disposal** (Pages 41 - 60)

RECOMMENDATION:

It is recommended that scrutiny committee comment on the proposals within the attached cabinet report, ref CAB3532 which is to be considered by cabinet at its meeting on the 28 May 2026.

This report contains exempt appendices (Appendices 3, 4, 5, 6 and 7), if members wish to discuss any part of this exempt appendix, then the procedure under agenda item 8a (below) applies.

8a **Bar End Depot Disposal - Exempt Appendices** (Pages 61 - 142)

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 (l) and Schedule 12A to the Local Government Act 1972.

9. **Q4 Finance and Performance Monitoring 25/26** (Pages 143 - 188)

RECOMMENDATION:

That the Scrutiny Committee raises with the Deputy Leader or relevant Cabinet Member any issues arising from the information in this report, ref CAB3550, which is being presented to Cabinet on the 28 May 2026 and considers whether there are any items of significance to resolve or to be drawn to the attention of Cabinet.

10. **Appointments of external bodies related to scrutiny** (Pages 189 - 192)

RECOMMENDATION:

That the committee considers appointments to the following external bodies:

1. [Portsmouth City Council – Health Overview and Scrutiny Panel](#) (1 vacancy and deputy)
2. [Centre for Governance and Scrutiny – Southeast Regional Network](#) (1 vacancy)
3. [Partnership for South Hampshire \(PfSH\) Overview and Scrutiny Committee](#) (1 vacancy and deputy)

11. **Annual Scrutiny Report 2025/26** (Pages 193 - 210)

RECOMMENDATION:

That the committee consider and makes any necessary comments on the content of the report before its submission to full council.

12. **Annual Report - Exceptions to Forward Plan 2025/26** (Pages 211 - 214)
RECOMMENDATION:
That the Committee consider and make any necessary comment on the content of the report.

13. **To note the date and time of future meeting of the Committee**
19 Aug 2026 6.30 pm
7 Sep 2026 6.30 pm
12 Nov 2026 6.30 pm
9 Feb 2027 6.30 pm
3 Mar 2027 6.30 pm

14. **To note the latest Forward Plan of Key Decisions** (Pages 215 - 224)

15. **To note the committees current Work Programme.** (Pages 225 - 226)
The latest version of the committee work programme can be found here:
<https://democracy.winchester.gov.uk/mgPlansHome.aspx?bcr=1>

Laura Taylor
Chief Executive

All of the Council's publicly available agendas, reports and minutes are available to view and download from the Council's [Website](#) and are also open to inspection at the offices of the council. As part of our drive to minimise our use of paper we do not provide paper copies of the full agenda pack at meetings. We do however, provide a number of copies of the agenda front sheet at the meeting which contains the QR Code opposite. Scanning this code enables members of the public to easily access all of the meeting papers on their own electronic device. Please hold your device's camera or QR code App over the QR Code so that it's clearly visible within your screen and you will be redirected to the agenda pack.



15 May 2026

Agenda Contact: Matthew Watson, Democratic Services Officer
Tel: 01962 848 317 Email: mwatson@winchester.gov.uk

**With the exception of exempt items, agendas, reports and previous minutes are available on the Council's Website <https://www.winchester.gov.uk/councillors-committees>*

Membership

All members of the council have been provided with a copy of these papers. The membership of this committee will be confirmed at the Annual Council meeting on the 20th of May 2026. The following Councillors were members of the committee prior to the Annual Council Meeting.

THE SCRUTINY COMMITTEE – Membership

Chairperson: **Vice Chairperson:** Councillor Wallace

Committee Members.

Councillors:

Batho

Laming

Pett

Clear

Power

Murphy

Quorum = 3 Members

Relevant Cabinet Members

Having regard to the content of the agenda, the Chairperson requests that The Leader and all relevant Cabinet Members attend meetings of the committee

Public Participation

A public question and comment session is available at 6.30pm for a 15 minute period. There are few limitations on the questions you can ask. These relate to current applications, personal cases and confidential matters. Please contact Democratic Services on 01962 848 264 at least three days in advance of the meeting (5pm Tuesday, 19 May 2026) for further details. If there are no members of the public present at 6.30pm who wish to ask questions or make statements, then the meeting will commence.

Filming And Broadcast Notification

This meeting will be recorded and broadcast live on the Council's YouTube site and 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).

Voting

1. Apart from the Chairperson, every member has one vote when a matter before the meeting requires a decision.
2. In the event of an equality of votes, the Chairperson may exercise a casting vote and that vote may be exercised in any way seen fit.
3. A member may abstain from voting or vote differently from how they may have indicated during the debate, without further explanation.

4. The way each member voted will not be recorded in the minutes, unless a motion to have a recorded vote has been passed.

Terms Of Reference

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

Public Document Pack Agenda Item 5

THE SCRUTINY COMMITTEE

Tuesday, 17 March 2026

Attendance:

Councillors
Brook (Chairperson)

Wallace
Clear
Power

Murphy
Bolton

Apologies for Absence:

Councillors Batho, Laming and Pett

Deputy Members:

Councillor Gordon-Smith (as deputy for Laming)

Other members in attendance:

Councillor(s) Horrill, Lee, Porter, Cramoysan and Tod

[Video recording of this meeting](#)

1. **APOLOGIES AND DEPUTY MEMBERS**

Apologies for the meeting were noted as above.

2. **DECLARATIONS OF INTERESTS**

Councillor Wallace declared a disclosable pecuniary interest due to his role as a Hampshire County Councillor. However, as there was no material conflict of interest, he remained in the room and spoke under the dispensation granted by the Audit and Governance committee.

Councillors Tod and Porter advised that whilst they were not members of the committee, they wished to advise that they were both members of Hampshire County Council and held a dispensation granted by the Audit & Governance Committee in relation to that role.

3. **CHAIRPERSON'S ANNOUNCEMENTS**

No announcements were made.

4. **MINUTES OF THE MEETING OF THE 4 MARCH 2026 (TO FOLLOW)**

RESOLVED:

That the minutes of the previous meeting held on 4 March 2026 be approved and adopted.

5. **PUBLIC PARTICIPATION**

Councillor Caroline Horrill and Councillor Danny Lee addressed the committee regarding item 6, Adoption of the Winchester District Local Plan 2040 and the Preparation of the Local Plan 2044 and a summary of their contributions were captured within the agenda item below.

6. **ADOPTION OF THE WINCHESTER DISTRICT LOCAL PLAN 2040 AND THE PREPARATION OF THE LOCAL PLAN 2044**

Councillor Caroline Brook, Chairperson of the Committee, provided an introduction concerning the scope of discussion which included the following:

1. The local plan had completed its independent examination by a government-appointed planning inspector and was found sound, subject to a number of main and additional modifications.
2. The council faced a limited legal choice to either adopt the plan exactly as modified or choose not to adopt it. Amending policy content, site allocations, settlement boundaries, or housing numbers was not possible at this stage.
3. Adopting the local plan remained a major corporate decision that determined development locations, influenced infrastructure provision, affected environmental outcomes, and shaped exposure to planning appeals.
4. The committee's role was to provide assurance and accountability by considering whether a robust and transparent process was followed since the Regulation 19 stage, and whether the council fully understood the implications of adopting or not adopting the plan.

Councillor Jackie Porter, Cabinet Member for Place and Local Plan introduced the report, ref CL177 which set out proposals for the Winchester District Local Plan 2040 and the Preparation of the Local Plan 2044, ([available here](#)). The introduction included the following points.

1. The local plan protected the district's unique natural and historic assets from damaging development and would play a key role in the council's aspiration to be a carbon-neutral district by 2030.
2. The report contained two parts: the adoption of the local plan to 2040, and the agreement to commence preparation for the next local plan to 2044.
3. Further minor corrections to the report were noted. These included updating recommendation 2 to reflect that the Full Council meeting is now scheduled for 24 March 2026, and amending paragraph 1.3 to remove the phrase 'and prioritises brownfield sites over greenfield land,' in line with the Inspector's recommendations.
4. The preparation for the 2044 plan would require a significant amount of work within a compressed 30-month timeframe.

Councillor Caroline Horrill addressed the committee as summarised briefly as follows. She asked how the process would work for the new 2044 plan given the much shorter 30-month timeframe. She inquired about how the council proposed anticipating changes from the recent National Planning Policy Framework (NPPF) consultation in the scoping of the next plan. Furthermore, she sought clarification on the future status of the existing supplementary planning documents (SPDs) and Village Design Statements (VDS), and whether the planning department would continue to support similar community-led documents going forward.

Councillor Danny Lee addressed the committee as summarised briefly as follows. He raised questions regarding the likelihood of a Judicial Review challenge to the 2040 plan and its potential impact on the preparation of the 2044 plan. He expressed concerns about the compressed 30-month timetable for the new plan, highlighting potential risks regarding evidence capability, staff capacity, and public consultation fatigue. He also suggested that it would be wise to include the new shadow unitary authority in the May 2027 consultation to avoid future renegotiation of strategic elements.

These points were responded to by Julie Pinnock, Corporate Head of Planning and Regulatory Services, Adrian Fox, Strategic Planning Manager and Sarah Armstrong, Service Lead: Built Environment. It was advised that the government was clear on the 30-month statutory timetable and that the council would cooperate with neighbouring authorities during the unitary transition. It was clarified that a Judicial Review could only challenge the plan on procedural grounds within a six-week window post-adoption. Regarding planning documents, it was explained that existing SPDs would remain in force while the 2040 plan was active but would lose their status under the new 2044 plan.

The committee was asked to consider the attached report, ref CL177, which was to be considered by cabinet at its meeting on 18 March 2026, and to consider whether there were any items of significance to be drawn to the attention of Cabinet.

The committee proceeded to ask questions and debate the report. In summary, the following matters were raised.

1. Clarification was sought on whether any judicial review challenge would primarily focus on the procedure and process followed for the development of the plan rather than its content.
2. Assurances were sought that the council would continue to prioritise the pursuit of brownfield sites despite the inspector's removal of the "brownfield first" strategy wording.
3. A question was asked to confirm whether the adoption of the plan immediately restored a defensible five-year housing land supply and protected the district against speculative development.

4. Further clarification was sought on whether the risk of the five-year land supply diminishing over the next five years was affected by the rate at which developers brought allocated sites forward.
5. A question was asked requesting a summary of conclusions drawn from the past five years' work regarding fluctuating housing numbers and how these experiences matched calculations in the new NPPF.
6. Clarification was requested regarding risk management and how vulnerable the council was to the plan falling short of providing a five-year land supply over the next five years.
7. A question was asked regarding whether the local plan process was adequately resourced throughout and what impact staffing or budget pressures had on delivery.
8. A question was asked as to whether officers felt that rural communities had been treated equitably in the process design and what steps were taken to ensure this was a proportionate and effective engagement.
9. Clarification was sought on whether additional housing from windfall sites would be deducted from the new plan numbers, as had been done previously.
10. A question was asked regarding whether the council would actively communicate with developers to encourage efficient use of land and increase housing density on sites.
11. Further clarification was sought on how free-text responses from public consultations had been analysed, specifically regarding the use of Artificial Intelligence (AI), how human validation was applied, and what lessons were learned for the future compressed 30-month process.
12. A question was asked regarding the reasoning behind the inspector amending the air quality management clause (MM31) and whether it was seen as a particular barrier in the planning process.
13. Clarification was requested on why the inspector had amended the wastewater provisions (MM32) and what the implications of these changes were.
14. A question was asked regarding what the consequences and sanctions would be if the council failed to meet the 30-month deadline for the new local plan.
15. Assurances were sought regarding implementation readiness and whether officers were confident that infrastructure providers could deliver in line with the trajectory.
16. A question was asked whether the plan provided enough certainty that nutrient constraints would not constrain housing delivery.
17. Clarification was sought on whether the council was operationally ready to deliver the new biodiversity net gain and Habitats Regulations Assessment requirements.
18. A question was asked regarding whether officers had the technical capability to apply and enforce new energy efficiency standards such as

Low Energy Transformation Initiative (LETI) and Building Research Establishment Environmental Assessment Method (BREEAM).

19. In addition, it was asked how the council would manage the transition period before officers were able to review planning applications against the new energy efficiency standards and a timetable was requested detailing the transition period for implementing the new energy efficiency requirements.
20. A question was asked regarding the monitoring framework and whether the monitoring indicators and reporting requirements were robust enough, particularly for affordable housing, climate, and transport.

These points were responded to by Julie Pinnock, Corporate Head of Planning and Regulatory Services, Adrian Fox, Strategic Planning Manager and Sarah Armstrong, Service Lead: Built Environment, Councillor Martin Tod, Leader and Cabinet Member for Regeneration and Councillor Jackie Porter, Cabinet Member for Place and Local Plan accordingly.

RESOLVED:

The committee agreed the following comments and recommended to cabinet:

1. That a clear timetable be provided detailing the transition period for upskilling staff and implementing the new energy efficiency standards (LETI/BREEAM) within the planning application process.
2. That a briefing be arranged for members detailing how the council planned to meet the compressed 30-month deadline for the Local Plan 2044 while ensuring adequate and robust public consultation.

7. **TO NOTE THE DATE AND TIME OF FUTURE MEETING OF THE COMMITTEE**

The dates for meetings of the committee for the 2026/27 Municipal year were noted.

The meeting commenced at 10.00 am and concluded at 11.20 am

Chairperson

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Agenda Item 7

SCRUTINY COMMITTEE

REPORT TITLE: CENTRAL WINCHESTER REGENERATION – PROPOSED LAND ACQUISITION

DATE: 26 MAY 2026

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

CONTACT OFFICER: Ken Baikie & Emma Taylor | Tel: 01962 848366 | Email: etaylor@winchester.gov.uk

WARD(S): All Wards

RECOMMENDATION:

It is recommended that Scrutiny Committee comment on the proposals within the attached cabinet report, ref CAB3556 which is to be considered by Cabinet at its meeting on 28 May 2026.

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REPORT TITLE: CENTRAL WINCHESTER REGENERATION PROPOSED LAND ACQUISITION

28 MAY 2026

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

Contact Officer: Ken Baikie & Emma Taylor Tel No: 01962 848366 Email: etaylor@winchester.gov.uk

WARD(S): ALL WARDS

PURPOSE

Central Winchester Regeneration (CWR) is a once in a lifetime opportunity to transform the centre of our historic city via a comprehensive regeneration scheme. Bringing homes for local families, providing jobs for local people, making a visit to this heritage city one which will be remembered.

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

The Development Agreement (DA) was signed in April 2024 and the first milestone set out in the DA was approval of the Development Delivery Plan (DDP), which took place in March 2025. Following GKRL's exit from the Partnerships & Places Consortium in late 2025, Cabinet approved the Change in Consortium Composition on 21/01/26.

An opportunity has arisen for the Council to consider acquiring the former St. Clements Surgery property in Tanner St. The property is in the middle of the Central Winchester Regeneration (CWR) area and adjoins the red line boundary of the Development Agreement (DA) that the Council has with Jigsaw. It therefore presents an opportunity to de-risk part of Jigsaw's proposals for the land covered by the DA as well as provide more homes and commercial space in line with the CWR Supplementary Planning Guidance adopted in 2018.

This report sets out the financial implications of a purchase and the proposed mechanism to engage with Jigsaw for them to use as meanwhile space to create income and how ultimately they will integrate the property into their scheme.

RECOMMENDATIONS:

1. Authorise the Strategic Director with responsibility for Central Winchester Regeneration 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. Approve a supplementary capital estimate of £267,000, funded by prudential borrowing (£140,000) and capital receipts (£127,000), bringing the total approved budget to £2,877,000.
3. Approve capital expenditure of £2,877,000 for the acquisition of the former St Clement's Surgery.
4. Approve an ongoing revenue budget of £53,200 for security, business rates, maintenance, and utilities until such time a lease to Jigsaw is in place.
5. Authorise the Strategic Director with responsibility for Central Winchester Regeneration and Director Finance to negotiate and finalise the terms of an option agreement for the former St Clement's Surgery with Jigsaw.
6. Authorise the Strategic Director with responsibility for Central Winchester Regeneration to explore meanwhile uses of the former St Clements Surgery with Jigsaw and to agree an approach that best mitigates the holding costs.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

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

1.1 Greener Faster

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

1.2 Thriving Places

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

1.3 Healthy Communities

The Council's ambition is that all residents live healthy and fulfilled lives, feel safe and secure in their neighbourhood, and enjoy the recreational and cultural opportunities that the district offers and is therefore committed to investing in our public spaces and working hard with partners to deliver pride in place for our residents.

1.4 Good Homes for All

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

1.5 Efficient and Effective

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

1.6 Listening and Learning

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

2 FINANCIAL IMPLICATIONS

- 2.1 The proposed purchase price is £2.75m plus SDLT of £127,000 (totalling £2,877,000) and fees of £20,000. The fees are to be funded from the existing CWR revenue budget. The existing capital budget included in the Capital and Investment Strategy (CAB3539) was £2.61m and therefore a supplementary capital estimate of £267,000 is required. As the cost of SDLT is irrecoverable, this element will be funded by capital receipts rather than prudential borrowing.
- 2.2 The purchase, planned for the summer of 2026, will be funded by prudential borrowing (£2.75m) and capital receipts (£127,000) and the asset will be transferred to Jigsaw within 4 years for a minimum land value or market value excluding SDLT incurred by the council.

Option to purchase

- 2.3 Jigsaw have agreed to pay £10,000 for a put option that obliges them to purchase the land within a set timescale. This amount will be held as a liability in the council's accounts until either:
- The option is exercised at which point the sum will be transferred from liabilities to sale proceeds
 - The option isn't exercised by the agreed date at which point the sum will be transferred to income

Holding costs

- 2.4 The following costs (stated in today's terms) will be incurred by the council as a consequence of holding the asset until transfer to Jigsaw. It is anticipated that the council will be in a position to "internally" borrow the unfinanced expenditure and therefore the opportunity cost would be lost interest as a consequence of lower cash and investment balances until the asset is transferred to Jigsaw. However, this will ultimately depend on the council's overall financial position over the 4 years including the position of the unitary authority post 1 April 2028.

SDLT and fees	£147,000 (one off)	These costs will be irrecoverable
Opportunity cost (reduced balances)	£115,000 est. per annum (£460,000 total over 4 years)	Based on current returns of 4%. Actual will depend on future interest rates
MRP (equivalent to principal repayment)	£30,000 est. total over 4 years	The council is required by statute to set aside an amount for the repayment of prudential borrowing. However, this will in effect be recovered once the asset is transferred to Jigsaw
<i>Revenue budget requirement</i>		
Security	£30,000 est. per annum (£120,000 total over 4 years)	Expenditure not required once meanwhile use in place
Business rates	£12,000 per annum (£48,000 total over 4 years)	Expenditure not required once meanwhile use in place
Maintenance (for vandalism, leaks etc.)	£10,000 est. per annum (£40,000 total over 4 years)	Expenditure not required once meanwhile use in place
Utilities (standing charges)	£1,200 est. per annum (£4,800 total over 4 years)	Expenditure not required once meanwhile use in place

- 2.5 A revenue budget of £53,200 is therefore required until such time as a lease to Jigsaw for meanwhile use is in place.
- 2.6 If for any reason the transfer to Jigsaw does not ultimately proceed, the council will retain the fee for the option to purchase as noted above but will remain liable to reduce the outstanding debt and incur financing costs on the purchase over the remaining life of the asset. It is assumed that the asset will not be retained as a building and therefore is effectively a land acquisition with a maximum period of 50 years against which the debt must be financed. If the building is ultimately retained, the time period would be based on the estimated life of the building. As an illustrative estimate based on 50 years and an interest rate of 6%, the total financing cost per annum, including MRP

(principal repayment) and interest, is £175,000 per annum until such time as the asset is disposed.

Meanwhile use

- 2.7 Jigsaw will work with the council to identify appropriate meanwhile uses for the building prior to its transfer by 2030. The immediate impact of meanwhile uses will be to defray the ongoing costs of security, business rates etc. Any net income generated will offset the lost interest opportunity cost.
- 2.8 The meanwhile use may require some initial investment by the council and therefore additional one-off budget may be required in due course.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Council entered into the Development Agreement with Jigsaw on 22nd April 2024 and the first milestone event, submission of the Development Delivery Plan, was approved by Cabinet (Report CAB3484) on 13th March 2025. There is no requirement on either the Council or Jigsaw to add further land to the Development Agreement area. The Council has taken additional legal advice from its external legal advisors who advised on the DA with Jigsaw.
- 3.2 The primary acquisition power is section 120 of the Local Government Act 1972, which permits a principal council to acquire land, whether inside or outside of its area, for the purposes of any of its functions under that or any other enactment, or for the benefit, improvement, or development of its area. Regeneration of the Central Winchester area falls squarely within the Council's functions and its wider strategic aims. The acquisition of the former St Clement's Surgery building ('the Property') in support of those aims is properly characterised as being for the benefit or development of the Council's area within that provision.
- 3.3 The Council remains subject to its general fiduciary duty and to best value obligations under the Local Government Act 1999, which together require it to act in a financially prudent and rational manner. The purchase price of the Property was based on external valuation advice from JLL and their report is included in Exempt Appendix 2.
- 3.4 The procurement of Jigsaw as the Council's development partner was run using the competitive dialogue procedure under the Public Contracts Regulations 2015, with Partnerships and Places being appointed as preferred bidder in March 2023. The Development Agreement is therefore governed by the 2015 Regulations under the transitional arrangements governing the introduction of the Procurement Act 2023 and accordingly any question of modification to the DA falls to be assessed under the 2015 Regulations (particularly Regulation 72) rather than under the Procurement Act 2023.

- 3.5 Having considered the procurement position and advice from external legal advisors the Council is not proposing to vary the current Development Agreement with Jigsaw to add in the Property. The Council is, therefore, proposing to sell the Property pursuant to a conditional option agreement independently of the Development Agreement.

4 WORKFORCE IMPLICATIONS

- 4.1 There will be an ongoing Council resource requirement through the life of the Development Agreement. The resource requirement will vary depending on the stage of development and will be reviewed at regular intervals but remains the same as reported in CAB3371.
- 4.2 If the proposed lease to Jigsaw does not happen then the Council would be responsible for looking after the building. Additional resources in the Property Team would have to be considered depending on what other pressures there are at the time.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The Council would become the landowner for the property if Cabinet approves the acquisition. The property is adjacent to Phase 2 of the CWR scheme and is therefore not likely to be required until 2030, which allows for a period of time to utilise the building for meanwhile uses to generate an income to offset any holding costs.
- 5.2 In their Development Delivery Plan, Jigsaw outlined how they would use a series of meanwhile interventions to activate the wider site, test out potential solutions for longer term proposals.
- 5.3 Precise terms of how that meanwhile use could emerge is further to more discussion with Jigsaw but it is likely that the Council will retain the freehold ownership and either grant a short term lease to Jigsaw to manage the building or grant short term leases direct to businesses brought to the property by Jigsaw. Utilising Jigsaw's team wide expertise in this field could be of benefit to the Council in mitigating the holdings costs.

6 CONSULTATION AND COMMUNICATION

- 6.1 None specifically about this proposed acquisition.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The existing building was built in the 1970's and reflects the design and construction prevalent at that time. The building does not appear to add to the townscape and is unlikely to be efficient from an energy use perspective.

8 PUBLIC SECTOR EQUALITY DUTY

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

9 DATA PROTECTION IMPACT ASSESSMENT

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

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<p>Property</p> <p>There is a risk that if the Property is sold to a third party who might develop the site in a form not consistent with the SPD and in contrast to the placemaking being sought through the wider CWR scheme</p>	<p>Seek to acquire the property</p>	<p>Secure a development in a form considered to enhance the overall area in accordance with the SPD objectives</p>
<p>There is a risk that the Council will not be able to recover the purchase</p>	<p>Agree a provision for sale at market value. Keep development appraisal</p>	<p>The risk may be justified, if the acquisition of the property helps secure the</p>

Risk	Mitigation	Opportunities
<p>price when the site comes to be developed.</p> <p>There is a risk that the cost of holding the St Clements Site will exceed any income generated from the property</p>	<p>under review to inform overall approach</p> <p>Incentivise Jigsaw to maximise income from meanwhile uses</p>	<p>aspirations of the Central Winchester SPD</p> <p>Utilise Jigsaw expertise in bringing forward meanwhile uses that generate a financial return</p>
<p>Legal</p> <p>The Legal team are involved in a significant number of major initiatives and there is the risk that the acquisition of this property will have an impact on that work</p>	<p>Appoint external solicitors to undertake the transaction</p>	
<p>Financial Exposure</p> <p>If Jigsaw do not opt to take the land into the wider scheme then the Council is left with a parcel of land with ongoing running costs and outstanding borrowing</p>	<p>The option agreement will oblige Jigsaw to purchase the site. The meanwhile use could continue to provide some cover for the holding costs</p>	<p>The site in question is right in the middle of CWR and will benefit from Phase 1 being complete</p>
<p>Exposure to challenge</p> <p>Potential for someone to challenge the decision pass the land through to Jigsaw</p>	<p>Take advice of the Council's external lawyers and follow a Governance process that is transparent and comprehensive about why this proposed course of action is being followed</p>	
<p>Reputation</p> <p>If the Council chooses not to purchase the property then it will be placed on the open market for anyone to buy. It would inhibit what can be achieved on adjoining site in the Council's ownership</p>	<p>Work with Jigsaw to maximise the potential of the currently owned sites</p>	

Risk	Mitigation	Opportunities
<p>Community Support Wide support exists for the regeneration of the central Winchester area. The SPD proposals were consulted widely and there is a wide measure of support for them</p>	<p>Any proposals for development would be expected to be in line with the SPD</p>	<p>To deliver the vision of the SPD</p>
<p>Project capacity The Regeneration team are involved in a significant number of major initiatives and there is the risk that the acquisition of this property will have an impact on that work</p>	<p>This risk can be mitigated by using external property consultants and solicitors to do the valuation and conveyancing</p>	<p>To ensure completion within a stated timescale – if the purchase is recommended</p>
<p>Local Government Reorganisation</p>	<p>The delivery of a regeneration scheme on this site has been a longstanding priority for the Council. Whilst the Cabinet decision to enter into the Development Agreement was made 3 years ago any amendments that are not agreed to it prior to a Structural Change Order may require the consent of a Joint Committee or Shadow Unitary Authority</p>	

11 SUPPORTING INFORMATION

- 11.1 An opportunity has arisen to purchase St. Clements Surgery to increase the land holding for Central Winchester Regeneration scheme.
- 11.2 The owner of the former St. Clément's surgery approached Jigsaw in 2024 to discuss whether Jigsaw would be willing to purchase the soon to be vacant property.

- 11.3 Negotiations continued into 2025 but ultimately Jigsaw decided not to pursue the acquisition due to changes to their JV. Whilst the strategic benefit of having that land as part of the CWR project were recognised they concluded that with all the moving parts of their Joint Venture it was too much to take on board at that point in time but are positive about entering into an option agreement with the Council.
- 11.4 The owner of the former St Clement's Surgery then approached the Council in late 2025 to establish any interest from the council before placing it on the open market.
- 11.5 The same property company, JLL, who advised the Council in respect of CWR development options and procurement from 2021 were appointed to undertake a valuation and negotiate a price with the owner's agents, Savills.
- 11.6 That process has now concluded and approval is now sought to acquire the property for £2.75m plus SDLT and purchase fees.
- 11.7 The property is located within the CWR Supplementary Planning Document (SPD) area and directly adjoins the red line boundary of the area included within the Development Agreement area with Jigsaw. It is an important part of the wider SPD site and the property will have Rights to Light, which may hinder Jigsaw's plans for the adjoining Coitbury House. There is also a Right of Way that benefits the former surgery building that crosses part of the car park of Coitbury House as well as the bus station. Having ownership of St Clements would remove those constraints and avoid any potentially lengthy and complicated negotiations as well as offering more opportunity for housing and commercial development.
- 11.8 The Council having been approached by the owner of the former St Clement's Surgery has conducted enough due diligence to be able to advance matters to this Cabinet paper. The valuation undertaken by JLL is contained in Exempt Appendix 2 and the title plans for the land in Appendix 1. The proposed purchase price of £2.75m plus SDLT and fees reflects the marriage value of combining the Coitbury House site with the Property to create a larger development parcel.
- 11.9 Following the change of composition of the JV, Jigsaw have secured approval for their planning application costs and are intending to submit the planning application in autumn 2026. To incorporate the Property into that planning application would require a further approval and result in a delay to the submission of the planning application.
- 11.10 This approach won't delay the current planning application, which is for outline consent in Phase 2 but does allow for a new scheme to emerge in good time, after a physical start on-site. Jigsaw have indicated that they will be incorporating the Property's potential redevelopment into their design approach in due course.

- 11.11 This approach also follows advice on procurement law from the Council's external legal advisors. There is no provision in the DA for additional land to be added to the red line. The advice received is that the most expedient way to bring the Property forward for redevelopment is by means of a separate land transaction.
- 11.12 To provide the Council with a guarantee that they will take the land in the future Jigsaw have agreed to a put option arrangement (obligation to purchase), in principle. That means they will purchase the land by a date to be agreed and for a sum of £10,000. The option agreement will also include:
- A minimum number of residential homes and commercial floorspace across St Clements and Coitbury House;
 - Back stop dates for planning application to be submitted;
 - Value to be the Residual Land Value of consented schemes across St Clements and Coitbury House verified independently.
- 11.13 In addition, Jigsaw are proposing to work with the Council on securing income from it on a meanwhile basis that would mitigate the holding costs attributable to the Property. Their suggested approach builds on their work to demonstrate that there is enough demand from digital creative industries who are looking for space in Winchester. There are also other opportunities for the Council to rehouse other meanwhile occupiers from elsewhere in its portfolio into this building therefore freeing that building for disposal.
- 11.14 As part of Jigsaw's Development Delivery Plan, approved by Cabinet (CAB3484) in March 2025, they included a section on meanwhile uses. One option for the proposed Heads of Terms would be to lease the Property to them. This would allow Jigsaw to bring their expertise in meanwhile uses to create activity and activate the building as well as create income for both them and the Council. The precise detail will be agreed by the Strategic Director and the Recommendation is for the Strategic Director to have delegated authority to negotiate meanwhile use if the acquisition is approved.
- 11.15 Purchasing the Property will give the Council ownership of one of the significant plots in the centre of the CWR area. Not having ownership would restrict the options for developing adjoining sites, covered by the DA due to existing Rights of Way enjoyed by the Property and potential Rights to Light issues associated with the Property. Any owner of the Property would be entitled to bring forward their own scheme taking into account what is proposed by Jigsaw. Whilst it is early in the process, the fact that Jigsaw began negotiations with the owner of the Property shows their interest in taking it forward. Moreover, acquiring this property will enable a more comprehensive regeneration scheme than if the Property was not brought forward in conjunction with adjoining land holdings.
- 12 OTHER OPTIONS CONSIDERED AND REJECTED

- 12.1 There are only two options available for consideration: to purchase the Property or, not.
- 12.2 If members choose not to purchase the property then it will be offered for sale on the open market. Any new owner will be entitled to bring forward their own proposals for the land taking into account the adopted Central Winchester SPD and any scheme that Jigsaw secures approval for. Conversely, the same applies to Jigsaw in that they will have to take account of the restrictions on development the property enjoys via Rights to Light and Rights of Way.
- 12.3 Members will note that if they are minded to approve the acquisition of the Property the valuation report sets out a maximum offer price based on an independent valuation.

BACKGROUND DOCUMENTS:

Previous Committee Reports:

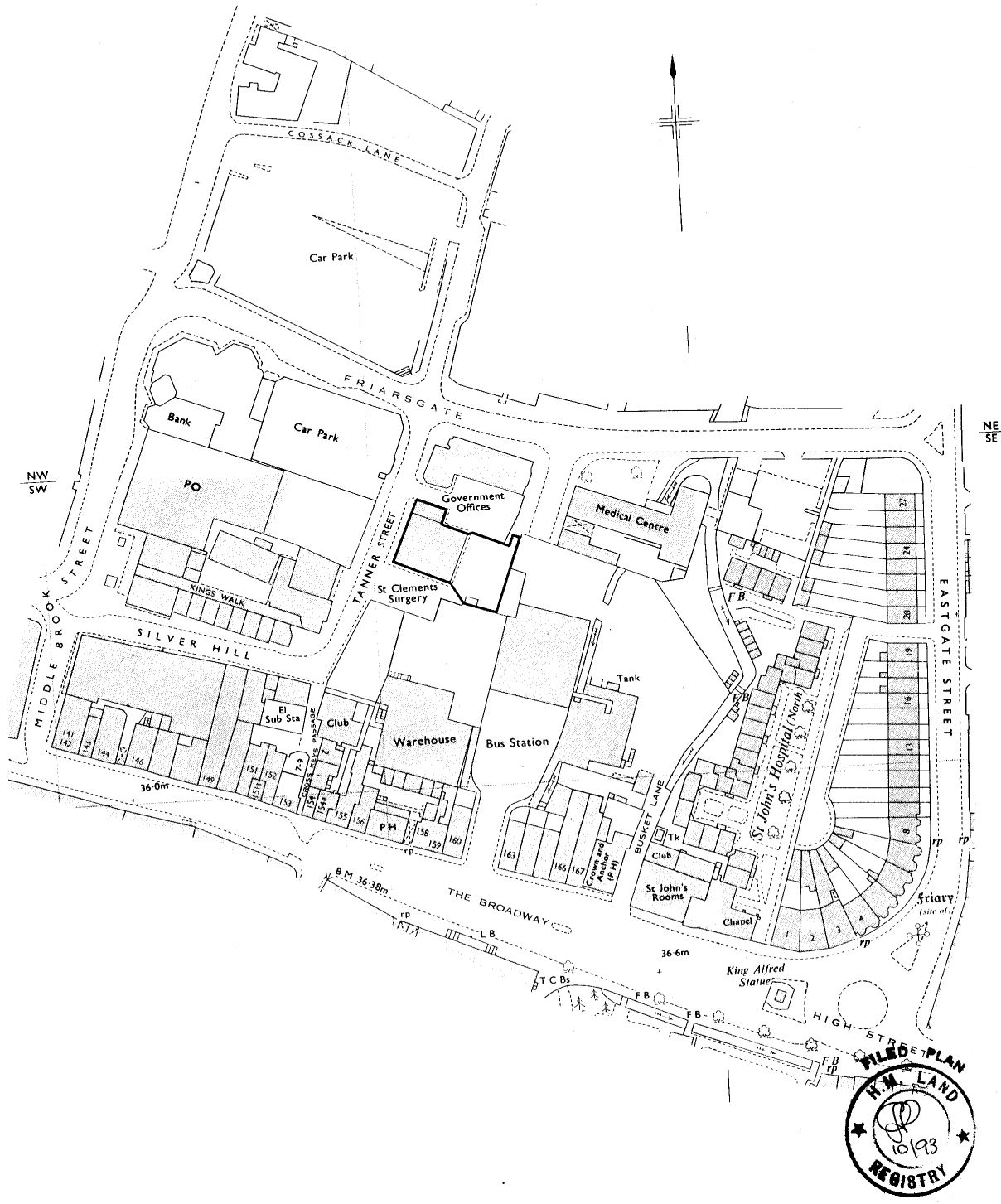
- A. CAB3034 Central Winchester – Adoption of SPD - June 2018
- B. CAB3121 – Land Acquisition
- C. DD17 Cabinet Member for Housing and Asset Management Decision Day
CWR Project Update – 12 October 2020
- D. CAB3271 CWR Development Proposals - November 2020
- E. CAB3281 CWR Development Proposals and Delivery Strategy – March 2021
- F. CAB3303 CWR Strategic Outline Business Case – July 2021
- G. CAB3322 CWR Outline Business Case – December 2021
- H. CAB3395R Governance of the CWR project – February 2023
- I. CAB3371 Appointment of Development Partner and next steps – March 2023
- J. CAB3484 Development Delivery Plan – March 2025
- K. CAB3536 CWR Scheme Update – January 2026

Other Background Documents:

- Appendix 1 – Title Plans for former St Clements Surgery
- Exempt Appendix 2 – Valuation Report from JLL

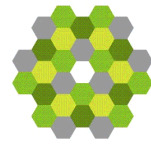
Appendix 1

H.M. LAND REGISTRY		TITLE NUMBER	
		HP466782	
ORDNANCE SURVEY PLAN REFERENCE	SU 4829	SECTION J	Scale 1/1250
COUNTY HAMPSHIRE	DISTRICT WINCHESTER	© Crown copyright 1986	

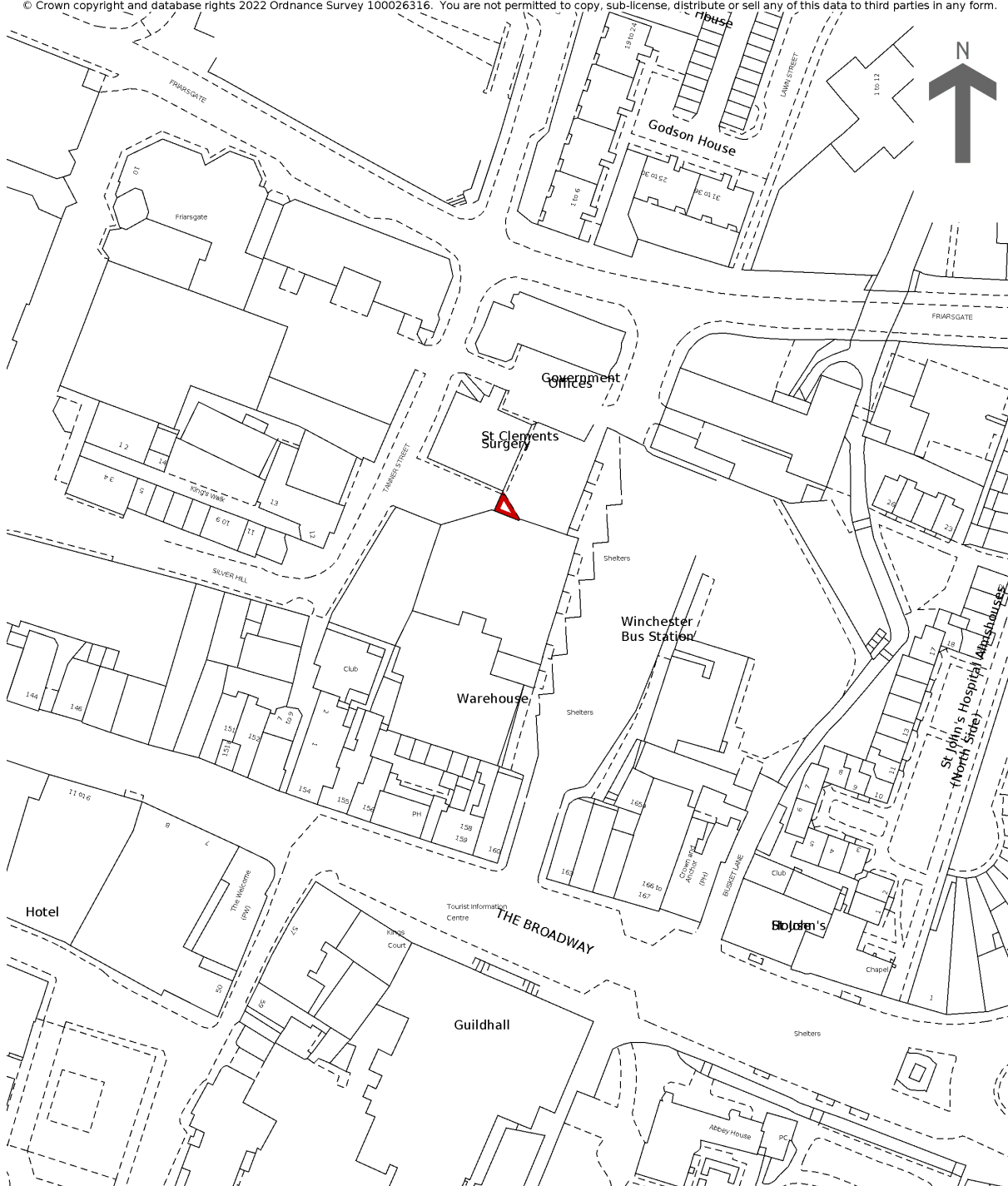


HM Land Registry
Official copy of
title plan

Title number **HP857071**
Ordnance Survey map reference **SU4829SW**
Scale **1:1250**
Administrative area **Hampshire : Winchester**



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

Document is Restricted

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Agenda Item 8

SCRUTINY COMMITTEE

REPORT TITLE: BAR END DEPOT DISPOSAL

DATE:26 MAY 2026

REPORT OF CABINET MEMBER: CLLR MARTIN TOD

CONTACT OFFICER: Geoff Coe (Corporate Head of Asset Management) |
Email: gcoe@winchester.gov.uk

WARD(S):St Michael Ward

RECOMMENDATION:

It is recommended that Scrutiny Committee comment on the proposals within the attached cabinet report, ref CAB3532 which is to be considered by Cabinet at its meeting on 28 May 2026.

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REPORT TITLE: BAR END DEPOT DISPOSAL

28 MAY 2026

REPORT OF CABINET MEMBER: Cllr Martin Tod

Contact Officer: Geoff Coe (Corporate Head of Asset Management)

Email gcoe@winchester.gov.uk

WARD(S): ST MICHAEL WARD

PURPOSE

The former Bar End Depot site ('the Site') is an unoccupied 2.84-acre freehold Council owned site that has been partly used for storage over the last 8 years. It has been identified for several years for disposal to facilitate its redevelopment and generate a capital receipt for the Council.

The pandemic and more recent uncertainties in key property sectors has meant that marketing of the site has been delayed and disrupted since Cabinet originally approved marketing in October 2020.

Following withdrawal of a purchaser last year, Cabinet approved remarketing of the site on 14th October 2025 and the site was marketed immediately afterwards inviting formal bids. Fourteen bids were received from four main sectors including food retail, convenience retail, housing, and care homes (see exempt Appendix 4). Bids have been evaluated (see Appendix 5) and a preferred bidder has been selected who proposes a scheme including 82 affordable housing units and a convenience store. The offer is subject to planning consent being obtained by the purchaser.

This report seeks Cabinet Approval to the freehold sale of this Site on a conditional contract to Places for People Developments Ltd., subject to the purchaser obtaining planning consent.

This report sets out the planning policy, public engagement, marketing and bidder selection process that has been undertaken to secure the recommended preferred bidder.

Redeveloping the former Bar End Depot site will:

- (i) create much needed new affordable housing for the district
- (ii) provide an important convenience store for the local community, who throughout consultation identified this as their highest priority
- (iii) enhance pedestrian routes through the Site, affording improved access to the Winchester Sports and Leisure Park and other local facilities
- (iv) create new jobs in the local area
- (v) reinforce sustainability of the Highcliffe area
- (vi) improve this major gateway entrance to the city in terms of form and mixed use
- (vii) be complementary to the Winchester Sport and Leisure Park ('WSLP') and the King George V Pavilion
- (viii) make productive use of brownfield land
- (ix) generate a significant capital receipt to help support delivery of Council services.

RECOMMENDATIONS:

1. That Cabinet approve a conditional freehold sale contract (subject to planning) with Places for People Developments Ltd on the terms set out in the exempt Heads of Terms at Appendix 6.
2. That authority be delegated to the Strategic Director to agree final details of the contract of sale within the parameters set out in Appendix 6.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Greener Faster

As part of the bidding and selection process, all parties were asked to explain their commitment to climate change. The proposed scheme is not yet designed but will incorporate best practice. The new homes will be built to standards that are above building regulation energy efficiency standards, thus supporting the Greener Faster Council Plan priority. The redevelopment will improve permeability and pedestrian access through the site and support the Council's '20 minute' accessibility goals. Traffic generation to and from the Site will be minimised compared to other bids received. The Site currently comprises a range of industrial and commercial buildings and bare concrete hardstanding. Landscaping and green buffer zones, in accordance with the Bar End Design Framework, will significantly improve the Site's biodiversity.

1.2 Thriving Places

The council's Green Economic Development Strategy sets out the opportunity to build a cluster of national significance in creativity, design and related heritage and nature/land based professional services along with the opportunity to deepen a creative network of scale. The redevelopment of the site would therefore support the economic development of the city in line with the council's already stated ambitions. Once the development is defined, it would bring construction and jobs to the area. The value of these jobs would be quantified once the proposals are determined.

1.3 Healthy Communities

The provision of a convenience store will benefit the local community. New residents will be encouraged to use the adjoining WSLP. There will be greater permeability through the Site to the WSLP. The site's natural environment and biodiversity will be significantly enhanced from its current hard surfaced landscape.

1.4 Good Homes for All

Subject to planning consent, the proposed scheme will incorporate 82 affordable housing units and a convenience store. This will exceed the number of housing units allocated for the site in the adopted Local Plan.

1.5 Efficient and Effective

The project will be managed in line with the council's project management framework. This includes reviewing and updating the project risk register and ensuring that mitigation measures are implemented. The project will be managed via the Property Board and quarterly highlight reports will

be submitted to PAC Board for review and published as part of the quarterly Finance and Performance Cabinet report.

1.6 Listening and Learning

The 2018 Bar End Design Framework and 2016 Highcliffe Community Plan have been comprehensively referenced during the four public engagement events undertaken during 2022 and 2023. The preferred bidder scheme will include all key elements of the 2018 Design Framework and will build on these during the planning application process.

2 FINANCIAL IMPLICATIONS

- 2.1 The disposal of the site will result in a capital receipt. The Council can use capital receipts to fund capital expenditure either for future projects or to reduce the borrowing requirement for previously unfinanced capital projects. As part of Transformation Challenge 25 (TC25) 'Asset Challenge' workstream, the capital receipt will be applied to reduce the outstanding unfinanced capital expenditure in the General Fund which stood at £70.4m as at 31 March 2025.
- 2.2 The consequence of applying a capital receipt to the unfinanced capital expenditure will reduce the ongoing Minimum Revenue Provision (MRP) charge, which is equivalent to the repayment of principal, and to either increase the return on investment that the Council receives due to higher cash balances and/or delay the need to externalise borrowing and therefore reduce interest payable. The estimated impact of this is detailed in exempt Appendix 3.
- 2.3 By applying the receipt to prior years unfinanced expenditure, the Council's ongoing expenditure is reduced which helps it meet the target to reduce the forecast deficit and ensures it can continue to deliver high quality services.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 S123(1) of the Local Government Act 1972 provides the Council with the power to dispose of land and property, provided such disposal is for the best consideration reasonably obtainable. This is in addition to the Council's powers under the general power of competence in section 1 of the Localism Act 2011 as well as the Council's powers to dispose of land under Section 123 of the Local Government Act 1972 and Section 233 of the Town and Country Planning Act 1990.
- 3.2 By carrying out a competitive process of inviting bidders to make best bids the Council can demonstrate compliance with the duty to obtain best consideration. See S123 Valuation Report in Appendix 7.
- 3.3 The preferred bid is not the highest bid. The General Consents 2010, Consent A grants a general consent under section 25 of the Local Government Act 1988 for the disposal of land to registered providers of social housing at less than best consideration for the purposes of development as

housing accommodation or as housing accommodation and other facilities which are intended to benefit mainly the occupiers of the housing accommodation, subject to a limit of £10m in any financial year.

- 3.4 When accepting a bid which is below the highest bid the Council must also consider the Subsidy Control Act 2022 ('the Act') because the difference in the two bids can amount to a subsidy within the definition set out in the Act. The preferred bidder offers services in a market within the meaning set out in S7 of the Act and selling the site at a modest undervalue would constitute an economic advantage over other enterprises within this market.
- 3.5 S38 of the Act provides that providers of Services of Public Economic Interest ('SPEI') as defined in S29 of the Act can benefit from a cumulative subsidy of up to £725,000 over a period of 3 financial years which is exempt from the subsidy control requirements. It has been confirmed that the difference between the preferred bid and the highest bid would not breach this requirement. The Council has taken KC's advice on the implications of subsidy control in relation to accepting the preferred, Places for People bid. There are four elements which are set out in the Statutory Guidance for the United Kingdom Subsidy Control Regime (dated August 2025) which the Council should address,

- a) **The Policy objective of accepting a less than best consideration offer and thus creating subsidy to Place for People.** The policy objective is clear in that the subsidy enables the delivery of affordable housing. The current housing need for affordable housing in the district is shown in the table below.

Assessed Bedroom Need	Band 1	Band 2	Band 3	Band 4	TOTAL
1	4	153	850	122	1129
2	0	55	256	1	312
3	0	27	165	0	192
4+	0	35	47	0	82
TOTAL	4	270	1318	123	1715

Affordable housing at Bar End will be popular amongst those registered for affordable housing in the district.

- b) **Would the delivery of affordable housing happen without the subsidy.** Although there was a slightly higher offer for the Bar End site that bid only offered a commuted sum that could be used to finance affordable housing elsewhere in the district. Based on average levels of subsidy required to deliver affordable housing that commuted sum would only fund circa 7 or 8

units of affordable housing and is thus far below the offer made by Places for People.

c) **The impact of the subsidy in distorting competition.** The number of land led affordable housing schemes brought forward by registered providers in Winchester District is small. The majority of affordable housing schemes are delivered as part of Section 106 affordable housing planning agreements in respect of larger housing development sites. Thus, the proposed subsidy will not distort that market. In addition, there is a healthy market of affordable housing providers and the level of subsidy offered by this proposal will not adversely affect that market and conversely could even enhance competition by Places for People becoming an active land led developer in the market in the future.

d) **Lastly, it should be considered if the beneficial effects of the subsidy outweigh the potential negative effects of the policy objective.** Clearly, the provision of 82 affordable homes and a convenience store outweigh the additional capital receipt that could be received from the highest bid as that additional receipt would not deliver the same number of affordable housing homes if converted into social housing grant awarded to a registered provider.

3.6 The proposed transaction is a freehold land disposal; the Public Contracts Regulations 2015(PCR) do not oblige the Council to pursue an OJEU procurement process. Only where the purchaser is under an obligation to carry out specified works (conferring a pecuniary benefit for the Council) will that obligation arise and therefore is not applicable in the circumstances within the proposal the subject of this report

4 WORKFORCE IMPLICATIONS

4.1 None

5 PROPERTY AND ASSET IMPLICATIONS

5.1 The Council has no ongoing requirement for the site, and the development market has recovered to a satisfactory position, sufficient to generate strong freehold bids. A freehold sale represents good use of an unused Council asset and is consistent with the Council's Asset Management Strategy and legal obligation to achieve best consideration.

Redevelopment of the site will enhance the local area in terms of vibrancy, placemaking, provision of housing and convenience retail. This is a gateway site that currently underperforms as a principal route into the city. The proposed scheme is intended to elevate the location and make best use of the brownfield site in delivering Council Plan objectives.

6 CONSULTATION AND COMMUNICATION

- 6.1 The Highcliffe Community Plan 2016 and The Bar End Design Framework 2018 were the result of extensive consultation with the local community over a period of three years. The documents set out local aspirations and adopted a framework for development of the new Winchester Sports and Leisure Park and surrounding area.
- 6.2 As part of the marketing process for the Bar End Depot site, the Council arranged four Highcliffe community engagement events on the 8th March 2022, 21st November 2022, 24th November 2022, and 4th September 2023. The purpose of these events was to inform the community about the Council's marketing programme and seek feedback on the process and outcomes. Ward councillors were also invited to these events.
- 6.3 The Highcliffe Forum presented a petition to Full Council on the 18th September 2024 containing 353 signatures from the Highcliffe area. Officers and the leader of the Council met with representatives of the forum on the 16th September to better understand their request contained in their petition. The Highcliffe forum requested that "Winchester City Council provide space for a community hub to serve Highcliffe and the local area in any redevelopment of the Bar End Depot site". Cllr Tod confirmed in response at the Full Council meeting in 2024, that this important issue would be considered by Scrutiny Committee and by Cabinet on the 15th October 2024. This was duly undertaken and concluded that the new King George V pavilion (KGV) satisfied any legitimate additional need for a community hub.
- 6.4 Priorities voiced by Highcliffe residents in the 2016 Highcliffe Community Plan were incorporated into the 2018 Bar End Design Framework. In response to residents' desire for a community facility, the Council invested £4 million in KGV. There were two rounds of consultation for the KGV Pavilion which concluded 'KGV is a central point for Highcliffe residents to gravitate and meet'. Community feedback called for the KGV pavilion to be available for community purposes and for there to be a community room. This has been delivered and is available for the Highcliffe community. Highcliffe residents also have the benefit of a £42 million leisure park immediately next door, a facility that was not fully envisioned in 2016.
- 6.5 It is worth noting that Highcliffe Forum made no representations for community space on the Site in response to the Local Plan Regulation 18 consultation. It is also worth noting that during the March and November 2022 public engagement exercises it was a convenience store that was highlighted as the community's highest priority and not a community facility.
- 6.6 The proposed development of the Site responds to all elements of the Bar End Design Framework and Highcliffe Community Plan. The decision before Cabinet relates to a disposal of land and not the procurement of community facilities.

6.7 Ward Members have been consulted and support the recommended sale to PfP.

7 ENVIRONMENTAL CONSIDERATIONS

7.1 The site is contaminated with petrochemicals from its former use and lacks any current environmental diversity. The site will be remediated and presents a significant opportunity for Biodiversity Net Gain.

8 PUBLIC SECTOR EQUALITY DUTY

8.1 The proposed development responds to important local needs and meets a key Council Plan objective to provide more affordable housing.

8.2 A convenience store will provide a greater range of products at more competitive prices than current local provision.

8.3 The development will afford permeability for much improved accessibility.

8.4 This is a disposal of land and not the procurement of services by the Council. Specific details of design will be the subject of a planning application to be submitted by Places for People Developments Ltd.

9 DATA PROTECTION IMPACT ASSESSMENT

9.1 None.

10 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure	Selling the site avoids ongoing maintenance and rates liabilities and produces a capital receipt.	The capital receipt can be used to reduce previously unfinanced capital expenditure which would reduce the ongoing associated revenue costs of that unfinanced expenditure.
Exposure to challenge Challenge to achieving best consideration	Comprehensive consultation and full marketing was undertaken independently by commercial agents	
Innovation	N/A	

<p>Reputation</p> <p>The council's reputation could be harmed if it is not possible to demonstrate consultation leading to the recommended decisions and the ability to achieve best consideration</p>	<p>Significant consultation has taken place to inform the marketing of the site. Independent support was employed in the marketing exercise to ensure best consideration was obtained. Independent support was employed for public engagement events.</p>	
<p>Achievement of outcome</p>	<p>Full marketing and selection of a preferred bidder has been undertaken.</p>	
<p>Property</p>	<p>Local vandalism has been an issue that has cost the Council in repairs and security. A disposal limits future liabilities.</p>	
<p>Community Support</p> <p>Community will object to the winning proposal</p>	<p>Series of meetings held with local community. Proposals are subject to statutory planning process where local community will be consulted and will have ability to challenge proposals.</p>	<p>Provision of affordable housing as part of the proposals</p> <p>Provision of a convenience store as part of the proposals.</p>
<p>Timescales</p> <p>The developer could delay progressing the scheme when contracts have been exchanged</p>	<p>The sale contract will include long stop dates by which the developer should achieve certain milestone events</p>	
<p>Project capacity</p> <p>That the developer does not have sufficient capacity to bring development forward</p>	<p>Developer capacity and historical performance to deliver scheme was tested via the marketing and selection process.</p>	
<p>Other</p>	<p>N/A</p>	

11 SUPPORTING INFORMATION:

The Site (See plan at Appendix 1) extends to 2.84 acres and is bounded by Bar End Road, Milland Road, WSLP, and Winchester University Sports ground.

11.1 Policy W9 of the adopted local plan allocates the site for, as shown on the Policies Map, a mixed-use development including 30 residential dwellings, specialised facilities which include an element of care and residential development and a local convenience store. Planning permission will be granted provided that details accord with the Development Plan. The local plan was subject to extensive consultation including an examination in public by a government appointed inspector. The Plan was found sound and adopted on 23rd March 2026.

11.2 The future redevelopment of the Site has been the subject to range of public engagement and consultation events including:

The Highcliffe Community Plan 2016: Defined the community aspirations for the local area which included:

- A local convenience store
- Permeability from Highcliffe to the new WSLP
- Buffer zones of green space
- Height restrictions on new buildings
- Community space
- Mixed uses

The Bar End Design Framework 2018: Adopted a design framework for the WSLP and the surrounding area including the Site. Theme 4 on pages 22 and 23 of this document refer to:

- Appropriate separation distances with existing adjoining residential properties
- Uses that take account of the new WSLP
- A buffer of natural vegetation along the northern boundary of the depot site
- Low vehicular traffic generation
- Vehicle access from within the WSLP site
- Improved pedestrian access across the western side of the depot site
- Scale and massing of buildings to be limited to a maximum height of 12m (3 or 4 stories) towards the north of the site and no more than the height of the new WSLP building on the south side.
- Noisy and polluting uses to be avoided.

11.3 **Public Engagement and Marketing:**

Prior to engaging selling agents to undertake Stage One marketing to secure 'expressions of interest', the Council wanted the Highcliffe community to comment upon the programme for disposal, the potential for a healthcare use and any other suggested uses they may have for the site. A public event was

held at the WSLP on 8th March 2022 with display boards providing background information and context for the site. The response was supportive of healthcare use and proposed development timeline, but the key theme to emerge was the community's wish for a convenience store.

Vail Williams (selling agents) were instructed to approach the market in June 2022 for 'expressions of interest' in the site. This exercise attracted 47 written expressions of interest from a wide range of developers and occupiers. It was important to feed these potential uses back to the Highcliffe community, so two further public engagement events were arranged for 21st November 2022 (for community groups and Cllrs) and the 24th November 2022 for the general public.

The November 2022 round of engagement sought to gather views of respondents preferred uses for the site, based upon the uses put forward by the market in Stage One marketing (for Expressions of Interest).

For commercial reasons, it was not possible to share the names of occupiers and developers who submitted expressions of interest. Instead, these expressions of interest were shown and arranged into six categories. Respondents were asked to rank their most to least preferred use for the site. The categories were:

1. Residential
2. Light Industrial
3. Healthcare
4. Retail
5. Leisure and Fast Food
6. Mixed-use

Where a respondent chose 'Mixed-use' as their most preferred use, they were asked to provide what their preference of uses would be. Findings from this engagement event were taken into consideration to help inform the Council's Stage Two marketing of the site for formal offers, launched in summer 2023.

Respondents fell into two categories (i) those living in St Michael's Ward (including Highcliffe) and (ii) those living in the wider Winchester area and beyond. The highest preference, across all respondents was for a mixed-use development to come forward.

For those responding to the engagement event living within St Michael ward, there was a preference in favour of retail as the most preferred use. Outside of the ward, there was a significant degree of preference for leisure and fast-food uses.

While residential was viewed as a less preferable use by those living outside of the local area, respondents living within St Michael's Ward (including the Highcliffe area) were more favourable. Of those who commented specifically

on a residential use coming forward, respondents were keen to see affordable housing that was suitable for existing residents but not students.

A healthcare use, between both groups of respondents was viewed as neither preferable or unpreferable.

A light industrial use for the site was seen as the least preferred use by both groups of respondents.

The Council's conclusions on target uses for Stage 2 marketing in 2024 were:

- Residential – favoured locally and aligns with Council aspirations.
- Light Industrial – was discounted as least favoured use and one that is least compatible with the neighbouring residential and leisure uses.
- Healthcare – previously supported by Highcliffe residents at the March 2022 public engagement.
- Retail – food retail was the local community's most preferred use.
- Leisure and Fast Food – discounted due to this representing (i) the least valuable site value, (ii) an inappropriate use of public funds given the existing £42m leisure facility recently built by the Council next door, and (iii) a conflict with city centre food & beverage provision.
- Mixed-use – The local community and Council aspirations agree that a mixed-use development would be a preferred outcome.

The proposal to target residential, healthcare and food retail uses for Stage 2 marketing was taken to a fourth community engagement event held on 4th September 2023 at the Guildhall, with the Council Leader and ward councillors in attendance.

Redwood media consultants were appointed to advise and assist in all public events.

11.4 Final Bidder Selection:

Fourteen formal bids were received from which two were selected for interview and subsequent best and final offers requested. Evaluation of both bids produced the following scores that are explained in detail in exempt Appendix 4 and 5. The maximum score achievable was 45.

Preferred Bidder A: 44

Bidder B: 30

The **redacted outline Heads of Terms** proposed in the sale to Places for People developments Ltd include the following:

- a) The Freehold sale of 2.84 acres of land comprising the former Bar End Depot site
- b) Within six months from exchange of contracts the purchaser shall submit a planning application for development of 82 affordable housing units and a 4,000 sq ft convenience store. There will be a 24-month longstop date for obtaining planning permission.
- c) A fixed sale price.

12 **Best Consideration – S123 Valuation Report/ Subsidy Control**

12.1 The bid received from Places for People Developments Ltd is less than the highest offer but is well within the limit prescribed by the General Disposal Consent 2003 under the Local Government Act 1972. A formal S123 Valuation has been obtained and is attached in Appendix 7 (Exempt).

12.2 A S123 Valuation Report is attached in Appendix 7 to demonstrate Best Consideration has been achieved.

13 OTHER OPTIONS CONSIDERED AND REJECTED

- 13.1 Do Nothing: Discounted due to ongoing financial liabilities and not a good use of Council assets.
- 13.2 Leisure: Discounted due to the significant investment already made by the Council in the adjoining WSLP and KGV Pavilion.
- 13.3 Light Industrial: The least compatible use for the location due to potential noise and traffic generation.
- 13.4 A high-level request for community space was initiated by the Highcliffe Forum during previous public engagement, although with no specific information on how such a facility would be used, funded or operated. The most recent request was received via petition after the 2024 marketing process had concluded. Although possible to re-market the Site with a requirement for a community space, this would have undoubtedly impacted negatively on the reputation of the Council and the outcomes of any future marketing process. Inclusion of a community space would have to be at the expense of a convenience store or affordable housing provision and would have adversely affected viability. There was no clear exposition of how the community space would operate and be able to fund running costs of the building. Use of Community Infrastructure Levy funding to finance the community space would be a lost opportunity cost to other parts of the district that have not enjoyed the level of investment of CIL enjoyed by the Highcliffe

community. There is alternative community space available in the locality albeit not to the specific requirement of the Highcliffe forum.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

[CAB3526 Bar End depot.docx](#)

[Adopted Local Plan 2020 - 2040 - Winchester District Local Plan](#)

Other Background Documents:-

The October 2020 Cabinet approved the marketing of this site see - [CAB3268 - Bar End Depot Marketing report](#)

APPENDICES:

Appendix 1: Site Plan

Appendix 2: Places for People Developments Ltd - Indicative Scheme

Exempt Appendix 3: Financial Implications

Exempt Appendix 4: Bids Received

Exempt Appendix 5: Shortlisted Bidder Evaluation Scores

Exempt Appendix 6: Heads of Terms

Exempt Appendix 7: S123 Valuation Report

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SCRUTINY COMMITTEE

REPORT TITLE: Q4 FINANCE AND PERFORMANCE MONITORING 25/26

DATE: 26 MAY 2026

REPORT OF CABINET MEMBER: CLLR CUTLER – DEPUTY LEADER AND
CABINET MEMBER FOR FINANCE AND PERFORMANCE

CONTACT OFFICER: Email: showson@winchester.gov.uk

WARD(S): All Wards

RECOMMENDATION:

That the Scrutiny Committee raises with the Deputy Leader or relevant Cabinet Member any issues arising from the information in this report, ref CAB3550, which is being presented to Cabinet on 28 May 2026 and considers whether there are any items of significance to resolve or to be drawn to the attention of Cabinet.

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Performance Report – January to March 2026

Recommendation

That Cabinet notes the progress achieved during Q4 of 2025/26 and endorses the contents of the report.

Index

Performance Report

Section 1 – Greener Faster

Section 2 – Healthy Communities

Section 3 – Thriving Places

Section 4 – Good Homes for All

Section 5 – Efficient and Effective

Section 6 – Listening and Learning

Updates since Q3 25/26 report

Following adoption of the Winchester District Local Plan 2040 by full Council on 24 March, the Tier 1 project highlight report has been updated to report on progress of the next Local Plan 2026 – 2044.

As is usual for the final quarterly performance report of the year, the full year financial position for the 2025/26 year will be reported in the separate annual outturn report to Scrutiny Committee on 7 September.

Red/Amber/Green status

The table below provides a brief explanation of the RAG status used throughout this report to quickly and visually communicate the status of projects and service plan actions.

GREEN	<p>Normal level of attention</p> <p>Project is on track to be delivered on time and within agreed resources</p>
AMBER	<p>Minor concern</p> <p>Some issues, being managed, needs to be closely monitored</p>
RED	<p>Major concern</p> <p>Serious issues, milestone dates being missed, recovery plan required</p>

PERFORMANCE REPORT

Section 1 Greener Faster

Delivery highlights – January to March 2026

- The culmination over two years project work on food waste was the conclusion of the roll out of the food waste service. This is now collecting around 13 to 14 tonnes per day from 7 vehicles collecting from 60,000 properties once a week. This has been achieved on time and on budget and is likely to see the council move to the top of a league table of Hampshire recycling authorities with a recycling rate of around 50% if we can continue this level of recycling. The collection of food waste is already showing a significant reduction in residual waste tonnage.
- A tender exercise for two new contracts for the delivery of grounds maintenance and street cleansing services featuring significant enhancements in local environmental enhancements.
- A Biodiversity Duty Report was published in March which provides an account of measures implemented and progress made for strengthening biodiversity outcomes across the council's operations. This is in accordance with the Environment Act 2021, ensuring transparency and accountability.
- 168 trees were planted in this quarter, including over 100 grant-funded disease-resistant elm trees at River Park and various locations.
- A total of 72 swift bird boxes were erected on council houses across the district during this period as part of our biodiversity enhancements with property services.
- The Sustainability and Natural Environment team delivered a member briefing on "Nature Markets" on the 9 February, including updates and clarification on nutrient credits, biodiversity net gain (BNG) and carbon targets.
- All the council's automated energy meters are switching from a 2G to 4G network; this has caused connectivity issues. Work is being carried out to ensure that all meters are operating correctly to ensure accurate billing and reporting.
- Be.EV has acquired MER's UK public charging network; this will affect all EVCP in council car parks going forwards. These will be fully integrated into Be.EV's existing network and customers will still be able to access the chargers.
- Continued to research and collate evidence from key external stakeholders for the Climate Risk and Vulnerability Assessment. This assessment will help to identify present day and future climate risks and impacts for the council, residents, businesses, and infrastructure.

Our Carbon Neutrality Action Plan (Council)

Lead Cabinet Member: Cllr Kelsie Learney					Project Sponsor: Cheryl Headon							
Programme RAG status	Timeline				Budget				Carbon			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>RAG Status update: The anticipated carbon savings attributed to decarbonising corporate assets (Guildhall & City Offices and Winchester Sports & Leisure Park) are at risk. Work is ongoing to identify opportunities for further decarbonisation – see Guildhall update below.</p>												
<p>Progress achieved during the last quarter:</p> <p>Significant progress has been made across all pathways. The following updates are some of the key highlights:</p> <ul style="list-style-type: none"> • Special Maintenance have procured four, low carbon, vehicles through a framework agreement to replace their current fleet. Two of these vehicles will be electric vehicles. • CIL funding approved to install solar PV on Meadowside Leisure Centre, appointed a contractor for works. New, more energy efficient, boilers have been fitted at Meadowside Leisure Centre. • Issued a Request for Quote for solar PV consultancy work for Chesil Lodge and Winchester Sports & Leisure Park (WSLP). Appointed consultants to carry out technical surveys to help inform Full Business Case. • Procured and appointed consultants to carry out baseline GIS mapping of woodland on council owned land and identify potential areas for further woodland creation. 												
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Progress solar PV rooftop installation at Meadowside Leisure Centre and new River Park Leisure Centre. • Review outcome of technical surveys for solar PV installation at Chesil Lodge and Winchester Sports & Leisure Centre, update financial modelling and commence drafting Full Business Case for PAC board approval. • Obtain approval to procure the final two low carbon vehicles for Special Maintenance fleet. • Commence preparation and scoping to identify specifications and works required for Guildhall works. • Launch of staff travel survey. This will feed into the data required for Council’s annual carbon footprint for 2025/26. Collate and verify data required for annual carbon footprint report. 												

Our Carbon Neutrality Action Plan (District)

Lead Cabinet Member: Cllr Kelsie Learney					Project Sponsor: Cheryl Headon							
Programme RAG status	Timeline				Budget				Carbon			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>RAG status update:</p> <p>Timeline: whilst good progress has been made across the pathways some projects are still in their infancy and will take time to deliver the kilotonnes of CO₂e savings required. Carbon: A key continuing challenge for the district CNAP is tracking the carbon saved by the actions/ projects as this is because the government dataset is reported 2 years in arrears.</p>												
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • HCC Active travel grant: formal agreement with HCC finalised to access £40,000 funding to deliver a range of active travel initiatives in Stanmore. Drafting procurement specification for delivery partner. • Eight business received carbon saving assessments this quarter. This brings total assessments for this year to 18. The assessments have been key for engaging with SMEs across the district, enabling them to access information and advice on energy and carbon saving. The estimated carbon savings from these assessments, if all the recommendations are implemented, will be 24.81tCO₂e. • Obtained CIL Funding for the two Solar for Business programme proposals. • Council Housing solar PV programme – decision not to proceed with Government DESNZ funding for this scheme. The Council will lead on delivering this programme of works to improve the energy performance of council housing stock. Q4 saw the installation of 35 solar PV and batteries on council homes. Total carbon saving is estimated at 9.17tCO₂. • Delivered a briefing to HEP Committee in February 2026 which focused on Carbon markets. HEP committee recommended developing a toolkit for parish councils and community groups on carbon credits and carbon markets. 												
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • HCC Active Travel Grant – procure delivery partner. • Local Area Energy Plan and Community Led Energy Plan – final outputs in May. Review and develop an engagement plan for key stakeholders. • Progress Winchester Science Centre Solar for Business programme: subject to planning approval procure contractor for installation of solar PV panels. • Research and draft carbon credits and carbon markets toolkit for Parish Councils and community groups. • LCWIP – reviewing and focusing on projects /minor works to enable more sustainable active travel improvements across the city and district. 												

Future of Waste and Recycling

Lead Cabinet Member: Cllr Kelsie Learney / Cllr Steve Cramoysan	Project Sponsor: Cheryl Headon							
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> Completed the roll out of food waste collection service to phases 4, 5 and 6 collecting 13 – 14 tonnes per day on average. Undertaken numerous public engagement events, social media and recycling officer visits to ensure successful delivery. It is having a direct and measurable impact on our recycling rate and the tonnage of material going to be treated as black bag waste by the county council. Completed engagement survey which had 3,400 responses during the period was open 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> Develop Behaviour Change campaign to keep up performance on food waste and deliver other options for communications which can have significant impact to ensure excellent progress on food waste is continued, and other core material or target groups get a focus to reduce contamination, increase income, and remove material from landfill. 								

Nutrient Mitigation Solution

Lead Cabinet Member: Cllr Jackie Porter, Cllr Mark Reach	Project Sponsor: Cheryl Headon							
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>RAG status update</p> <p>The original timelines were ambitious, relying on desk-based research, but detailed site investigations were required to provide more accurate data on site conditions and potential upgrade options. Due to the evolving nature of the scope, the project approach and delivery programme has been adjusted to remain aligned with developing requirements. These changes have affected the original timeline, hence the amber RAG status. The site investigations were completed in Q4 and are now being used to inform the development of business cases for viable sites.</p>								
<p>Progress achieved against last quarter</p> <p><u>Housing Revenue Account (HRA)</u></p> <ul style="list-style-type: none"> • Nitrate and phosphate credit sales for the two completed wastewater treatment work upgrades at Northington and The Goodens are ongoing: <ul style="list-style-type: none"> ○ Northington – over three quarters of nitrate credits (55 of 63) and nearly all the phosphate credits (4.9 of 5.3) from Northington have been allocated to developers. Prices are £3,250 per nitrate credit and £50,000 per phosphate credit (or part thereof). £224k has been invoiced to date and £325k further is expected to be paid once all balances are settled prior to development starting on site (in line with signed Allocation Agreements). Plant installed at Northington cost £68k so the income generated to date represents a good return on investment alongside achieving water quality improvements. ○ The Goodens – credits are now starting to be allocated following the payment of an index-linked monitoring fee to SDNPA. There are 90 nitrate credits and 10.51 phosphate credits available. An initial 13 nitrate credits and 1.24 phosphate credits have been allocated to date. £128k has been invoiced to date and £360k is expected to be paid once all balances are settled prior to development starting on site. Some phosphate credits from this scheme will be sold for £100k (each or part thereof) because the mitigation location is upstream of the Alresford area where there are very few phosphate credits available to mitigate development in this area of the catchment. • Commissioned consultants to undertake surveys and feasibility studies for further four sites at Hobbs Close, Baring Close, The Pastures, and Kiln Lane. Site investigation reports received and will be used to inform business case development for viable sites. • Business case development underway for four sites: Hobbs Close, Baring Close, The Pastures, and Kiln Lane • Awaiting site investigation reports to inform business case development for viable sites in Q4 2025/26. 								

Partnership for Southern Hampshire (PfSH)

- First PfSH WwTW upgrade at Itchen View completed on behalf of PfSH in May 2025 with credits valid for sale from August 2026. Approval granted by Winchester City Council, as Host Authority, for PfSH to sell the credits as per the Inter Authority Agreement and CAB3459.
- Commissioned consultants to undertake surveys and feasibility studies for further nine shortlisted sites at Couch Green, Gorse Down, Lambourne Close, North Drive, The Brook, The Hallways, Westwood View, Woodlane Close, and Woodlark Cottages. Site investigation reports received and will be used to inform business case development for viable sites with PfSH.

Actions for the next quarter:

Housing Revenue Account (HRA)

- Ongoing sale of nitrate and phosphate credits from the two existing wastewater treatment works at Northington and The Goodens
- Development of individual business cases for viable sites for approval from the Chief Finance Officer and Strategic Director as per CAB3470.
- Subject to business case approval, commence procurement exercise for a civil engineering contractor to deliver the HRA site upgrades. Proposed that HRA sites will be prioritised within the overall works schedule.

Partnership for South Hampshire (PfSH)

- Development of individual business cases for viable sites, in agreement with PfSH. Meeting with PfSH scheduled for April 2026.
- Subject to approval of the business case, the council will seek to appoint a civil engineering contractor to manage, procure, and lead the delivery of this programme.

Greener Faster - Progress against actions in service plans

Ref	Project	Cabinet Member	Delivery Date	Status R/A/G			
				Q1	Q2	Q3	Q4
1	Prepare full business case for a large-scale renewable energy project	Cllr Learney	April 2027				Complete
2	Produce a business case for delivery for phase 1 of the small-scale renewable energy generation	Cllr Learney	October 2025			Complete	
3	Deliver Air Quality Strategy and Action Plan	Cllr Learney/ Cllr Cramoysan	March 2030				
4	Take steps to reduce carbon from council-owned occupied estate	Cllr Tod	Ongoing				
5	Develop a Local Area Energy Plan	Cllr Learney	March 2026				
6	Create sustainable travel networks and projects in local areas	Cllr Learney	April 2026				
7	Develop an Electric Vehicle Charging Points framework for the district	Cllr Learney	April 2026				
8	Develop a Nature Improvement Plan	Cllr Learney	March 2026				

Red/Amber Status

1 – The project was closed by PAC Board in Q4 2025/26. A detailed business case was developed to assess the viability of a large-scale solar farm project. The analysis considered financial, environmental, and operational factors, and concluded that progressing with the project would not represent the most prudent use of Council resources at this time.

In line with governance processes, the findings were reviewed and the appropriate approvals were secured to formally close the project. This approach ensures that resources can be refocused on alternative opportunities that offer stronger alignment with the Council's strategic priorities and deliver greater overall value.

7 – The Local Authority Energy Plan will inform the level of investment required in EVCP across the district. The timing and nature of work on developing a council EVCP framework has been reprioritised until after that information is available.

Measuring our progress

Long range trackers (Annual – financial year)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	17/18 (base)	21/22	22/23	23/24	24/25	Target & Status 24/25	Target 25/26
GF1	Council total market-based emissions (tCO2e) ¹	Learney	Cheryl Headon	4,251.2	4,260.2	3,970.3	4,090.5	2,252.1	3,700	2,100 Set in July 2025
GF1a	Council market-based Scope 1 & 2 emissions (tCO2e) ²	Learney	Cheryl Headon	1,444.3 ²	595.6	523.4	398.2	57.7		
GF1a	% change relative to 2017/18 baseline year	Learney	Cheryl Headon	n/a	-59%	-64%	-72%	-96%		
GF1b	Council market-based Scope 3 emissions (tCO2e) ¹	Learney	Cheryl Headon	2,806.9	3,664.6	3,446.9	3,692.3	2,194.4		
GF1b	% change relative to 2017/18 baseline year	Learney	Cheryl Headon	n/a	31%	23%	32%	-22%		

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• **Basis of targets:**

GF1 to GF1b - Estimated from the annual Council Carbon Footprint report - based on several interventions with associated carbon savings

• **Footnotes:**

¹ Since 2017/18 the council has acquired more assets and reports more activities under scope 3 (this includes WSLP, Chesil Lodge, Home working and staff commuting, council cared for housing schemes); Target of 3,700 is the overall target for GF1 to GF1b as they are sub-sets
Scope 1 = Direct emissions from our activities e.g. gas, council owned cars and vans; Scope 2 = Indirect emission from energy use e.g. electricity; Scope 3 = Indirect emissions from our activities and supply chain e.g. contractor emissions including P&R buses, Winchester Sport & Leisure Park and waste collection.

² Figures for baseline year (2017/18) have been revised and updated. This reflects the reclassification of two sites, which were previously reported under Scope 2, these are now correctly reported under scope 3.

Long range trackers (Annual – calendar year)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	2017 (base)	2020	2021	2022	2023	Target 2030	Status
GF2a	District territorial GHG (ktCO ₂ e) ²	Learney	Cheryl Headon	953.7	790.5	828.9	796.8	768.6		
GF2a	% change relative to 2017/18 baseline year	Learney	Cheryl Headon		-17%	-13%	-16%	-19%		
GF2b	District carbon emissions under scope of LA influence (ktCO ₂ e)	Learney	Cheryl Headon	669.9	560.1	591.3	556.7	533.0	520.00	n/a
GF2b	% change relative to 2017 baseline year	Learney	Cheryl Headon		-16%	-12%	-17%	-20%		

- Basis of targets:**

GF2a and GF2b – As set out in the Winchester District Carbon Neutrality Roadmap and [Carbon Neutrality Action Plan](#) to achieve zero carbon emissions.

- Footnotes:**

²Data are the overall values for GF2a/b as they are sub-sets. Previously reported figures will/may have been updated as government adjusts its calculation methodology & changes all past data to be consistent / enable direct comparison. Data reported 2 years in arrears; 2024 data from July.

Long range trackers (Annual – financial year)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director		2022	2023	2024	2025	Target 2030	Status
GF3	WCC air quality measure	Learney / Cramoysan	Cheryl Headon	NO ₂ (district average)	22.3	22.5	21.3	19.7	NO ₂ <30 & PM2.5 <10 µg/m ³ by 2030	
				Highest	36.5	38.1	33.0	31.1		
				Lowest	13.1	12.4	12.2	11.1		
				PM2.5	9.0	10.3	8.8	8.5		

- Basis of targets:**

GF3 - Target derived from the [Air Quality Strategy](#) for targets achieved by 2030

- Footnotes:**

¹The actual objective as set out in the Air Quality Strategy is to achieve levels of <30 NO₂ and <10 PM2.5 annual mean in all areas of the district. Whilst the average might provide some trending, this is not the metric used to establish achievement of the ASR by Dec 31, 2030. There are currently 32 NO₂ monitoring locations in the district primarily centred in the city. It should be noted that the lower the number the better the air quality, showing that Romsey Road returns the poorest air quality levels and Stockbridge Road returns the best air quality readings

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
GF4	% of household waste sent for reuse, recycling, and composting	Cramoysan	Cheryl Headon	35.70%	40.89%	38.68%	42.27%	43.07%	40%	
GF5	Residual household waste per household (kg/hh)	Cramoysan	Cheryl Headon	102.42	103.62	103.38	97.98	92.33	<420 kg/hh	
GF6	Energy usage (kWh) – Electricity – City Offices ³	Learney	Simon Hendey	41,002	24,491	26,743	39,340	37,757	Measure only	n/a
GF7	Energy usage (kWh) – Electricity – Guildhall ³	Learney	Simon Hendey	78,998	62,400	69,509	74,969	73,686	Measure only	n/a
GF8	Energy usage (kWh) – Gas – City Offices ³	Learney	Simon Hendey	62,786	0	0	40,366	52,383	Measure only	n/a
GF9	Energy usage (kWh) – Gas – Guildhall ³	Learney	Simon Hendey	89,345	18,010	7,905	76,683	91,059	Measure only	n/a
GF10	Renewable energy generated (kWh) from solar panels ⁴	Learney	Simon Hendey	43,123	140,117	115,262	34,790	54,451	Measure only	n/a

• **Basis of targets:**

GF4 and GF5 - Target based on performance improvement against previous years actuals, and ensuring top percentile performance amongst peers

• **Footnotes:**

³ Due to the way metering is set up this includes the whole of each building (less Shoal who are sub-metered) - tenants occupying space including the university (West Wing, Guildhall), CAB and NHS (City Offices) are recharged a percentage for their usage.

⁴ Data reported relates to: WCC Sites (City Offices, Cipher House, Vaultex,), Winchester Sport and Leisure Park, Depot and Marwell Zoo.

Section 2 Healthy Communities

Delivery highlights – January to March 2026

- More than £1 million of funding was directed into community-led projects through the CIL investment programme. 14 projects were supported across the district, delivering upgrades to cultural venues, community centres, sports and recreation facilities, and heritage assets.
- A further £360,000 was allocated to two active travel schemes led by Hampshire County Council - an upgraded footpath/cycleway linking Swanmore and Bishops Waltham, and improved riverside paths connecting Kings Worthy, Headbourne Worthy and Winchester.
- Cabinet adopted the Winchester District Thriving and Resilient Communities Strategy (2026-2030), with ambitions for more people to take part, more places open and welcoming, stronger neighbourhood identity, and a voluntary sector that is confident, collaborative and equipped for the future.
- Grant funding totalling £230,000 was approved towards the running costs in 2026/27 of eight community organisations that strengthen social connection, improve community participation and help those facing the toughest circumstances. This included the council's key voluntary sector partner, Citizens Advice, who expect to support up to 6,000 people this year and tackle up to 20,000 issues.
- A Community Buildings Forum was established and first meeting held at Wickham Community Centre, with 42 attendees from 23 different community buildings across the district discussed subjects including greener and cheaper energy. This was followed by a two-hour training session on 'keeping everyone safe at your community building', delivered in partnership with Action Hampshire and attended by 13 people.
- The Cabinet Member for Healthy Communities approved the updated Sports Facility Assessment and Playing Pitch Strategy, which supports Local Plan policies and ensures the provision of publicly accessible recreational facilities to meet any existing shortfalls and population growth.
- Winchester Boxing Club moved to a new permanent home in a council-owned building in Hillier Way, which allows them to grow and meet the increasing demand.
- There was continued growth of the Live Longer Better programme to improve strength and balance, help reduce falls and support the health and wellbeing of older adults aged 60+. Attendance continues to grow and the Stanmore class, at the Carroll Centre, has been so popular that a second has now been added and both are at full capacity.
- The Mayor of Winchester's Community Awards took place in Winchester Guildhall during March to recognise individuals and groups who go above and beyond in service to others. 50 award certificates were presented to a total of 105 people, including volunteers with local sports teams, nurses from the Nick Jonas ward at Royal Hampshire County Hospital, and representatives from volunteer groups and charities across the district.

River Park Cricket Pavilion

Lead Cabinet Member: Cllr Kathleen Becker	Project Sponsor: Cheryl Headon							
Project RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • Works substantially completed, currently carrying out snagging and external shutters to be installed. • Making good externally including new turfing has been completed. 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Handover from contractors of the Pavilion • Demonstrations to be undertaken • Installation of additional facilities including artificial wicket and practice nets. • Work on pitch improvement measures to ensure their quality for safe play. • First cricket matches resume under long term hire agreement with St Cross Symondians Cricket Club • Official opening on 14 May • Installation of solar PV to be completed in June 								

Healthy Communities – progress against actions in service plans

Ref	Project	Cabinet Member	Delivery Date	Status R/A/G			
				Q1	Q2	Q3	Q4
1	Review data and agree scope of the work for community facility audit(s)	Cllr Becker	March 2026				
2	Deliver a programme of engagement and activity sessions enabling residents to live longer better (HCC fund)	Cllr Becker	March 2026				
3	Adopt a Winchester District Community Wellbeing and Resilience strategy, supported by a statement of our health priorities	Cllr Becker	October 2025				Complete
4	Complete the construction to replace the River Park cricket pavilion	Cllr Becker	June 2026				
5	Community Integration programme for overseas guests - deliver the HCC funded support for independent living and community integration	Cllr Becker	Ongoing				
6	Deliver a programme of grants to community and voluntary sector organisations	Cllr Becker	February 2026				
7	Active Travel Networks – bike bus programme with schools	Cllr Learney	April 2026				Complete
8	Roll out programme of training for Spaces of Sanctuary scheme	Cllr Becker	June 2025		Complete		

Red/Amber Status

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
HC2	Winchester Sport and Leisure Park - total number of visits	Becker	Cheryl Headon	358,832	356,284	353,328	334,092	351,758	1,455,549	
HC3	Winchester Sport & Leisure Park - number of all concessionary rate visits	Becker	Cheryl Headon	140,036	137,710	138,069	132,254	140,141	570,653	
HC4	Meadowside - total number of visits	Becker	Cheryl Headon	20,977	19,506	18,511	17,412	21,347	83,224	
HC5	Meadowside - number of all concessionary rate visits	Becker	Cheryl Headon	3,481	3,463	2,936	2,141	2,327	11,908	
HC6	Number of housing benefit claimants (rolling total)	Cutler	Liz Keys	2,301	2,154	2,012	1,925	1,930	Measure only	n/a
HC7	Number of Council tax reduction claimants (rolling total)	Cutler	Liz Keys	5,784	5,767	5,718	5,761	5,858	Measure only	n/a
HC8	Average time taken to process new housing benefit claims (days)	Cutler	Liz Keys	21.38	21.39	19.12	19.35	20.02	22 days	
HC9	% Winchester residents claiming out-of-work benefits ¹	Thompson	Cheryl Headon	2.10%	2.10%	2.10%	2.00%	2.10%	Measure only	n/a

- **Basis of targets:**

HC2 to HC5 - Target reflects a 5% increase on actuals in 2024/25 and is 11% higher than the projections for 25/26 set out in the original tender

HC8 - Target based on performance improvement against previous years actuals

- **Footnotes:**

¹ Data provided by ONS – “CC01 Regional labour market: Claimant Count by unitary and local authority”. Published 17th of the month.

Commentary where practical real-time KPI not on target:

HC2 & 3 – A target of 5% growth was estimated for 2025/26 based on 2024/25 actuals. The opening in March 2025 of a new provider in the town offering a competitor gym only service resulted in a 7% reduction in the sites membership customer base. The new gym appeals to certain customers due to its location, flexible access and membership structure/price. Memberships level at WSLP are recovering by focusing on added value memberships but is still 5% below last year’s base membership.

HC4 & 5 – A six-week closure of the football pitch for a complete refurbishment impacted numbers and ability meet the 5% growth target.

Section 3 Thriving Places

Delivery highlights – January to March 2026

- **UK Shared Prosperity (UKSPF) programme:** £536,541 (98%) of total fund available allocated across 23 district-wide projects, with 21 projects now completed. A formal progress update was provided to the Prosperity Board in March 2026.
- **Supporting rural and land-based economy:** UKSPF funding was awarded to a Sparsholt College project providing farmers, land-based workers and agricultural students with advanced digital skills, improving productivity through precision farming while helping reduce environmental impacts and tackle digital exclusion in rural areas.
- **Green business support:** Full business cases for Solar PV Power Purchase Agreements (PPAs) at Winchester Science Centre and Winchester Cathedral were approved, with follow-up surveys completed and Community Infrastructure Levy (CIL) funding secured. A further eight low carbon business assessments have been delivered, bringing the total to 18, with three business grants given to support secondary glazing and electric vehicle (EV) chargers. A Sustainability Peer Mentoring Group was launched in January, with a follow-up meeting held in March, supporting 15 local businesses.
- **Digital support:** An artificial intelligence business support programme has been developed and is scheduled for delivery in Spring 2026. The programme can be viewed here: [Business information, support and advice - Winchester City Council](#)
- **Street market management:** the contract continues to be managed through operator contract meetings to monitor compliance and support effective implementation. Street market income for 2025/2026 financial year has increased by 9% over last year; 25 new traders were given a license to trade between January and March 2026; banner adverts on Visit Winchester website added in March generated 141 clicks through to listing, which continues to rank in the top six business listings with over 1.9k page views.
- **West of Waterlooville public arts programme:** Design concept for final output shared with partners and West of Waterlooville Forum. Second Plot Lines publication has been published.
- **Winchester District Tourism Strategy** approved by Cabinet on 12 March and was followed by a business and industry stakeholders launch with Dr Danny Chambers MP as part of English Tourism Week.
- **Local Visitor Economy Partnership:** Draft Hampshire Destination Management Plan was shared at LVEP Advisory Board Meeting and business roundtable (February). WCC has provided input and reviewed its alignment with the new Winchester District Tourism Strategy.
- **Tourism marketing and promotion:** visitwinchester.co.uk pages views up 22%, Instagram views up 100% and Facebook views up 124% compared to the same quarter last year. Seven pieces of media coverage (including Woman's Weekly, Metro Midlands, Metro Yorkshire), reaching an audience of over 722k and 14 brand mentions.

- During Quarter 4, Anti-Social Behaviour activity focused on prevention, enforcement and visible reassurance, with strong partnership support for extending the Alcohol Control PSPO. Targeted interventions, increased patrol activity across urban and rural areas, and the use of enforcement tools have helped manage risk, while early-intervention work through the Legacy Plus project continues to support young people and families at risk of escalation
- VAWG work during Quarter 4 strengthened rural emergency response, safeguarding practice, and staff awareness.

Bar End Depot

Lead Cabinet Member: Cllr Martin Tod				Project Sponsor: Simon Hendey				
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • Cabinet approved remarketing of the site on 14th October 2025 with formal bids currently being evaluated • Negotiations have been concluded with preferred bidder . 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Cabinet to approve preferred bidder in May. • Legal exchange to be achieved by September 2026. 								

Central Winchester Regeneration (CWR)

Lead Cabinet Member: Cllr Martin Tod				Project Sponsor: Simon Hendey / Ken Baikie				
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • In January Cabinet (CAB3536) agreed Jigsaw’s revised consortium composition. • Public engagement took place in February, led by Jigsaw, who provided the community with an update on the emerging proposals and the progress of the scheme’s development. • A paper was taken to Cabinet in March CAB3547, which approved the commitment and ring-fencing of £4.5m of CIL funding. 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Jigsaw will carry out further public engagement in early June, providing updated information on the scheme’s progress and gathering community feedback. • A paper will be taken to May Cabinet seeking approval for the proposed land acquisition required to support the delivery of the scheme. • RIBA Stage 1 design work will be completed, enabling the project to move into the next phase of design development and cost planning. 								

Local Plan

Lead Cabinet Member: Cllr Jackie Porter	Project Sponsor: Cheryl Headon					
Programme RAG status	Timeline			Budget		
	Q2	Q3	Q4	Q2	Q3	Q4
<ul style="list-style-type: none"> Progress achieved during the last quarter: https://www.localplan.winchester.gov.uk/ <p>The Local Plan reached a significant milestone with Cabinet approval on 18 March 2026, marking formal progression towards adoption and establishing a clear framework for the next stage of plan delivery. This included agreement to publish the Notice of Intention to commence preparation of the Local Plan to 2044, approval of an updated timetable, and the commissioning of external consultancy support where required.</p> <p>During Q4 (January to March 2026), activity has focused on building the evidence base and governance arrangements necessary to support successful plan preparation and adoption in line with the Government’s 30-month plan-making process.</p> <p>This has included collaborative engagement with neighbouring authorities—Eastleigh Borough Council, Rushmoor Borough Council, Hart District Council, Southampton City Council, Fareham Borough Council and Isle of Wight Council—to share best practice and address common challenges.</p> <p>Key supporting evidence is also progressing well, with Arcadis appointed to undertake a Water Cycle Study, and procurement for the Strategic Housing Market Assessment at an advanced stage, with a preferred consultant identified.</p> <p>In addition, a dedicated Local Plan landing page has been created to improve accessibility and clearly distinguish between the Local Plan 2040 and the emerging Local Plan 2044.</p>						
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> In order to help speed up the process of producing the Local Plan 2044 the team are attending training sessions on the new Keystone Collaborative Authoring software (the desktop publishing software that will be used to draft the Local Plan) Continue to understand what is involved with the Government’s new 30-month timeframe for preparing a Local Plan and the recently published regulations and prepare a Project Inception Document Finalise the brief for the Gypsy and Traveller Accommodation Needs Assessment and go out to tender 						

- In consultation with other departments, work on the desktop analysis of the SHELAA sites
- Continue to review the policies in the recently adopted Local Plan 2040 in light of the Government's draft National Development Management policies (this work cannot be completed until we have the final version of the National Planning Policy Framework)
- Continue to liaise with the Hampshire Local Plan authorities about the new style 30-month Local Plans and attend Duty-to-cooperate meetings/update Statement of Common Grounds
- Agree the Strategic Environmental Assessment (SEA) consultation document and consult with the statutory agencies (Natural Environment, Historic England and the Environment Agency) for a period of 5 weeks
- Draft and agree the Notice of Intention to commence preparation of the Local Plan to 2044 by 30 June 2026 (Regulation 19)
- Draft and agree by mid-June 2026 the Scoping consultation document (Regulation 20) which will invite feedback on matters including how to engage with members of the public/organisations/Parish and Town Councillors etc in the Local Plan making process and what the Local Plan 2044 should contain; and
- Undertake the Scoping consultation (Regulation 20) around mid-June 2026 for a period of 6 weeks

Winchester Movement Strategy

Lead Cabinet Member: Cllr Kelsie Learney				Project Sponsor: Cheryl Headon				
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>RAG status update:</p> <p>Funding for transport related schemes are now via CIL applications and Central Government bids, therefore schemes rely on successful bids. We are working to development schemes with our HCC to bring forward</p>								
<p>Progress achieved during the last quarter:</p> <p>Work on the ten next step proposals continues with HCC</p> <p>City Local Cycling and Walking Infrastructure Plan (LCWIP) Plan to be consolidated by HCC into one document</p> <p>District Local Cycling and Walking Infrastructure Plan (LCWIP) Approved City Plan to be collated into one document.</p> <p>Micro-Logistics Hub Trial – Engagement with the independent businesses on potential demand of e-cargo bike deliveries undertaken by Hub Management Company, second round of cargo bike operator interest undertaken with on-site discussions, Last-Mile Freight study written by Hub Management company, engagement with other LAs working on last mile schemes, review of options going forward undertaken by Solent Transport</p> <p>A number of LCWIP active travel schemes are still being progressed or have been installed by HCC in the city including:</p> <ul style="list-style-type: none"> • Hillier Way, walking and cycling improvements – Topographical survey produced for draft options plan • Minor Works – Liaison with HCC Engineering Services to discuss possible minor work schemes across the city. • Liaison with HCC and Southern Water on the temporary shared use path between Olivers Battery and Compton • Liaison with HCC and SDNP on a potential active travel route from Hockley Link to Shawford Railway Station. <p>Fulflood Liveable Neighbourhood Pilot Public consultation on potential scheme undertaken by HCC</p> <p>CIL Funding CIL bids for transport schemes considered.</p>								

Actions for the next quarter:

- Review of any further transport schemes to take forward from City and District LCWIP.
- Feedback from the public consultation of potential schemes for Fulflood Liveable Neighbourhood Pilot to be reviewed.
- Development of a drainage plan and costing exercise to be undertaken
- Implementation of upgraded crossing at Friarsgate
- Review of Last-Mile Freight Study, review of potential uses for the Micro-Hub

Thriving Places - progress against our actions in service plans

Ref	Project	Cabinet Member	Delivery Date	Status R/A/G			
				Q1	Q2	Q3	Q4
1	Deliver a programme of events to mark the 250th anniversary of Jane Austen's birth	Cllr Thompson	December 2025				Complete
2	Manage the delivery of UKSPF programme	Cllr Thompson	March 2026				
3	Produce a Winchester District Tourism Strategy	Cllr Thompson	March 2026				Complete
4	Deliver a programme of green business support and investment in renewable technologies (Green Economic Development Strategy (GEDS) Carbon Neutrality Action Plan (CNAP))	Cllr Thompson	March 2026				Complete
5	Deliver the West of Waterlooville Public Arts programme	Cllr Thompson	March 2026				Complete
6	City Street Market Development Programme	Cllr Thompson	December 2025				Complete
7	Deliver the actions in year 1 Action Plan of the Cultural Strategy	Cllr Thompson	March 2026				Complete
8	Contribute to and engagement with the creation of a Local Visitor Economy Partnership (LVEP). Deliver the actions in year 1 Action Plan of the Cultural Strategy	Cllr Thompson	March 2026				Complete
9	Future of former Leisure Centre: Market the site for sale and find a new investor	Cllr Tod	September 2026				

Measuring our progress

Long range trackers (Annual)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	20/21	21/22	22/23	23/24	24/25	Target & Status 24/25	Target 25/26
TP1	% of economically active people in employment (aged 16-64)	Thompson	Cheryl Headon	77.4%	83.7%	75.1%	81.5%	83.6%	Measure only	Measure only
TP2	Business counts (micro, small, medium, large enterprises– source: NOMIS)	Thompson	Cheryl Headon	8,035	8,110	8,165	8,225	8,095	Measure only	Measure only
TP3	No. of unemployed (source: ONS)	Thompson	Cheryl Headon	1,800	1,700	1,235	1,900	1,600	Measure only	Measure only
TP4	% of addresses with Gigabit availability	Thompson	Cheryl Headon	n/a	n/a	n/a	n/a	62.2%	Measure only	Measure only

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
TP5	Number of reported fly-tips (actual incidents) ¹	Cramoysan	Cheryl Headon	210	102	162	182	276	Measure only	n/a
TP6	% of fly-tips cleared within contract deadlines/days	Cramoysan	Cheryl Headon	82%	75%	75%	80%	85%	80%	
TP7	Number of reported graffiti incidents (online form totals)	Cramoysan	Cheryl Headon	12	11	15	7	3	<150	
TP8	"Public Space" issue reports ²	Cramoysan	Cheryl Headon	163	110	118	109	144	<570	
TP9	% of WCC revenue spend with local suppliers	Cutler	Gareth John	18.80%	23.30%	23.00%	24.60%	25.30%	25%+	
TP10	City centre high street footfall ³	Thompson	Cheryl Headon	2,930,567	2,779,719	2,660,538	2,780,565	2,897,387	Measure only	n/a
TP11	Market Towns high street footfall	Thompson	Cheryl Headon	n/a	n/a	Tbc	tbc	tbc	Measure only	n/a

- Basis of targets:**

TP6 - Target based on viable baseline of numbers that fall within contract timescales (to accommodate where a proportion of fly-tips are more complicated or take longer to clear due to content, e.g. asbestos)

TP7 and 8 - Target based on performance improvement against previous years actuals

TP9 – Notional target to monitor and encourage value of spend in district to support local business in conjunction with our contract procedure rules.

• **Footnotes:**

¹ Figures are net total of 'actual' reports received (less any that have been identified as duplicates, out of district, private land etc.)

² Figures based on total form reports received for 'Clean my Street' relating to bins/bring sites, street mess – human, syringes, spilt waste, street sweeping, overflowing litter/dog waste bins etc.-- glass, litter, alongside report forms submitted for Park Areas and Public Conveniences.

³ Provided by the Winchester BID Place Informatic reports

Commentary where practical real-time KPI not on target:

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Fly-tip clearance breakdown:

	Q4 24/25	Q1 25/26	Q2 25/26	Q3 25/26	Q4 25/26
Total fly tips confirmed cleared	187	85	144	173	248
Fly- tips up to 1 metre cubed in size	27	13	16	11	10
<i>Number of which cleared in time (5 working days submission to clearance)</i>	16	7	8	6	7
<i>Percentage of up to 1 metre cubed cleared in time</i>	59%	54%	50%	55%	70%
Fly-tips size 1 metre cubed and above	160	72	128	162	238
<i>Of which in time (15 working days submission to clearance)</i>	137	57	100	132	203
<i>Percentage of 1 metre cubed and above cleared in time</i>	86%	79%	78%	81%	85%
Overall percentage of all fly-tips cleared in time	85%	82%	75%	80%	85%

- The completion targets of 5 and 15 working days include 3 to 5 days for evaluation of fly-tip to assess if any enforcement action can be taken and 2 to 10 days for clearance (depending on size of up to a metre cubed / 1 metre cubed and above)
-

Section 4 Good Homes for All

Delivery highlights – January to March 2026

- One Anti-Social Behaviour case review request has been accepted, and the review is currently under way.
- Regulatory engagement meetings changed from monthly to bi-monthly following feedback from RSH (Regulator of Social Housing) on the progress and commitment we have been able to demonstrate in response to our regulatory judgement and positive feedback received from RSH following observation at January Tenants And Council Together (TACT) Board
- Tenant Satisfaction Measure survey shows that 10 of the 12 measures are above the benchmark. Action plans are in place to address areas for improvement and to support ongoing service improvement. A Tenant Partnership and Influence Plan has also been co-produced with tenants and formally approved.
- Top performing landlord for arrears recovery at 0.98%
- Tenancy Sustainment team assisting tenants to claim over £1.8million in benefits
Whole service meeting led by Strategic Director and Corporate Head of Housing to set service vision and direction with continuation of meetings held quarterly
- Recruitment to Damp & Mould case officer in progress one officer in post and one to be recruited during next quarter
- Stock condition survey programme – 3,925 surveys completed, on track to complete full programme by July 2026. This is significant work to improve the data accuracy of the condition of our homes and inform future investment priorities
- All communal blocks surveyed by contractor to capture and provide updated data for all compliance areas as part of ongoing data validation activities
- Private Sector Landlords forum attended by over 80 landlords, allowing landlords to be educated on the new requirements of the Renters' Rights Act 2025 ensuring that residents in the private rented sector continue to live in safe, warm and energy efficient homes.
- The Homeless forum was well attended, including people with lived experience. The forum co-produced and developed a draft homelessness charter

New Homes Programme

Lead Cabinet Member: Cllr Mark Reach					Project Sponsor: Simon Hendey			
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>RAG status update</p> <p>There is an increase in programme confidence due to successful S106 acquisition negotiations, but the RAG status remains Amber due to the lack of control over the pace of delivery by the private developer market. Continued commitment to commissioned schemes to mitigate S106 acquisitions risks.</p>								
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • Contracts were exchanged with Cala in September 2025 for the acquisition of 146 S106 units at Kings Barton, Winchester. The council has taken handover of 26 of these units to date; 4 shared ownership and 22 affordable rent. • Construction continues on the 10 affordable units at Hazeley Road, Twyford. • Market engagement with SME and volume housebuilders is ongoing, with the aim of securing new build S106 and additionality units for use as council housing. • Following Cabinet approval of the Final Business Case, the build contractor has commenced enabling works on the Woodman Close site in Sparsholt, with formal start on site anticipated in April 2026. The council has been awarded Homes England funding for the scheme. • Feasibility studies are underway on a number of pipeline council commissioned schemes with the aim of making them financially viable against a challenging economic backdrop. 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Kings Barton, Winchester – completed units to be handed over from Cala to the council for allocation to tenants on the council’s housing register and for sale as shared ownership homes. • Hazeley Road, Twyford – attend site progress meetings alongside Employer’s Agent and liaise with housing colleagues regarding build progress and handover. • Market engagement with SME and volume housebuilders is ongoing, with the aim of securing new build S106 and additionality units for use as council housing. • Woodman Close, Sparsholt – project manage the construction of 5 social rent units. 								

Housing Compliance Improvement Plan

Lead Cabinet Member: Cllr Mark Reach	Project Sponsor: Simon Hendey							
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>Programme RAG status update:</p> <p>The project sits at amber due to some slippage against milestone dates for data validation and resident engagement work due to new activities being identified. Teams are working collaboratively to progress, acknowledging that target dates were set prior to scope of work being fully understood. Regular meetings are in place to monitor and oversee the works against the improvement plan. In addition to internal monitoring the improvement plan is monitored by Regulator of Social Housing (RSH) as part of ongoing regulatory engagement where progress has been recognised and recommendation to move to bi-monthly meetings from monthly. Work is actively happening around self-assessing against all consumer standards with plans to carry across any open actions from this plan onto the wider plan following external assessment which has been commissioned for HQN to complete in Q1 26/27.</p> <p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • Approved compliance policies rolled out for the big 6 (gas, electrical, asbestos, lift, water and fire safety) • access policies reviewed by staff and tenants ready for final sign off • Strengthened data validation processes in place with effective cross team working in place to challenge and scrutinise stock, asset and dwelling data • Draft resident engagement strategy for High Rise block going through resident consultation process as part of Building Safety case work • Contractors conducting communal block on site surveys to capture updated compliance related information as part of ongoing data validation work • 3925 stock condition surveys completed • Lifts, asbestos and water mapping for certificate loading into True Compliance being progressed 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Finalise EICR certificate upload into True Compliance • Complete remaining stock condition surveys of our homes • Complete mapping and testing for certificate uploads for lifts, water and asbestos in True compliance system • HQN to complete mock inspection against consumer standards providing recommendations for service improvement 								

Housing procurement of Repairs, Maintenance, Voids, Compliance and Retrofit

Lead Cabinet Member: Cllr Mark Reach	Project Sponsor: Simon Hendey							
Programme RAG status	Timeline				Budget			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<p>Progress achieved during the last quarter:</p> <ul style="list-style-type: none"> • R&M, Voids, Heating and Electrical have all been procured. • Currently in standstill process in line with the procurement requirements. • Some challenge has been received as expected due to the closeness of scoring; this is being managed in line with the appropriate procurement act. • Appropriate teams are in place to manage the above. 								
<p>Actions for the next quarter:</p> <ul style="list-style-type: none"> • Make formal awards and sign contracts • Demobilise and mobilise new contracts • Go live with contracts and embed them into WCC ...what? teams, operating models? 								

Good Homes for All - Progress against our actions in service plans

Ref	Project	Cabinet Member	Delivery Date	Status R/A/G			
				Q1	Q2	Q3	Q4
1	Procurement of major repairs and maintenance contract for council homes. Inclusive of tenant engagement.	Cllr Reach	August 2026				
2	Council housing retrofit carbon reduction programme. Focus on lowest EPC properties to achieve more energy efficient homes to meet the carbon neutral 2030 target. Establish a Retrofit Carbon Reduction Strategy	Cllr Reach	Ongoing				
3	Review and refresh the Preventing Homelessness and Rough Sleeping Strategy	Cllr Reach / Becker	March 2026		Complete		
4	Achieve regulatory requirements to address damp and mould cases. Ensuring cases are identified and dealt with promptly / effectively when raised by council and private rented tenants	Cllr Reach / Becker	March 2026				

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Red/Amber status

2 - The number of homes that have received retrofit improvements and have enhanced EPC ratings has exceeded target. The change in strategy to prioritise solar and batteries has meant the measures target was not achieved. However, the planned fabric improvements will now follow on to properties as part of the planned maintenance programmes.

4 - Damp and mould cases: Damp and Mould process in place to ensure reports are managed and responded to within required timescales. To further support this work, we have an independent consultant reviewing our approach to ensure it is robust. One Damp and Mould case officer appointed and recruitment underway for the 2nd post. In respect of the Private Sector Regulatory requirements - Under the Housing Act 2004 we have a duty to act where we become aware of a Cat 1 hazard whilst private tenant can take a claim against their landlord for failure to comply. The Housing Act 2004 will continue to be the main legislation used to tackle poor housing conditions.

Measuring our progress – Good Homes for All

Long range trackers (Annual)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	20/21	21/22	22/23	23/24	24/25	Target & Status 24/25	Target 25/26
GH1	% of all WCC homes achieving energy efficiency rating of C or above	Reach	Simon Hendey	62%	63%	65%	70%	70%	70%	73%
GH2	Total new home completions across the district (rolling total)	Reach	Simon Hendey	n/a	121	139	276	322	1,000 by 2032	1,000 by 2032
GH3	Homelessness – numbers recorded as rough sleepers ¹ (as at year end)	Reach	Simon Hendey	n/a	n/a	2	3	5	0	5

- Basis of targets:**

GH1 - Derived from Council Plan priorities and HRA Asset Management Policy

GH2 - Derived from affordable housing target laid out in Housing Strategy

GH3 - Derived from Preventing Homelessness Strategy, Government National Housing Priorities and annual homeless survey assessments

- Footnotes:**

¹ Figures are updated from an annual MHCLG rough sleeping count annual snapshot, which takes place every November

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
GH4	Avg time for homeless household to receive offer of a permanent home (days)	Reach	Simon Hendey	310	256	348	279	164	365 days	
GH5	Retrofit adjustments – total number of houses (running total)	Reach	Simon Hendey	247	0	37	101	269	256	
GH6	Retrofit adjustments – total number of adjustments made (running total)	Reach	Simon Hendey	486	0	37	135	346	772	
GH7	Percentage of planning decisions upheld at appeal (WCC / SDNP)	Porter	Cheryl Headon	n/a	100% / n/a	61% / 100%	80% / 67%	100% / 100%	70%	

- Basis of targets:**

GH4 – Reflects council allocation policy

GH5 and 6 - Derived from maximum number of homes funded in housing annual capital programme.

GH7 – Government target is for at least 2 out of 3 cases to be dismissed at appeal., so target based on improving above government targets

Commentary

GH3 - Several local challenges are currently contributing to an increase in rough sleeping numbers including the reduction in stage 1 supported housing accommodation available for those sleeping rough or at risk of rough sleeping and a lack of suitable accommodation, particularly one-bedroom accommodation. Westview House, previously the district's Stage 1 accommodation provider, closed in April 2025 following A2's termination of their support contract. This decision was prompted by the county council's announcement to withdraw all funding for Stage 1 accommodation from March 2026. The closure resulted in the loss of 29 bed spaces.

In response, the council is actively collaborating with alternative accommodation providers to mitigate the impact. Plans include:

- Increasing capacity at Trinity, The Beacon, and Emmaus House
- Exploring the potential to bring Westgate back into use

The council has secured county funding to establish an in-house Housing First scheme, which will offer 7 beds dedicated to supporting the district's most complex and vulnerable individuals who are homeless or at risk of rough sleeping

We are constantly working with those found rough sleeping through our outreach work. It should be noted that the figure of 5 rough sleepers in the table above is from the annual rough sleeping count which is undertaken in November each year and is not a quarterly figure.

GH6 - The number of homes that have received retrofit improvements and have enhanced EPC ratings has exceeded target. The change in strategy to prioritise solar and batteries has meant the measures target was not achieved. However, the planned fabric improvements will now follow on to properties as part of the planned maintenance programmes.

Measuring our progress – Housing TSM

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
GH8	Proportion of homes for which all required gas safety checks have been carried out	Reach	Simon Hendey	n/a	99.91%	99.89%	99.93%	99.82%	100%	
GH9	Proportion of homes for which all Electric Checks have been carried out	Reach	Simon Hendey	n/a	98.30%	98.81%	99.21%	99.19%	99.84%	
GH10	Asbestos Inspections % of Reg 4 Surveys	Reach	Simon Hendey	n/a	66.78%	98.29%	100%	100%	100%	
GH11	Proportion of Lifts with 100% of valid Loler Certificates	Reach	Simon Hendey	n/a	97.50%	97.50%	100%	100%	100%	
GH12	Proportion of homes with a 100% of Working Smoke Detector checked	Reach	Simon Hendey	n/a	99.70%	99.56%	99.60%	99.42%	100%	
GH13	Proportion of homes with a 100% of Working Carbon Monoxide Detector checked	Reach	Simon Hendey	n/a	99.70%	99.62%	99.70%	99.57%	100%	
GH14	Numbers of Damp and Mould open cases inspected, and resolution agreed within 14 days	Reach	Simon Hendey	n/a	71%	75.33%	98.00%	83.67%	95%	
GH15	Number of outstanding High Risk Fire Risk Assessment actions	Reach	Simon Hendey	n/a	3	0	0	0	0	
GH16	Number of outstanding Fire Risk Assessments	Reach	Simon Hendey	n/a	76	0	0	0	0	

- **Basis of targets:**

GH8 to 16 - Targets based on regulatory standards

Commentary

GH8 - 2 to be void, 1 tenant in hospital, 2 booked, rest being chased

GH9 - 6 void, 14 booked, rest being chased by Team and Tenancy

GH12 – Properties are on programme and appointments/access being arranged

GH13 – Properties are on programme and appointments/access being arranged

GH14 - We are working to comply to the parameters of Awaabs law for the completion of damp and mould inspections within 14 days, but we have identified through our monthly KPI scorecard reporting that we are not always able to access homes within that timescale. Whilst we work hard to encourage access, we have to respect that customers will have other priorities and we seek to access as soon as is reasonably practical in discussion with our customers within the 14 days' timescale

Section 5 Efficient and Effective

Delivery highlights – January to March 2026

- Balanced budget approved by Council for 2026/27, outlining continued investment in services and priorities outlined in the Council Plan 2025-30
- Procured additional modules with existing supplier to improve housing systems and data as part of ongoing service improvement work
- Process mapping for anti-social behaviour and domestic abuse being as part of system requirements to implement new case management module
- Preparations for the introduction of virtual parking permits for staff from April which will improve efficiency by removing paper-based processes and reducing administrative time
- £23k grant funding secured from MHCLG for digital planning improvements that support faster and more efficient decision-making. Planning team working with Digital Project manager to scope project.
- Contract entered into for a test and learn pilot of use of automation in the Housing Income team of manual processes. This will allow Housing Income Officers to focus attention on complex or high-need cases. Other potential uses for automation are being explored.
- Funding to improve the Digital Customer Experience has been approved. Following the LGR decision, the project team will work with partners to determine the most effective approach.
- Agreement to proceed with reviewing Planning and Built Environment web page consolidation. This is a significant piece of work to consolidate up to 322 urls which will result in a more efficient customer experience.
- Delivered staff enablement sessions, including M365 'Getting Organised' and Microsoft Forms, to support adoption of M365 and improved ways of working.

Local Government Reorganisation (LGR)

Lead Cabinet Member: Cllr Neil Cutler		Project Sponsor: Laura Taylor		
Programme RAG status	Timeline		Budget	
	Q3	Q4	Q3	Q4
<p>Progress achieved during the last quarter: Government Decision on Reorganisation</p> <ul style="list-style-type: none"> The Government's decision on Local Government Reorganisation was announced. Winchester City Council will form part of a new Mid Hampshire Unitary Authority, comprising East Hampshire District Council, Winchester City Council, Test Valley Borough Council, and New Forest District Council, subject to boundary changes (Option 1A). Newlands Parish will transfer into the new South East Hampshire Unitary Authority. <p>Internal Programme Governance</p> <ul style="list-style-type: none"> The first LGR Programme Board meeting was held in February 2026 An LGR risk register developed to identify, monitor, and manage key programme risks and dependencies <p>Data and Due Diligence</p> <ul style="list-style-type: none"> A shared data hub has been developed and established with partner local authorities, with support from strategic partners KPMG. Initial data requests have been submitted across key enabling areas, including Finance, Assets, HR, Contracts, and Technology. <p>Workstream Mobilisation</p> <ul style="list-style-type: none"> LGR workstreams across partner authorities have been stood up for enabling services (including Technology, Finance, HR, and Workforce). Workstream charters have been agreed, and Day One readiness activity has commenced. <p>Programme Capacity</p> <ul style="list-style-type: none"> A new LGR Project Officer has commenced in post. A Project Manager has been recruited and is due to commence on 21 April 2026, strengthening programme delivery capacity. <p>Engagement and Communications</p> <ul style="list-style-type: none"> All-staff and all-Member briefings were delivered following the Government's decision to ensure consistent understanding and engagement across the organisation. 				

Service Planning

- The service planning process covering the two-year period 2026–28 has been completed, providing a clear planning baseline for transition and implementation

Actions for the next quarter:

Programme Mobilisation and Governance

- Work with partner authorities to agree a comprehensive implementation plan and governance structure at both county-wide and individual UA level.
- Transition the programme into the Foundational Phase

Warding Arrangements

- Develop and submit proposals for Warding arrangements for the new UA's to the MHCLG in advance of the Structural Changes Order being laid in Parliament.

Boundary Change Impacts

- Identify and assess the impacts arising from the boundary change to the WCC area.
- Work collaboratively with partners to build the foundations for a smooth and well-managed transition of Newlands Parish.

Joint Committee Governance

- Agree voluntary joint committee governance arrangements for the Mid-Hampshire and South East Hampshire UAs, including scope, membership, and decision-making processes.

Internal Readiness and Systems

- Continue the review of internal systems and data to ensure preparedness for LGR and to support future service design.

Programme Management (Internal)

- Review and update the internal LGR Programme Plan and risk register to reflect emerging dependencies, risks, and milestones.

Efficient and Effective - Progress against actions in service plans

Ref	Project	Cabinet Member	Delivery Date	Status R/A/G			
				Q1	Q2	Q3	Q4
1	Further promotion of self-serve and digital services - <i>including the increased take-up of electronic billing (rollout of "Digital by Default") and notifications for Council Tax, Business Rates and Housing Benefits services, and the further roll out of SMS for the issue of electronic payment alerts and reminders.</i>	Cllr Cutler	Ongoing				
2	Support TC25 transformation and digital agenda by supporting digital innovation and digital initiatives across the Council.	Cllr Cutler	Ongoing				
3	Digitalisation and review of the Planning Service (linked to this, other services that use the IDOX platform).	Cllr Porter	TBC				
4	Review of website to improve digital customer experience.	Cllr Cutler	Ongoing				
5	Customer focused digital improvements of Housing & Landlord services.	Cllr Reach	April 2026				
6	Development of Cyber Security and Resilience Strategy to increase cyber resilience and awareness across the council.	Cllr Cutler	April 2025	Complete			
7	Lead on the review and refresh of strategic key performance indicator set that align to the new Council Plan priorities.	Cllr Cutler	June 2025		Complete		

Red/Amber status

3 - Pace of digitalisation within Planning services has been impacted by operational pressures however work is underway to seek opportunities for automation which could significantly improve efficiency and customer experience. The project's discovery was extended, and deliverables are now actively being replanned due to the constraints of LGR and existing, widely used systems

5 - Amber status based on April 2026. MRI modules procured and working with our supplier to schedule in prioritisation of implementation programme with our supplier. Project Managers (assigned for hosted services (to move system into the cloud), safer communities (case management for anti-social behaviour and domestic abuse). Monthly account meetings in place and regular contact with MRI account manager to ensure assignment of resource and priorities for Winchester for are understood and responded to in a timely way

Measuring our progress

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
EE1	% complaints responded to within 10 working days	Becker	Liz Keys	90%	88%	90%	97%	90%	90%	
EE2	% of upheld and partially upheld complaints	Becker	Liz Keys	68%	60%	70%	59%	70%	Measure only	n/a
EE3	Number of digital resident interactions with the council (online reports)	Becker	Laura Taylor	16,616	7,564	7,049	7,021	17,820	42,000	
EE4	% of major planning applications decided within time or agreed extension (WCC / SDNP)	Porter	Cheryl Headen	94.3% / ~	91.67% / ~	100% / ~	100% / 100%	100% / 100%	80%	
EE5	% of non-major planning applications decided within time or agreed extension (WCC / SDNP)	Porter	Cheryl Headen	93% / 88%	93.67% / 84.67%	94% / 81%	89% / 95%	97% / 98%	80%	

- Basis of targets:**

EE1 - Target based on achievable outcome times, aligned with customer expectation and common target used by other authorities

EE3 - Target based on performance improvement against previous years actuals (also allowing for plateau in new garden waste sign-ups as limited number of properties are viable for garden waste, i.e. have gardens)

EE4 & 5 - Government targets are 60%, WCC target based on performance being above government targets

Commentary

EE3 – The total submissions for the year were near identical to 2024/25 submissions – however, in many ways this is a good result as of this total there were over 700 less report submissions of 'public space' issues / service failures this year (e.g. graffiti, litter, shrub/grass maintenance etc.) than the previous year. So, whilst the overall total would have been higher if the 'service failure' form submissions were the same, it is actually better from a council level.

Section 6 Listening and Learning

Delivery highlights – January to March 2026

- The council's Licensing and Regulation Committee approved progressing proposals to potentially establish new parish councils for Kings Barton and the Winchester town area from April 2027, following consideration of Stage One consultation feedback and agreement to move to further public consultation as part of the Community Governance Review
- Central Winchester Regeneration's Development Partner, Jigsaw by Partnerships and Places, hosted two successful drop-in public information events in Winchester.
- Residents were asked for their views on future recycling to help the council understand residents' current knowledge about recycling and how much more they're likely to recycle in the future, when more options are available
- In January, the council invited residents to attend a public engagement event about the next steps and potential future options for the former leisure centre

Listening and Learning – Progress against actions in service plans

Ref	Project	Cabinet Member	Delivery Date	Status R/A/G			
				Q1	Q2	Q3	Q4
1	Community Governance Review – creation of a Winchester Town Council	Cllr Becker Cllr Cutler	April 2027				
2	Local Government Reorganisation and Devolution	Cllr Tod	2027/28				
3	Transfer of assets to parish councils – public conveniences	Cllr Becker	April 2026				
4	Parish Council engagement – planning	Cllr Porter	September 2025		Complete		
5	Review and refresh EDI Policy, Strategy and Action Plan	Cllr Becker	February 2025	Complete			
6	Prepare a consultation policy and charter for adoption and use across the council	Cllr Becker	March 2026				

Red/Amber status

3 - Bishops Waltham PC are now cleaning the toilets, and Alresford paying whole cost in 26/27. Discussions underway with Denmead and Wickham about asset transfer.

Long range trackers (Annual)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	21/22	22/23	23/24	24/25	25/26	Target & Status 24/25	Target 2026
LL1	% of residents satisfied with the way the council runs things (LG Survey) ¹	Becker	Laura Taylor	No survey	75% (SE 62%)	No survey	69% (LG 55%)	n/a	> LGA average	> LGA average
LL2	Resident's satisfaction with local area (LG survey) ¹	Becker	Laura Taylor	No survey	96% (SE 74%)	No survey	87% (LG 75%)	n/a	> LGA average	> LGA average
LL3	Housing Satisfaction survey scores TSM	Reach	Simon Hendey			78%	76%	78%	n/a	82%

• **Basis of targets:**

LL1 & 2 - Target based on outperforming scores from LG surveys to provide better satisfaction for our residents

LL3 – Target agreed with the TACT board based on benchmarking similar housing providers so as to aim for top quartile performance

• **Footnotes:**

¹ Previous year's data relates to past resident survey responses for equivalent questions.

Practical real-time measures (Quarterly)										
No.	Performance measure	Cabinet member (Cllr)	Lead Director	Q4 - 24/25	Q1 - 25/26	Q2 - 25/26	Q3 - 25/26	Q4 - 25/26	Target 25/26	Status
LL4	Number of respondents to consultations	Becker	Laura Taylor	112	98	1,745	1,526	0	Measure only	n/a

Commentary

LL3 – Overall satisfaction score from annual Tenant Satisfaction Measures survey for 2025/26 was 78% which is 4% below corporate target. 78% is above national benchmarked figure, however we are striving to achieve top quartile satisfaction score. Given the level of service improvement work across the year and the ongoing work planned it was positive to see an increase of 2% compared to the previous year. Action plans are in development linked to TSM scores, working with tenants, colleagues and partners to deliver service plan priorities. We will be commissioning quarterly TSM surveys, so we are better informed across the year of tenant satisfaction and able to respond to this in a timely manner with targeted work as we aim to meet 82% target set.

REPORT TITLE: APPOINTMENT TO EXTERNAL BODIES RELATED TO SCRUTINY FOR THE 2026/27 MUNICIPAL YEAR.

26 MAY 2026

Contact Officer: Matthew Watson Tel No: 01962 848 317 Email
mwatson@winchester.gov.uk

WARD(S): ALL

PURPOSE

The report asks the committee to nominate Councillor representatives to the three external bodies that the Scrutiny Committee has traditionally appointed to. These bodies are detailed in paragraph 3 of the report.

RECOMMENDATIONS:

That the committee considers appointments to the following external bodies:

1. [Portsmouth City Council – Health Overview and Scrutiny Panel](#) (1 vacancy and deputy)
2. [Centre for Governance and Scrutiny – Southeast Regional Network](#) (1 vacancy)
3. [Partnership for South Hampshire \(PfSH\) Overview and Scrutiny Committee](#) (1 vacancy and deputy)

1 RESOURCE IMPLICATIONS

1.1 None arising directly from the content of the report.

2 SUPPORTING INFORMATION:

2.1 This report asks the committee to consider appointments of non-executive Councillors to three external bodies related to scrutiny.

2.2 There are currently three external bodies that it would be appropriate for the Scrutiny Committee to appoint non-executive councillor representatives to. These are detailed below.

2.3 Portsmouth City Council - Health Overview and Scrutiny Panel

Portsmouth City Council established this panel. Its membership is drawn from appropriate interest groups, stakeholders, and councillors from adjoining local authorities "*when discussing issues that have a significant effect upon the area*".

The next meeting of the panel is scheduled for 11 June 2026 at 1pm at The Guildhall, Portsmouth. Appointments agreed for 2025/26 were Councillor M Bennett and Councillor J Williams (deputy). Winchester City Council is asked to appoint one member and one deputy representative for this municipal year.

2.4 The Centre for Governance and Scrutiny (CfGS)

The Centre for Governance and Scrutiny has previously requested a member representative as a 'scrutiny champion' for the Council. The current representative is the Chairperson of the scrutiny committee.

It is suggested that the Chairperson of the scrutiny committee be the appointed representative for this municipal year to the Centre for Governance and Scrutiny, Southeast Regional Network.

South East Employers have informed the council about the possibility of forming a Regional Scrutiny Network and have requested member and officer nominations. More details will be given to the committee if the group is established.

2.5 Partnership for South Hampshire Overview & Scrutiny Committee

The Partnership for South Hampshire (PfSH) established a PfSH Overview and Scrutiny Committee in 2007 and it has previously been agreed that this committee appoint a non-executive member representative from those wards within the PfSH area.

The next meetings of the committee are scheduled for: 2 July 2026, 16 September 2026, 3 December 2026 and 3 March 2027 at 10.30am at the Civic Offices, Fareham.

Appointments agreed for 2025/26 were Councillor M Power and Councillor Batho (deputy). Winchester City Council is asked to appoint one member and one deputy representative for this municipal year.

3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 To not make appointments for this municipal year. However, this option was rejected because representation on outside bodies is a key element of members' roles.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

[SC024 - Annual Appointments 2020/21](#)
[SC056 – Annual Appointments 2021/22](#)
[SC067 Annual Appointments 2022/23](#)
[SC088 Annual Appointments 2023/24](#)
[SC092 Annual Appointments 2024/25](#)
[SCO96 Annual Appointments 2025/26](#)

Other Background Documents: -

The following websites provide background information to the three organisations concerned:

1. Portsmouth City Council - Health Overview and Scrutiny Panel
<https://democracy.portsmouth.gov.uk/ieListMeetings.aspx?Committeed=151>
2. The Centre for Governance and Scrutiny
<https://www.cfgs.org.uk/>
3. Partnership for South Hampshire Overview & Scrutiny Committee
<https://www.push.gov.uk/work/our-meetings/overview-and-scrutiny/>

APPENDICES

None

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REPORT TITLE: DRAFT ANNUAL SCRUTINY REPORT 2025/26

26 MAY 2026

REPORT OF CHAIRPERSON: COUNCILLOR CAROLINE BROOK

Contact Officer: Matthew Watson Tel No: 01962 848 317 Email
mwatson@winchester.gov.uk

WARD(S): ALL

PURPOSE

At the end of each municipal year, the Chairperson of the Scrutiny Committee reviews the work of all overview and scrutiny bodies and reports to the council.

Appendix 1 contains the draft report for the 2025/26 municipal year so that the Scrutiny Committee can add its comments before it is finalised for presentation to the full council.

RECOMMENDATION:

That the committee consider and makes any necessary comments on the content of the report before its submission to full council.

Annual Scrutiny Report

2025/26

What is Scrutiny?

Scrutiny improves decision-making by reviewing and suggesting improvements to decisions.

Decisions taken must be monitored in this way to ensure that the council's services are of high quality and that the decision-making process is transparent and that the council's various programmes of work remain on track. It also provides an opportunity for the views of the public, businesses, community groups and others to be considered when reviewing the council's activities.

To achieve this, the council has established three Policy and Scrutiny committees, which are:

1. The Economy and Housing Policy (EHP) Committee
2. The Health and Environment Policy (HEP) Committee
3. The Scrutiny Committee

One of the key roles of scrutiny is to hold decision-makers to account for their decisions. Scrutiny committees have the power to require Cabinet Members to attend their meetings and explain the decisions they have taken. Having heard from decision-makers and gathered any other evidence, policy and scrutiny committees can make recommendations on how things could be improved.

A key part of the role of the two policy committees is also to consider proposals for new policy and recommend new ways forward as well as to review existing policies and strategies.

In addition to reviewing decisions and performance, the policy and scrutiny committees can look at topics in more detail. Establishing a 'task and finish' group is a way to undertake more detailed work, gather evidence on the topic and develop recommendations that can make a difference and add value.

By focusing on a particular topic, a task and finish group can gather evidence from several sources, including customers, other people affected by the issue and experts from outside the Council. This provides the opportunity for the public to influence the policy-making process.

The Committees

The Council has the following policy and scrutiny committees, which, as specified in the Council's constitution, carry out the overview and scrutiny function with the following remits:

Economy and Housing Policy Committee

To maintain a strategic overview of the progress towards the achievement of the relevant priorities in the Council Plan, to include:

Thriving Places - making our district a place where residents want to live, visitors come and visit and attractive for sustainable business investment and growth that provides opportunities for young people to live and work in the district.

Good Homes for All - Focusing on increasing the number of affordable homes across the district while taking action to ensure our tenants live in council homes that are decent, safe and energy efficient and resilient to the effects of climate change.

Health and Environment Policy Committee

To maintain a strategic overview of the progress towards the achievement of the relevant priorities in the Council Plan, to include:

Greener Faster - working with and enabling businesses, organisations, and residents to reduce carbon emissions and achieve the council's net zero carbon commitment for the district by 2030.

Healthy Communities - providing safe and attractive public facilities and open spaces to enable our residents to improve their health and wellbeing. Working collaboratively with voluntary and community sector partners to tackle social isolation, build community cohesion and support those most in need including targeted support for residents affected by the increased cost of living.

Scrutiny Committee

The Scrutiny Committee reviews and/or scrutinises decisions made, or actions taken in connection with the discharge of any of the Council's functions, apart from regulatory functions (decisions made in respect of permissions, licences, and other similar consents).

The broad terms of reference are as follows:

To review and scrutinise any decisions made or to be made or actions to be taken in connection with the discharge of the Council's functions, including holding the Cabinet to account by reviewing and scrutinising executive decisions.

Reviewing and scrutinising the performance of the Council in relation to its policy objectives and performance targets

Exercise the right to Call-In for reconsideration of decisions made but not yet implemented by the Leader, the Cabinet and Cabinet Members and Officers.

It can monitor the implementation of decisions, and service performance, and make reports and/or recommendations to the Cabinet. More generally, the Scrutiny Committee can select topics for closer enquiry in the interest of improving the council. It can further review and scrutinise the performance of other public bodies in the area and invite reports from them and/or invite them to address the Committee about their activities and performance. They can ask questions and gather evidence from any person or body (with their consent) and exercise the right to call in, for reconsideration, decisions made but not yet implemented by the Leader, Cabinet, or officers.

For Section 19 of the Police & Justice Act 2006, the Committee acts as the Council's Crime & Disorder Committee and as such is responsible for reviewing and scrutinising the decisions and work of the Community Safety Partnership (CSP)

This report from the Committee Chairperson, which is found later in this report, provides an overview of the work undertaken by the Committee during the 2025/26 municipal year. The committee held seven formal meetings with high attendance and increased public participation. Key topics discussed included waste and recycling, the Local Plan, financial performance, housing, and community safety. The committee made several recommendations to the Cabinet and engaged in constructive discussions with public participants and Councillors.

Membership and Meetings

Economy and Housing Policy Committee: The following Councillors have attended the committee during the year: Councillor Batho, Councillor Chamberlain, Councillor Eve, Councillor Morris, Councillor Murphy, Councillor Gordon-Smith, Councillor Bolton, Councillor White, Councillor Lee, Councillor Westwood, Councillor Brophy, Councillor Horrill.

The following cabinet members attended the committee to address the meeting: Councillor Tod (Leader and Cabinet Member for Regeneration), Councillor Mark Reach (Cabinet Member for Good Homes), Councillor Lucille Thompson (Cabinet Member for Business and Culture), Councillor Neil Cutler (Deputy Leader and Cabinet Member for Finance and Transformation)

Health and Environment Policy Committee: The following Councillors attended the committee during the year: Councillor Bennett, Councillor Brophy, Councillor Eve, Councillor Horrill, Councillor Latham, Councillor Lee, Councillor Miller, Councillor Pett, Councillor Power, Councillor Warwick, and Councillor Westwood.

The following cabinet members attended the committee to address the meeting: Councillor Becker (Cabinet Member for Healthy Communities), Councillor Cramoysan (Cabinet Member for Recycling and Public Protection), Councillor Cutler (Deputy Leader and Cabinet Member for Finance and Transformation), and Councillor Learney (Cabinet Member for the Climate and Nature Emergency).

Scrutiny Committee: The following Councillors have attended the committee during the year: Councillor Batho, Councillor Bolton, Councillor Brook, Councillor Clear, Councillor Godfrey, Councillor Gordon-Smith, Councillor Horrill, Councillor Laming, Councillor Lee, Councillor Murphy, Councillor Pett, Councillor Power, Councillor Wallace.

The following cabinet members attended the committee to address the meeting:

Councillor Becker (Cabinet Member for Healthy Communities), Councillor Cramoysan (Cabinet Member for Recycling and Public Protection), Councillor Cutler (Deputy Leader and Cabinet Member for Finance and Transformation), Councillor Learney (Cabinet Member for the Climate and Nature Emergency), Councillor Porter (Cabinet Member for Place and Local Plan), Councillor Reach (Cabinet Member for Good Homes), Councillor Tod (Leader and Cabinet Member for Regeneration)

Items considered during 2025/26

The following specifies the substantial agenda items for each meeting of the three Committees.

Scrutiny Committee.

5 June 2025

1. Q4 Finance & Performance Monitoring
2. Appointments Of External Bodies Related to Scrutiny
3. Annual Scrutiny Report 2024/25
4. Annual Report - Exceptions to Forward Plan 2024/25

8 September 2025

1. Housing Revenue Account Outturn 2024/2025
2. General Fund Outturn 2024/2025
3. Q1 Finance & Performance Monitoring
4. Work Request from A Committee Member: The Planning Enforcement Service

13 November 2025

1. General Fund Budget Options & Medium-Term Financial Strategy
2. HRA Business Plan & Budget Options
3. Hobbs View, Southbrook Cottages, Micheldever - Lessons Learned
4. Q2 Finance & Performance Monitoring

19 January 2026

1. Central Winchester Regeneration Scheme Update

10 February 2026

1. Treasury Management Strategy 2026/27
2. Planning Enforcement - Task and Finish Group - Feedback to Scrutiny Committee
3. Housing Revenue Account (HRA) Budget 2026/27
4. General Fund Budget 2026/27
5. Capital Investment Strategy 2026-2036

4 March 2026

1. Annual Community Safety Update
2. Planning Enforcement - Task and Finish Group - Feedback to Scrutiny Committee
3. Q3 Finance & Performance Monitoring

17 March 2026

1. Adoption Of the Winchester District Local Plan 2040 And the Preparation of The Local Plan 2044

In addition, at each meeting the committee was provided with the latest Forward Plan of Key Decisions.

Health and Environment Policy Committee

3 July 2025

1. Nature Improvement Plan (HEP043)

18 September 2025

1. Future Of Waste Project (Presentation)
2. Air Quality Strategy (Presentation)

2 December 2025

1. Climate Adaptation - HEP045 And Presentation
2. Community Resilience Strategy - HEP044

25 February 2026

1. Enhanced Biodiversity Duty (HEP046)
2. Support Creation of Local Carbon Credits (Presentation)
3. Public Spaces Protection Order and Enforcement (Presentation)
4. Building A Resilient Waste Service for the Future (Presentation)

Economy and Housing Policy Committee

2 July 2025

1. Social Housing Regulation Consumer Standard Improvement Plan.
2. Review of the Economy and Housing Policy Committee Resolutions for 2024/25.

16 September 2025

1. Winchester District Tourism Strategy 2026-2030 - Baseline Report and Outline Recommendations.
2. Housing Development Strategy.
3. Preventing Homelessness and Rough Sleeping.
4. Housing Compliance Policies.

25 November 2025

1. Housing Revenue Account (HRA) Business Plan & Budget Options.
2. The Local Visitor Economy Partnership.

23 February 2026

1. Housing Revenue Account - Future Policy Options.

Public participation.

The policy and scrutiny committee welcomes and encourages engagement with residents and other community representatives during its public participation session. During 2025/26 all public meetings of the council were live-streamed, recorded and made available on the council's YouTube channel, which has improved the visibility and transparency of meetings.

The agenda, minutes, audio and video recordings for all Policy and Scrutiny meetings can be found on our website.

Review of 2025/26

Economy and Housing Policy Committee.

Report of the chairperson of the committee, Cllr James Batho.

Economy

At the September meeting the Business and Culture team brought forward the Winchester District Tourism Strategy 2026-2030 - Baseline Report and Outline Recommendations. The committee acknowledged the challenges highlighted, including the need to diversify the visitor market, encourage business collaboration, and secure investment to deliver the strategy. The committee supported the progression of the strategy based on the work undertaken but asked for clarification on whether the Foodies Festival at River Park was subsidised by the council and for future, specific festivals, such as Boomtown, to analyse the town centre footfall data to identify any significant differences.

At the meeting in November the Local Visitor Economy Partnership was presented. The district's visitor economy was significant, welcoming over 8 million visitors annually, which supported 5,760 local jobs and contributed £292 million to the local economy and in recognition of this in May, Winchester City Council, alongside Hampshire County Council, Portsmouth City Council, and Southampton City Council, gained Local Visitor Economy Partnership (LVEP) accreditation from Visit England.

The committee supported the council's role in facilitating the delivery of the LVEP and realising its benefits, noting it was a timely opportunity for the City Council to work on a wider regional stage, particularly in the context of local government reorganisation (LGR).

Housing

At the first meeting in July the Housing team presented the Social Housing Regulation Consumer Standard Improvement Plan which was in response to a self-referral made to the Social Housing Regulator and the subsequent regulator judgment on 30 April 2025 of C3, indicating serious failings and a need for improvement in safety, quality, transparency, influence, and accountability. The committee made several recommendations, the main points being to ensure that impact on tenants was kept to a minimum, concerns about officer time and resource and that processes were put in place to ensure the condition of properties were regularly checked in the future.

In September the committee looked at the Housing Development Strategy 2025 to 2032. The strategy was updated due to significant economic changes, including increased interest rates, build cost inflation and a slowdown in affordable housing providers acquiring Section 106 units. The 2024 resident survey identified the availability of affordable housing as the most urgent issue facing communities, reinforcing the need for an up-to-date strategy.

The committee agreed that the final strategy should place a strong emphasis on proactively working with and supporting registered providers and other partners to ensure their capacity to deliver affordable housing is maximised and, where appropriate, councillors to promote awareness of Action Hampshire's rural housing enabling service to parish councils.

The committee also considered the draft Preventing Homelessness and Rough Sleeping Strategy for 2025-2030 which set out how the council and its partners would respond to the risk of homelessness and the reality of rough sleeping. Despite national pressures, including rising housing costs and a shortage of affordable homes, the council had successfully remained in the top 25% nationally for homeless prevention activities, and the use of bed and breakfast accommodation had been kept to a minimum. The committee commended the officers and partner organisations for their work in preventing homelessness and noted the significant achievements made and acknowledged the external challenges, including funding constraints and demographic changes, and supported the need to ensure council funding provisions continued through any period of local government reorganisation. The committee requested officers to provide data on the average length of stay in temporary accommodation for the previous two years.

The final report for this meeting was Housing Compliance Policies. The report was to seek approval and adoption of six core housing repair, maintenance, and compliance policies covering fire safety, gas and heating, electrical safety, asbestos, water hygiene, and lift safety. There is a business need to navigate a complex framework of statutory obligations to ensure council homes were safe and legally compliant and Pennington's Choice, specialist property and surveying consultants, were commissioned to develop the policies in partnership with the council's technical teams. The presentation was to raise awareness of the policies with committee members, rather than for consultation on the content.

At the November meeting the committee was asked to review and comment upon Housing Revenue Account (HRA) Business Plan & Budget Options. The paper presented a balanced and viable HRA business plan that protected tenants' money. The main pressures on the HRA were macroeconomic factors, particularly interest rates and inflation, which impacted the HRA's £200 million debt. Consequently, the interest rate assumption was increased from 5% to 6%.

At the final meeting in February the committee considered the Housing Revenue Account - Future Policy Option. This was dealt with in a more interactive format than for regular committee items. It was felt that this approach would generate a deeper debate and achieve a cross-party understanding and consensus of the key aspects of the HRA. Following an introduction, the committee adjourned to work in three separate groups to attempt to balance a HRA budget before reconvening to discuss their findings. Each group sought to construct a balanced HRA budget, weighing competing priorities such as investing in existing stock, increasing new homes, and redeeming HRA debt. Following the sessions the committee invited officers and the Cabinet Member to consider further work in these areas:

- (a) The feasibility and implications of seeking a 5% saving within the housing management and repairs and maintenance budgets, and whether any resulting insights could be reported back to the committee.
- (b) The potential for alternative delivery models — for example, increased in-house resourcing for work currently delivered by third parties, enhanced partnership working, and improved utilisation of existing assets — and whether any emerging findings could be shared with the committee in due course.
- (c) The importance of taking interest rate exposure into account when developing future plans, given the financial pressures associated with renewing loans.

The Health and Environment Policy Committee

Report of the chairperson of the committee, Cllr Jerry Pett

Introduction

The Health and Environment Policy Committee (HEP) met four times during the municipal year, in July, September, December and February. The majority of its business was to receive and comment on papers or presentations of ongoing projects and strategies within its purview rather than scrutinise policy papers before being taken by Cabinet. This was a source of frustration to some members of the committee, but members were, nonetheless, voluble in their willingness to contribute to the debates. It was also agreed to set-up two members-only working groups to 'deep dive' into issues of interest to the committee, these being:

Nutrient Neutrality

Provision of Electric Vehicle (EV) Charging Facilities

An agreed paper giving the output of the first of these was passed to the relevant Portfolio holders in March 2026 and their response is awaited.

July 2025 Meeting

Members of the public addressed the committee on the authority's EV charging strategy and the scheduling of grass and hedge cutting.

The committee reviewed the draft Nature Improvement Plan, presented to the committee by Cllr Learney as the portfolio holder and the Principal Ecologist/Biodiversity Officer. The Plan was intended to build on the extant Biodiversity Action Plan and members showed great interest in the draft, making many constructive suggestions to improve its clarity and efficacy to be addressed before its next iteration, and requested that it be recirculated to members ahead of its submission to Cabinet.

September 2025 Meeting

A member of the public addressed the committee on their frustrations at the limits of the recycling service offered in the District, the linkage between poor air quality and the limited permeability of the city centre for cyclists and pedestrians, and the low take-up of all-electric vehicles by licensed taxi drivers in the city. The Cabinet Member for Recycling and Public Protection, Cllr Cramoysan, responded, noting the divided responsibility between District and County authorities for waste collection and disposal, the lack of evidence for poor air quality 'hotspots', and measures taken to mitigate the low take-up of electric vehicles among Hackney drivers.

Future of Waste: The committee received two informative presentations, introduced by Cllr Cramoysan, from the Corporate Head of Service (Place). The first, an update on collection and recycling capabilities, was timely as the Food Waste Collection scheme had started to be rolled out across the District. The second updated the Committee on the introduction of 'Extended Producer Responsibility', which aims to incentivise suppliers to increase the amount of recyclable packaging in their products.

Air Quality Strategy: The Service Lead: Public Protection gave a presentation updating the committee on the evolving Air Quality Strategy. Members were keen to ensure that the scope of the strategy should be seen to be more comprehensive in its coverage of the whole district. They also observed the linkages between the loss of rural buses and the inevitable increase in car use in the city, and other factors beyond the Authority's control, such as the cumulative effect of the activity of Southampton Air and Sea ports on the District's air quality.

December 2025 Meeting

Climate Adaptation: The Cabinet lead for Climate Change, Cllr Learney, introduced a paper on Climate Adaptation, reiterating that action on climate change is the Council's overarching priority. The purpose, supported by a presentation from the Sustainability Manager and Sustainability Programme Manager, was to enable the Committee to inform and shape the development of the Climate Risk and Vulnerability Assessment. Good engagement from members provided the presenters with several pointers to perceived lacunae in the assessment's coverage of the full District and its stakeholders.

Community Resilience Strategy: The portfolio holder for Healthy Communities, Cllr Becker, introduced a report for the committee that outlined this draft strategy, the ultimate aim of which was to develop a publicly accessible document that signposted communities and promoted community engagement. The Service Lead: Communities and Wellbeing presented the draft, emphasising its purposes as the development of social capital and empowering communities to respond to challenges and improving their own well-being. Members were supportive of the strategy and encouraged greater definition of 'what good looks like' in this context.

February 2026 Meeting

Enhanced Biodiversity Duty: The Cabinet member for Climate and Nature Emergency, Cllr Learney, introduced a report on the Authority's progress against the Enhanced Biodiversity Duty ahead of a presentation by the Service Lead: Sustainability and Natural Environment and the Ecology/Biodiversity Officer. Members noted that there was much community-led activity in this area and queried the Authority's ability to collate comprehensive data on the delivery of Biodiversity Net Gain across the District, but were keen, individually, to act as conduits for this. It was also noted that the aim would significantly benefit from greater clarity in the units used for reporting BNG

Creation of Local Carbon Credits: The same team presented an update on the creation of local carbon credits that led to several questions from members that exposed some difficulty in their ability to judge the effective collation and management of data from schemes delivered by a variety of actors across the District. There was broad consensus that there was a need for better coordination across all who are contributing to the generation of local carbon credits to give greater transparency of delivery.

Public Spaces Protection Order (PSPO) and Enforcement: The Cabinet member for Recycling and Public Protection, Cllr Cramoysan, introduced a presentation by the Service Lead: Public Protection that sought members' views on the use and potential expansion of PSPOs in the District and their enforcement. Members asked for further data on the use of Fixed Penalty Notices within the extant PSPO in Winchester City, suggesting that there was insufficient information immediately available to them to judge its overall efficacy.

Whilst one member cited a perception among residents that many people, and particularly women, felt at risk when walking through the city centre in hours of darkness this was not generally accepted by others.

More pertinently, a clear majority of members felt that more evidence would be required to support any future request to expand the role of PSPOs in any part of the District, citing the risk of criminalising those already marginalised in our communities to little, if any, beneficial effect.

Building a Resilient Waste Service for the Future: Cllr Cramoysan introduced a presentation by the Corporate Head of Service (Place) that reflected the recent introduction of the food waste collection scheme, which was showing early signs of strong uptake. He also noted that, in future, the capacity for kerbside glass recycling could potentially be increased by bringing glass within the scope of the main recycling bins. He also noted that the instances of fly-tipping had decreased, possibly discouraged by recent successful prosecution of offences in both public and private land.

Conclusion

My thanks to all officers and portfolio holders who have engaged with the committee through the year – the standard of their papers and presentations was uniformly high. Thanks also to the Democratic Services team who have very effectively administered the Committee's business. Finally, my personal thanks to all members who sat on the Committee throughout the year, and in particular my Deputy Chair, Cllr Brophy, who collectively ensured that the standard of debate and engagement remained cordial and constructive.

The Scrutiny Committee

Report of the chairperson of the committee, Councillor Caroline Brook.

This report provides an overview of the work undertaken by the Scrutiny Committee during the 2025/26 municipal year in fulfilling its role to review and scrutinise decisions made and actions taken. Throughout the year, the committee held seven formal meetings. Public participation remained a valuable part of our process, and we received questions and deputations from members of the public and non-committee members on a variety of significant issues, including the Central Winchester Regeneration Scheme, the disposal of council assets, and the adoption of the Local Plan.

June 2025 At our June meeting, we reviewed the Q4 Finance and Performance Monitoring report. We considered feedback from a member sub-group regarding Key Performance Indicators (KPIs) and requested that future reports include definitions for carbon emissions scopes and separate gas consumption data for the Guildhall and main offices. We also raised outstanding actions regarding the acquisition process for The Corner House property and the need for more data on local speeding issues from the Community Safety Partnership.

September 2025 In September, we scrutinised the Housing Revenue Account (HRA) and General Fund Outturns for 2024/25, raising questions about progress toward Energy Performance Certificate (EPC) targets for housing stock and the acceleration of Community Infrastructure Levy (CIL) funds. While reviewing Q1 Performance, we asked the Cabinet to consider developing an integrated KPI relating to climate change and reviewed fly-tipping clear-up rates. We also agreed to establish a time-limited Task and Finish Group to conduct a focused review of the council's Planning Enforcement Service. This Task & Finish Group subsequently met, and a report was brought back to our March 2026 meeting.

November 2025 Our November meeting focused heavily on financial planning, as we considered the General Fund Budget Options and the HRA Business Plan. We raised concerns regarding wastewater charges, proposed rent increases for five-bedroom social homes, and the criteria for disposing of surplus HRA assets. We also reviewed the "lessons learned" report from the Hobbs View Passivhaus pilot project in Micheldever, which experienced a cost overspend. We recommended that future projects include a clearer assessment of the council's risk appetite and that the lessons learned from Hobbs View be evaluated upon the completion of the Woodman Close project. Finally, we reviewed Q2 Performance, requesting, amongst other matters, a member briefing on the "Greener Faster" priority to clarify details on nutrient credits and biodiversity net gain.

January 2026 In January, we held an additional meeting where our primary focus was the Central Winchester Regeneration Scheme. We examined the implications of the consortium partner GKRL withdrawing and PFP Igloo assuming 100% of the consortium responsibilities. Members queried whether this shift altered the project's risk profile or caused a loss of essential skills. To ensure transparency, we recommended that Cabinet provide a visual timeline of the project's predicted milestones for councillors and the public.

February 2026 At our February meeting, we scrutinised the General Fund and HRA Budgets for 2026/27. We questioned the impact of a worse-than-expected provisional government spending settlement, as well as an annual £1.4 million reduction caused by a government calculation error regarding business rates pooling. We also sought assurances on the funding of digital transformation software and the condition of the Guildhall. Alongside the budgets, we reviewed the Treasury Management Strategy and the Capital Investment Strategy for 2026-2036.

March 2026 The committee held two meetings in March. At our first meeting, we received the Annual Community Safety Update from Chief Inspector Korine Bishop, focusing on high-harm crime, anti-social behaviour, and rural crime. We recommended that future reports include trend data and clearer breakdowns between the city centre, market towns, and rural areas. We also received the findings of the Planning Enforcement Task and Finish Group, noting that communication with councillors and parishes was the most frequently raised issue, and we requested a progress report on the service improvements in six months.

At our final, additional meeting, we scrutinised the adoption of the Winchester District Local Plan 2040 and the preparation of the Local Plan 2044. We questioned the council's readiness to apply new energy efficiency standards and the challenges posed by a compressed 30-month statutory timeframe for the new 2044 plan. We recommended that Cabinet provide a clear transition timetable for upskilling staff on energy standards and arrange a briefing on how the 30-month deadline will be met while ensuring robust public consultation.

Members of the cabinet attended all our meetings, allowing for direct discussion and questioning concerning policy and progress. All committee members contributed constructively to the issues put before them, and I am grateful to them and the officer team for their support. My thanks also go to the Committee Vice-Chair, Councillor Wallace, for his help and support during the past 12 months.

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REPORT TITLE: ANNUAL MONITORING REPORT - KEY DECISIONS NOT INCLUDED WITHIN THE FORWARD PLAN DURING 2025/26 MUNICIPAL YEAR

26 MAY 2026

Contact Officer: Matthew Watson Tel No: 01962 848 317 Email Mwatson@Winchester.Gov.Uk

WARD(S): ALL

PURPOSE

An annual monitoring report is produced reporting on the number of key decisions which came forward for decision, which had not been included in the [forward plan](#).

The Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 require, as a minimum, that an annual report be made, to show instances of where the special urgency provisions have been used.

During the 2025/26 municipal year, the Chairperson of The Scrutiny Committee was informed of **one** key decision which was not included in the [forward plan](#). This report provides further information on that decision.

RECOMMENDATION:

That the Committee consider and make any necessary comment on the content of the report.

1 RESOURCE IMPLICATIONS

- 1.1 None arising directly from the content of the report. This report is not making any decisions and is for noting and raising issues only.

2 SUPPORTING INFORMATION:

- 2.1 Annual consideration of key decisions not included within the Forward plan helps to support the proper governance of the Council and its decision-making structures.
- 2.2 Key decisions are defined by Regulation 8 of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 as being an executive decision which is likely:
- a) To result in the local authority incurring expenditure, which is or the making of savings which are significant having regard to the local authority's budget for the service or function to which the decision relates; (For Winchester City Council, the financial limit above which a decision is regarded as significant is £250,000), or
 - b) To be significant in terms of its effect on communities living or working in an area comprising two or more wards or electoral divisions in the area of the local authority.
- 2.3 Under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012, the Council must give a minimum of 28 days notice of an intention to make a key decision. The statutory requirement is reflected in Rules 16.1 and 16.2 of Part 4.4 of the [Council's Constitution](#).
- 2.4 There is an additional statutory requirement to provide at least 28 days' notice of when the Cabinet is proposing to meet in an exempt session. The purpose of this timeframe is to provide an opportunity for representations to be made that request the item be dealt with in a public session – and that any representations are considered before the agenda for the meeting is published. This requirement exists whether or not the matter is a key decision.
- 2.5 Under the [Council's Constitution](#), Access to Information Procedure Rules at Part 4.4 (Rule 17 – General Exception and Special Urgency), if it is not possible to meet the requirements of Rules 16.1 and 16.2 then the key decision may proceed so long as (in summary) the Monitoring Officer is in agreement and has received the agreement of the Chairperson of The Scrutiny Committee that a key decision may proceed without inclusion in the [forward plan](#).

- 2.6 In addition, where an agenda item requiring a key decision was not in the [forward plan](#) and was sent to Cabinet after the statutory deadline, the Chairperson of The Scrutiny Committee must first approve its inclusion (Access to Information Procedure Rule 17 – General Exception and Special Urgency). Reasons for the special urgency must be specified.
- 2.7 Details of the one Key Decision for the 2025/26 municipal year is listed below. In accordance with paragraph 17.1 of the Access to Information Procedure Rules, the Chairperson of the Scrutiny Committee agreed for this decision to be considered.

Detail of key decisions not included within the forward plan	Date Decision Taken	Reason given for not being included in Forward Pan
Adoption of the Winchester District Local Plan 2040 and the preparation of the Local Plan 2044	Cabinet – 18/03/26	<p>Summary</p> <p>The reason for the urgency is that the City Council has a Regulatory requirement to commence work on the Local Plan 2044 and is required to meet two key deadlines that have been set by the Government this year (i.e. to issue the Notice of intention to commence work on the Local Plan 2044 by 30 June 2026 and to reach Gateway 1 by the 31 October 2026). In order to ensure that we can meet these two key Government deadlines, a decision is required before the pre-election period to progress work on the next Local Plan 2044.</p> <p><u>Full details of the reasons for the urgent decision can be found here:</u></p> <p>Cabinet, Exception to March 2026 Forward Plan Plan Document 01/03/2026</p>

3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 None.

BACKGROUND DOCUMENTS: -

[Cabinet, Exception to March 2026 Forward Plan Plan Document 01/03/2026](#)

Previous Annual Reports:

[Key Decisions Exceptions to the Forward Plan 2425.pdf](#)

[KeyDecisionsExceptionstotheForwardPlan2324.pdf](#)

[Key Decisions Exceptions to the Forward Plan 2022 23.pdf](#)

[SC068 Key Decisions Exceptions to the Forward Plan 2122.edited.pdf](#)

Other Background Documents: -

None

APPENDICES:

None

Forward Plan of Key Decisions

1 June 2026 – 31 August 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

Page 217 ^o	1	Leisure Centre VAT Treatment and Proposed Transition to Agency Operating Arrangements	Cabinet Member for Healthy Communities	Yes	All Wards	Susan Robbins	Cabinet report	Cabinet	Jun-26	17-Jun-26	Part exempt 3
		Land transaction (if required)	Cabinet Member for Regeneration	Yes	All Wards	Geoff Coe	Cabinet report	Cabinet	Jun-26	17-Jun-26	Part exempt 3
		Homelessness Prevention Grant spend	Cabinet Member for Healthy Communities	Yes	All Wards	Charlotte Quinn	Cabinet report	Cabinet Committee: Housing	Jul-26	6-Jul-26	Open
	4	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
	5	Property Services update	Cabinet Member for Good Homes	Yes	All Wards	Karen Thorburn	Cabinet report	Cabinet Committee: Housing	Jul-26	6-Jul-26	Open
	6	Winchester Sport and Leisure Park	Cabinet Member for Healthy	Yes		Steve Lincoln	Cabinet report	Cabinet	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
	improvements	Communities								

Section B

Decisions made by individual Cabinet Members

No decisions currently scheduled for this period.

Section C

Decisions made by Officers

Page 218	Treasury Management - decisions in accordance with the Council's approved strategy and policy	Cabinet Member for Finance and Transformation	Yes	All Wards	Designated HCC Finance staff, daily	Designated working papers	Designated HCC Finance staff, daily	Jun-26	Jun-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*

8	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
9	HRA Business Plan & Budget	Cabinet Member for	Yes	All Wards	Liz Keys	Cabinet report	Cabinet	Nov-26	18-Nov-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
	Options	Good Homes								
10	General Fund Budget 27/28*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open
11	Housing Revenue Account (HRA) Budget 27/28*	Cabinet Member for Good Homes	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open
12	Capital Investment Strategy 27-37*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open
13	Treasury Management Strategy 27-28*	Cabinet Member for Finance and Transformation	No	All Wards	Liz Keys	Cabinet report	Cabinet Council	Feb-27 Feb-27	11-Feb-27 24-Feb-27	Open

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Notification of Exception to the May 2026 Forward Plan

On 15 May 2026, the following additional item was notified for inclusion for the May 2026 Forward Plan

Item(s)	Cabinet Member	Key Decision	Wards Affected	Lead Officer	Documents submitted to decision taker	Decision taker	Reasons why the decisions cannot be delayed	Date/ period decision to be taken	Open/ private meeting or document If private meeting, include relevant exempt paragraph number
Section A									
Decisions made by Cabinet & Cabinet committees									
Additional expenditure for repairs to the Buttercross	Cabinet Member for Regeneration	Expenditure > £250,000	St Michael	Graeme Todd	Cabinet report	Cabinet - 28 May 26	The reason for the urgency is that work has begun on the Buttercross and it has uncovered the need to undertake considerably more work than was originally envisaged. Historic	May-26	Open

Item(s)	Portfolio Holder	Cost (over £200k)	Wards Affected	Comments to	Documents submitted to decision taker	Decision taker	Reasons why the decisions cannot be delayed	Date/ period decision to be taken	Open/ private meeting or document
							<p>England have advised on the additional work required and the Council has no option but to comply. This will require additional budget provision. As the works are underway it is important to report as soon as possible to avoid delay.</p> <p>Under Paragraph 17.1 of the Access to Information Procedure Rules, the Monitoring Officer has</p>		

Item(s)	Portfolio Holder	Cost (over £200k)	Wards Affected	Comments to	Documents submitted to decision taker	Decision taker	Reasons why the decisions cannot be delayed	Date/ period decision to be taken	Open/ private meeting or document
							received agreement from the Vice-Chairperson of the Scrutiny Committee to this decision being taken.		

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WINCHESTER CITY COUNCIL – THE SCRUTINY COMMITTEE WORK PROGRAMME

	Item	Lead Officer	Date for Scrutiny	Date for Cabinet
Meeting 26 May 2026				
1	Central Winchester Regeneration (CWR) proposed land acquisition	Ken Baikie	26 May 2026	28 May 2026
2	Bar End Depot	Geoff Coe	26 May 2026	28 May 2026
3	Q4 Finance and Performance Monitoring 25/26	Simon Howson	26 May 2026	28 May 2026
3	Annual Scrutiny Report 2025/26	Matthew Watson	26 May 2026	
4	Appointments of external bodies related to scrutiny	Matthew Watson	26 May 2026	
5	Annual Report - Exceptions to Forward Plan 2025/26	Matthew Watson	26 May 2026	
19 August 2026				
Meeting 7 September 2026				
6	Housing Revenue Account outturn 2025/26	Liz Keys	7 Sep 2026	9 Sep 2026
7	General Fund outturn 2025/26	Liz Keys	7 Sep 2026	9 Sep 2026
Meeting 12 November 2026				
8	HRA Business Plan & Budget Options	Liz Keys	12 Nov 2026	18 Nov 2026
9	General Fund Budget Options & Medium Term Financial Strategy	Liz Keys	12 Nov 2026	18 Nov 2026
Meeting 9 February 2027				
10	Treasury Management Strategy 27-28*	Liz Keys	9 Feb 2027	11 Feb 2027
11	Capital Investment Strategy 27-37*	Liz Keys	9 Feb 2027	11 Feb 2027
12	Housing Revenue Account (HRA) Budget 27/28*	Liz Keys	9 Feb 2027	11 Feb 2027
13	General Fund Budget 27/28*	Liz Keys	9 Feb 2027	11 Feb 2027
Meeting 3 March 2027				
14	Community Safety Partnership Performance Review	Sandra Tuddenham	3 Mar 2027	
Items To be Confirmed				

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